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Contents   **Page**

Editorial Notes

The Annual national conference in Ethiopian Civil Service University on "Public Sector Transformation and Development is aimed at giving opportunities to participants so as to share the university endeavors as well as getting their valuable feed backs within the Framework of University-Industry Major themes in the consecutive conferences take care of issues related to development, public policy, governance, ethics, public service reform, capacity building and cross cutting issues. These important considerations are entertained in this Third National Conference on Public Sector Transformation and Development". The conference proceeding volume contains the written versions of all contribution papers presented during the national conference on public sector transformation and development that took place here in Ethiopian Civil Service University from July3-4, 2017. The conference enjoyed presentations of twenty three papers of different perspectives.

Apart from building the existing capacity of public sector through specialized education, training, consultancy, research and community services. The research aspect of capacity building has attracted attention of quality, problem solving and workable research activities to eliminate poverty and ensure equity in the development efforts of the nation. This conference is organized to get advantage of communicating research works undertaken within the university and outside the university by scholars. This scholarly works help to exchange knowledge and experience among research communities and industries. It gives golden opportunities for industries to examine their plans and performances in the eyes of study results and the resultant conclusions and recommendations. The conference is also valued in providing opportunities to create positive relations and new networks.

We would like to express our appreciation to all involved in this wonderful activity. Those difficult to mention each contributor in particular reference to those who delivered key note speech, opening and closing speech, conference organizers, members of different sub-committee, RPCO staff, presenters, moderators, reporters, and above all conference participants for their time and knowledge. On behalf of the conference organizing committee, I thank you for your respectful and fruitful efforts for the successful completion of the works intended in this regard.

At the last but not least, my words of gratitude go to the Managing Editor, Tesfay Gebremeskel, for all his energetic efforts exerted to make publication of this proceeding real.

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Message from the Vice President for Research and Community Service

It is my great pleasure and honour to welcome you to the third National Conference on Public Sector Transformation and Development. During the past three years, considerable development and changes have been taken place regarding research topics, depth and breadth. This time more emphasis is given to problem solving research. The theme of the conference is focused in urban development, public sector development, governance and cross cutting issues as it was in the last two conferences.

We have over twenty three papers, out of thirty eight accepted abstracts, selected for oral presentation. We learned a great deal from our previous conferences and we still have much to learn and do. In this juncture, I would like to express my deep appreciation to members of the Organizing Committee for their contributions from initial planning to delivery, the final result would not have been possible without the dedication and hard work of them. Special thanks are due to all external referees and to our senior academic staff for reviewing these papers and offered advice to upkeep and enhance high quality papers for this conference. I am also grateful to all authors who trusted us with their work; without them there would be no conference. Thanks also made to all chairpersons of the discussions for taking a leading role in plenary and parallel sessions.

Finally, I hope that you enjoy these proceedings and use them to move forward to promote the Ethiopian Public Service Sectors as we develop our university center of excellence in Africa, in 2025, in developing the capacity of public sector through teaching, training, research and community services.

Enjoy the Reading!

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Evaluation of Mass Housing Provision Process in Addis Ababa: The Case of Summit Condominium site

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Abstract

Mass housing has taken as a solution and most developing countries take up it as a way to solve their housing problems. However, the process of housing provision exposed to problems in the design, planning, construction and transferring processes. Thus, the study has focused on evaluating the mass housing provisions behind the design and planning, construction and transferring of housing units that affect the speed of construction, quantity of housing units, quality and sustainability of houses. The research was conducted through concurrent mixed approach and descriptive research type with case study strategy. The researchers have assessed the planning, design, construction and transferring of condominium houses in Addis Ababa Summit condominium site as case study. The primary data collected through questionnaire survey, observation and interview with key respondents. Secondary data was collected by looking through the existing relevant documents and relevant literatures. The findings revealed that there were problems of planning problems on neighborhood design, clustering of buildings, land use allocation and density achievement. In addition, the satisfactory level of spatial and functional quality of the dwellings and the conversion of balcony space to storage are the implications of oversight mistakes of design in the mass housing provisions. Moreover, the finishing qualities, the selection of building materials and assembling of fittings are the areas where problems are occurred in the construction phase of mass housing provision. On the other hand, transferring unfinished units to the beneficiary forced them to incur additional costs.
Key word: Mass housing, Design, Construction, density, Housing transfer

1. Introduction

UN-Habitat (2010) research implies that over the next decades virtually all of the world's population growth will occur in cities with massive consequences for infrastructure stress and housing. The speed and scale of this growth pose major challenges, and monitoring these developments and creating sustainable urban environments remain crucial issues on the international development agenda (UN-Habitat, 2004). Therefore, within the developing world, the growth in urban population is most acute in the poorest countries and housing the poor is one of the major challenges facing humanity in the last decade of the twentieth century in such countries (Tipple &Willis, 1991).

Moreover, large increases in the urban population of the developing world countries have dramatically increased the demand for housing and consequently there is a crisis in housing

(Brian&Sandhu, 1995). One of the major housing crises is the shortage of affordable accommodation for the low-income majority. Most official housing programs have failed to reach considerable portions of this group due to the factors that undoubtedly include the inability of such programs to provide enough dwellings (Tipple and Willis, 1991).

To overcome such housing crises, countries tries to come up with the housing programs and policies. Housing policies and programs tend to result from political expediency, rather than a rational and informed analysis of the situation and the demands of individual households for housing (ibid). Therefore, the housing of the poor is an outcome of the policies of the state and influenced by whom the state seeks to help through its policies, where its priorities lie, and how it responds to the poor as a social class are vital factors in an understanding of housing (Gilbert &Ward, 1985).

Mass housing is a solution which most developing countries take up as a way out to their housing problems (Daniel, 2009) particularly for the low-income majority housing. However, housing to the masses at affordable cost has remained a distant dream. There are several factors contributing to this observable fact. Among the major factors which inhibit large-scale construction of affordable houses for masses are high cost of construction, scarcity of building materials, lack of knowledge of cost-effective construction techniques, non-availability of adequate land for undertaking mass housing programs and scarcity of funds for large-scale housing programs (Lal, 1995).

The housing demand increases with the development of the country boosts. For better job and salary, people migrate to the area and aggravate the housing demand. Mostly, the solution of satisfying the high housing demand became mass housing approaches, which is a production of large number of houses in a specific area within short period of time because of urgency and high demand of houses. Mass housing is applied when urbanization increases rapidly with the cause of several situations. One of the situations observed in developing countries is transformation of agricultural economy to industrialization. Another vital situation can be urban renewal and upgrading of slum settlements. The concurrent issue with mass housing is sustainability. The concern of sustainability in housing is strong since it is lifelong investment. Mass housing should consider the sustainability issues of socio cultural factors and need of spaces. Mass housing should not show the manifestation of unsustainable characteristics.

Ethiopia, as one of fast growing countries, has faced challenging housing deficit especially in the capital city-Addis Ababa. It is because of the transformation from agriculture to industrialization. The emerging of several industries and construction projects including housing construction is attracting people from all directions of the country to Addis Ababa and the housing problem is aggravated. In addition, the government motivation towards urban renewal and slum upgrading contribute more to raise the housing demand in the city.

As a result, the government has tried to solve the problem since 2002 by mass housing program called Integrated Housing Development Program and has being constructed large number of condominium houses. The program, only in Addis Ababa, has transferred above 100 thousand condominium-housing units for the beneficiaries. However, the production of the housing project lags far behind the increment speed of housing demand in the city. Even though mass housing is believed to be a solution for developing countries like Ethiopia, but most of the housing projects did not consider the demand of the households' need of space and cultural factors in the design and planning, construction and transferring processes.

Thus, the study is intended to evaluate the process of mass housing provision with focusing on problems related to the design and planning, construction and transferring of housing units that affected the speed of construction, quantity of housing units, quality and sustainability of houses.

The specific objectives of the research are to:
- examine planning oversight problems that affect the quality and sustainability of condominium houses;
- explore the design oversight problems that affect the quality and sustainability of condominium houses;
- To investigate construction slip problems that affect the quality and sustainability of housing neighborhoods; and
- To identify the challenges of transferring condominium houses to the beneficiaries.

2.Review of Related Literature

Housing is a type of development starting from ancient time to provide shelter and protection for human beings from harsh climatic conditions and crime and supportive milieu from which individuals organize their daily plans and activities (Oktay, 2001). Housing is human habitat which is a main indicator of the success of peoples. The accessibility of decent housing for all households can is the indicator of the level of development the nation has achieved. The coexistence of social capitals and economic assets are the outcome of the availability of good housing (Ural, 2002). A reasonable and potentially powerful medium for monitoring the social, physical, environmental and economic characteristics of community is housing (Vehbi, Hoskara and Hoskara, 2009).

The poor migrants land up in urban areas cannot find jobs and affordable housing. In some of the countries, half-hearted attempts have been made to solve the problem by initiating low-cost housing programs for the urban poor but these policies miserably fail mainly because the government response to meet the housing needs of the urban poor is not compatible with their sociology and economics (Tasneem, 1988). The changing situation of habitat all over the world is creating hectic urban areas which characterized by rapid migration to the cities and chaotic developments of slums habitable spaces (Sanyal, 2002).

The planning and design of housing environments requires a sensitive approach promoting sustainability, because housing areas are the places where the problems of the environment touch most people's quality of life (Oktay, 2001). As Plessis (1999) affirmed, housing environments should be a source of community and a better life for individuals. Success in housing depends more on how the space between buildings are handled than on interior design (Oktay, 2001). Specific components of the housing environment have seen as those parts of the individual and Community identity that influence health and well-being (Kasl, 1979; Burden, 1979 cited in Vehbi, Hoskara and Hoskara, 2009). These components include the living unit and the division of space within the unit, hidden space within the building, indoor and outdoor recreational areas, sanitary facilities, water supply, protection from weather, heat and noise insulation, neighborhood circulation patterns, and proximity to sources of noise and fumes.

Mass housing introduced as an idea to house the urban poor of factory workers by owners of factory during the industrial revolution (Golland and Blake, 2004).On the other hand, the First World War (1914-18) proved a major threshold in housing design and provision (Ibid). Following the war, there was a critically high demand for housing either by people migrating to safe areas in search of shelter or in areas which had been damaged by enemy attacks. The Second World War (1939–45) saw a virtual freeze on housebuilding as construction resources were diverted to military works. The sheer amount of homeless thousands has required large responses. Limitations of capital, materials, management, and technical knowledge seemed to dictate that governments adopt quick, low-cost solutions in the form of mass housing for low-income groups (Khan, 1988).

Countries which today we termed as developed countries have gone through years of positive and negative changes. The ideology of mass housing was brought by the process occurred in such countries following those changes.They have tried various solutions to come to a final solution which best answers the problems associated with housing and especially mass housing developments in their countries (Wynn, 1984).

Developing countries are at present going through similar process which the developed countries passed through, with little or no precautions to ensure that same mistakes are made. Governments in the developing countries have been content with improving the built environment by purely technical methods primarily aimed at securing a high volume of construction without particular regard to cultural and social factors. Their housing programs have been determined, not by a thorough analysis of real housing needs, but by the insufficient financial resources at their disposal and by the productive capacity of their construction industries (Zulficar, 1988).There is again the problem of lack of implemented housing policies in developing countries (Serageldin, 1988).

Most of the problems faced by mass housing developments can be solved by sustainability concept which brings together a housing environment. Urban areas are faced with rapid

urbanization and as a result there is a production of a series of environmental, socio-cultural and economic problems, which arise from the ever increasing population, consumption of natural resources, and the consequent regeneration of waste and pollution (Daniel, 2009).

Sustainable development is based upon a development which balances urban development with the conservation of environmental resources of land, air, water, forests, energy, etc (Oktay, 2001).Among the solutions put forward to solve problems faced by mass housing developments, Ebenezer Howard's Garden City, and his Social City, which included clusters of his Garden city is an example which best brings together a development which provides a sustainable solution to these developments.

Sustainable development needs not just new techniques, but new ways of thinking about social, economic and environmental goals and how to achieve them (Warburton, 1998). The principles of sustainability include the protection and enhancement of the environment, meeting social needs, and Promoting economic success. On the other hand, the importance of sustainability to mass housing developments is social opportunities, economic development and Environmental conservation (ibid).

Figure 1: The importance of the house in creating sustainable communities (Edwards, 2000)
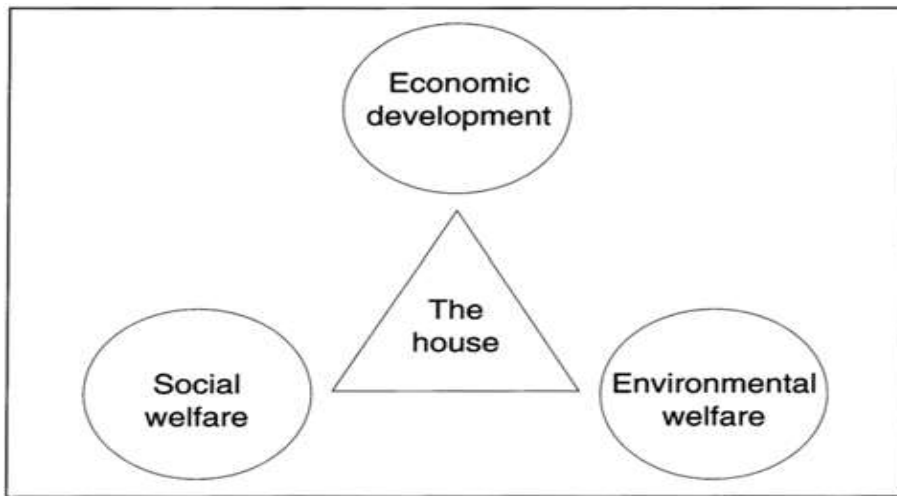
The home as a family unit addresses three distinct policy territories - economic development, social welfare and environmental welfare. The more the interactions are explored, the greater the success of the housing enterprise. For instance, if local developers, designers and construction workers are employed, the more likely the success of the undertaking. Local skills and knowledge mean that local suppliers are more likely to be used, with the result that the development will be seen as 'belonging' and the money involved will be retained in the community (Edwards, 2000).

3.   The Methods
3.1. Research Method

The research was conducted through concurrent mixed method triangulation design approach. Thus, it was done by collecting quantitative and qualitative data at the same period of data collection and the analysis was done parallel to triangulate each other and qualify the result. It was also descriptive research type with case study strategy and cross sectional study time dimension. There are several mass housing projects in Addis Ababa. However, to make the study manageable and focused, the researchers decided to select one of the condominium sites in Addis Ababa as case study. Thus, Summit condominium site was selected because it is one of the largest condominium sites which are transferred to the beneficiaries and have tests of living at the research time. In addition, it is located in the expansion areas and in Bole sub city which has several condominium sites.

Both primary and secondary data with qualitative and quantitative nature was used. A combination of data collection techniques including annals study, observations, interview, survey and photography were employed.

3.2. Sampling Technique and Sampling Size

The households of the condominium housing units were used as respondents of the questionnaires while the housing project office workers, the project contractors and beneficiaries were respondents for the interviews of the research. The households were selected from housing units in the building block typologies selected within the three project sites (Kolfe, Arada&Kirkos) by using stratified simple random sampling technique. The stratification was based on the four available building typologies in each of the three project sites. Then four different building typologies from each of the three project sites were taken. From each of the selected building typologies, on every floor one unit was selected from each type of housing units as shown below in table 1.

Table 1: Sample Stratification (Source: Own preparation, 2016)

Building Typology	Housing Unit	Projet Sites			
		Kolfe	Arada	Kirkos	Total
A1	Studio	5	5	5	15
	One Bed Room	5	5	5	15
	Two Bed Room	5	5	5	15
	Three Bed Room	0	0	0	0
A2	Studio	0	0	0	0
	One Bed Room	5	5	5	15
	Two Bed Room	0	0	0	0
	Three Bed Room	5	5	5	15
E1	Studio	5	5	5	15
	One Bed Room	5	5	5	15
	Two Bed Room	5	5	5	15
	Three Bed Room	5	5	5	15
E2	Studio	0	0	0	0
	One Bed Room	5	5	5	15
	Two Bed Room	5	5	5	15
	Three Bed Room	0	0	0	0
Total	All	55	55	55	165

Source: own preparation, 2016

In addition, 9 interviews were conducted with 6 condominium housing project office workers and 3 from beneficiaries who are selected by using purposive and judgmental techniques.

3.3. Data Analysis and Presentation

The analysis was done by helping of tools including Microsoft excel to analyze the data collected through technical observation checklists and SPSS to analyze the data collected through questionnaire. In addition, the spatial data was analyzed by the help of AutoCAD software while the qualitative data was analyzed by narrative techniques. The results of the analysis were presented through the help of tables, charts, graphs, maps and photographs. Furthermore, the results from the interview and open ended discussions were presented within the discussion as supporting or contrasting ideas in paragraphs.

4. Result and Discussion

In this section, the results of 165 questionnaires collected from households and 6 conducted interviews were discussed. In addition, the results from the conducted non-participant observations were supplemented.

4.1.Planning Quality

The planning quality of mass housing provision was managed to be seen by the indicators of neighborhood perception, clustering of buildings, land use and density. Furthermore, each of the indicators was factorized in to different measurable variables.

4.1.1.Neighborhood Perception

Neighborhood quality is one of the indications of planning quality of the cities. Neighborhood can be said as qualified when it is perceived as sense of place and belongingness of residents. Walk-ability, shared facilities and common characteristics in the neighborhood were taken as variables to measure the quality in the study site.

The walk-ability quality of the neighborhood is low. Even though the people are obliged to walk to get taxi and other services, it is not attractive to walk. In most cases, the buildings are scattered and facilities are far apart each other. Even people use Bajaj within the condominium site to arrive at taxi terminals. On the other hand, as the informants respond during the interview, they do not prefer to walk unless and otherwise they have purpose. As they justify, only along the main roads is good to walk but on the other access roads they do not prefer.

Shared facilities can tie the residents together and create unity of neighborhood belongingness. The facilities include open spaces, sport fields, community parks, youth centers and the like. On the neighborhood plan of the study site, these facilities are provided adequately. However, there is nothing serving as the above facilities in the neighborhood.

In this case study condominium housing site there are three neighborhoods namely 'Kolfe', 'Arada' and 'Kirkos'. The neighborhoods cannot be distinguished by any unique characteristics except their names. They share the same building typologies and clustering of blocks. As a result it is difficult to identify the boundary of one neighborhood to the other.

When there is lack of definition of sense of neighborhood the belongingness will be diminished. The three neighborhoods namely Kolfe, Arada and Kirkos are not recognized as neighborhoods rather they stayed as the names of the project owners.

In the neighborhoods of Summit condominium elements used as landmark are road junction, the woreda health center, No. 119 bus terminal, the open market, the entrances gates to the site, the two schools (Ethio-China & Safari primary schools) and the technical college (world together TVET college).

However, they are less significant landmarks that they are not clearly known by most of the residents. The 78.2 % of respondents from the condominium residents replied that they have not landmark which can come to their mind immediately (see table 2).

Table 2: Respondents sense of availability of land marks in the neighborhood

The Respondents Response	Frequency	Percent
Yes	36	21.8
No	129	78.2
Total	165	100.0

Source: own preparation, 2016

4.1.2. Clustering of Buildings

In the study site, the building typologies are clustered about four in one. But the clustering has not followed well identifiable clustering principles. Concerning to the number of building blocks, it is variable. Mostly it is four but in some places it is six and more, in other places, it is two only. Similarly, about building typologies in the clusters, there is not any governing principle. In some places all are different and in other places all are the same or mix of different typologies. Moreover, orientation of building typologies in the cluster has not strong principle except the one that they are all facing each other. However, concerning to global direction or local topography they did not follow similar principle. They are seemed to be located randomly. As a result, problems related to wind blowing and harsh sun exposure are commonly observed in several buildings.

4.1.3. Land use

As the neighborhood plan of the site shows the land use proposed proportion and distribution is not bad. It includes all necessary land use functions that should be available in a neighborhood. The neighborhood is a mixed use development as a plan which deserves appreciation. However, the plan was ambitious that the implementation is not completed till with its life span of the development planning period. This may lead to land use change. On the plan, there were adequate service facilities proposed in the site but now the proposed lands seemed vacant land and only few are implemented.

4.1.4. Density

In the new urbanism concept one of smart growth principles is compact development that makes sustainable neighborhood. Thus, density is crosscutting issue in every urban development processes. Density can be evaluated in terms of building density, dwelling density or population density. Moreover, dwelling density can be seen as gross density and net density. The gross density of an area can be calculated as the total number of dwelling units divided by the total area of the site. On the other hand, the net density of dwelling can be calculated as the total number of dwelling units divided by the housing area of the site. The number of dwelling units is dependent of the number of blocks. The numbers of blocks planned and constructed are shown in the following tables.

Table 3: Showing planned and constructed dwelling units in the Kolfe site

Bole Summit Site								
Building Typology		Number of Blocks	Type and Amount of Housing Units					Total Units
			Shop	Studio	One Bed	Two Bed	Three Bed	
A1-Residential	Planned	50	0	500	500	500	0	1500
	Constructed	44	0	440	440	440	0	1320
A1-Shop + Residential	Planned	4	24	32	32	32	0	96
	Constructed	4	24	32	32	32	0	96
A2- Residential	Planned	32	0	0	320	0	320	640
	Constructed	30	0	0	300	0	300	600
A2-Shop + Residential	Planned	56	336	0	448	0	448	896
	Constructed	43	258	0	344	0	344	688
E1- Residential	Planned	160	0	800	2400	800	800	4800
	Constructed	122	0	610	1830	610	610	3660
E1- Shop + Residential	Planned	48	288	192	576	192	192	1152
	Constructed	41	246	164	492	164	164	984
E2- Residential	Planned	125	0	0	1250	1250	0	2500
	Constructed	83	0	0	830	830	0	1660
E2- Shop + Residential	Planned	60	240	0	480	480	0	960
	Constructed	36	144	0	288	288	0	576
Total	Planned	535	888	1524	6006	3254	1760	**12544**
	Constructed	403	672	1246	4556	2364	1418	**9584**
	Missed	132	216	278	1450	890	342	**2960**
Source: Own preparation, 2016								

Table 3 reveals that the number of blocks planned, constructed and missed. In addition, it shows the number and type of block typologies including the content of different dwelling unit types and numbers. Then 535 blocks, 888 shops, and 1524 studio types, 6006 one bed room types, 3254 two bed room types, 1760 three bed room types; totally12544 dwelling units were planned in the Summit condominium site by the three sub city project offices. From those blocks, shops and dwelling units 403 blocks with 672 shops and 1246 studio types, 4556 one bed room types, 2364 two bed room types and 1418 three bed room types; totally 9584 dwelling units are constructed. However, by different reasons ('topography and compensation issues are the main reasons' as mentioned by project office officials during interview) 132 blocks cannot be constructed. As a result, 216 shops and 2960 dwelling units (278 studio types, 1450 one bed room types, 890 two bed room types and 342 three bed room types) are missed.

When we see the distributions of building unit constructed and missed, in the Kolfe project, 6 out of 124 blocks; in the Arada project, 9 out of 190 blocks; and in the Kirkos project, 117 out of 221 blocks are missed.

Therefore, the total current density of the site is 54 dwellings per hectare. This implies that when average household size is taken as 4, 273 persons per hectare is the population density of the condominium site. This is low density development.

Table 4: Showing density of dwellings

Project site	Dwelling Number	Area in hectare	Density Dwelling/hectare
Kolfe	2676	41.9	63.9
Arada	4344	64.4	67.5
Kirkos	2564	70.3	36.5
Total	9584	176.6	54.3

Source: Own preparation, 2016

4.2. Design Quality

The design quality of the mass housing provision was intended to be seen by the indicators of options of building typologies, space and function and building composition. Each of the indicators was evaluated by the help of measurable variables derived from the indicators.

4.2.1. Options of Building Typologies

There are four building typologies with shopping spaces and without shopping spaces namely A1, A2, E1 and E2. All these have two types that are with shop and without shop, and becomes eight options but with four type of building layouts.

As the plan shows A1 typology contains six units on a floor. These are 2 studio types, 2 one bed room types and two 2 bed room types. Totally the block without shop has 30 dwelling units while A2 typology contains four units on a floor. These are 2 studio types, 2 one bed room types and two 2 bed room types. Totally, the block type (without shops) has 20 dwelling units. On the other hand, E1 typology contains six units on a floor. These are 1 studio type, 3 one bed room types, 1 two bed room type and 1 three bed room type. Totally, the block (without shops) has 30 dwelling units and, E2 typology contains four units on a floor. These are 2 one bed room types and 2 two bed room types. Totally, the block (without shops) has 20 dwelling units. The numbers of options of building typologies are few that creates monotonous. Because, more option are available means better to reduce monotones of buildings.

4.2.2. Building Elements

As identified by the researchers during observation and also confirmed from the design obtained from Addis Ababa Housing Construction Project Office, only two and three bed room

dwelling units have balconies. However, most of them are used as a service yard. The other them are used as a store and as additional room respectively. Only a few of them are used as relaxing space.

Table 5: The Desire Purpose of Balcony by the Respondents

Desired function	Frequency	Percent
As relaxing space	41	24.7
As store	64	39.0
As additional room	26	15.6
As service yard	34	20.8
Total	165	100.0

Source: Own preparation, 2016

The households with studio and one-bed room typology of the condominium units do not have balcony. But, the researchers interested to know for what purpose they might use if they get access to balcony. As indicated in table 5, 39% of the respondents stated that they may use balcony as a store. The other 24.7%, 20.8 and 15.6% of the respondents answered that they may use balcony, if they get, as a relaxing space, service yard and additional room respectively. The larger proportions of the respondents wish to use the balcony as store. From this, it is easy to understand that the demand for the storage is high.

4.2.3. Building Floor Level

Table 6: The Preference of the Respondents of the Floor Level Where to Live on

Floor level	Frequency	Percent
Ground floor	63	38.2
First floor	62	37.6
Second floor	15	9.1
Third floor	14	8.5
Fourth floor	11	6.7
Total	165	100.0

Source: Own preparation, 2016

As shown in the table above, 38.2% of the respondents desire to live on the ground floor. 37.6% of the respondents want to live on the first floor. Whereas the remaining 9.1%, 8.5% and 6.7% of the respondents are prefer to live on second, third and fourth floor respectively.

4.3. Construction Quality

The construction quality of the mass housing provision was evaluated by different variables of indicators including finishing appearance of the building, material quality, building fittings durability and the process of construction.

4.3.1. Finishing Appearance of the Buildings

Table 7: the satisfaction level on the finishing quality of surfaces and edges

	Frequency	Percent
Good enough	16	9.7
Medium	68	41.2
Low	77	46.7
Indifferent	4	2.4
Total	165	100.0

Source: Own preparation, 2016

The buildings finishing quality the buildings are taken as one of the quality measuring variables. The finishing quality includes the plastering of walls, slabs, beams and columns; edge lining; and floor finishing. Thus, the majority number of (46.7%) respondents said that their satisfaction on the finishing quality is low. The other, 41.2% of respondents are at medium satisfaction level while only 9.7% of respondents are at good enough satisfaction level. As a result, significant number of owners changes the internal finishing of their units.

4.3.2. Material Quality

The building materials considered includes the walling materials, the floor materials and the ceiling materials. Most of the dwellers dislike the walling material (agro stone walling material). As a result, significant numbers of owners have changed the internal walling material by hollow concrete block walling material of their units. On the other hand building fitting material elements including electrical, sanitary, doors and windows were assessed as shown below.

Table 8: The Level of Satisfaction of Respondents on the Quality of building fittings

Satisfaction level	Electrical Fittings		Sanitary Fittings		Doors and Windows	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
Good	16	9.7	17	10.3	27	16.4
Satisfactory	86	52.1	112	67.9	111	67.3
Poor	63	38.2	36	21.8	27	16.4
Total	165	100.0	165	100.0	165	100.0

Source: Own preparation, 2016

As indicated in the table above, the majority (52.1%) of the respondents said that the quality of the electrical fitting items is satisfactory. The other respondents, who are significant in number (38.2%), said that the quality of electrical fittings is poor. The remaining only 9.7% of the respondents said the quality of electrical fittings is good. However, as the interview respondents from the residents said and the observation shows the quality of workmanship for the fittings is very poor. Even the fittings reassembled by the order of the beneficiaries are not properly assembled.

As can be seen from the above table, 67.9% and 10.3% of the respondents answered that the quality of sanitary fittings are satisfactory and good respectively. The remaining 21.8% of the respondents said that the quality of sanitary fittings is poor. But the way they are assembled indicates that there is a problem of lack of skilled person in the area.

Table 8 shows that the majorities (67.3%) of the respondents are satisfied with the quality of door and window fittings. Only 16.4% of the respondents said the door and window fittings are poor. On the other hand, the respondents indicated that the internal doors except toilet doors are not fitted when they are transferred to the beneficiaries. Then, these doors are fitted by the beneficiaries after they owned the units. But several respondents said that the fitting workmanship is poor that residents face challenges to shut down doors and windows. There are also uncovered openings of doors and windows that case for the entry of wind and cold.

4.4. Challenges of Transferring Condominium Houses to the Beneficiaries

The transfer procedures and requirements are indicated in the directive number 1/2008 (the calendar in Ethiopia). As explained in the introduction of this directive, it is enacted to execute proclamation number 19/1997. As stipulated in part two articles 6-8 of the directives, the first things to be done by the Addis Ababa Housing Administration Agency is screening and organizing the information about the housing to be transferred. The information gathered includes the number of units in sub-city, wereda, site, blocks, floor level, typology, the function and area (in m^2). In addition, the agency should identify the level of the construction and the minimum requirements the condominium units fulfill before transfer. Accordingly, the condominium units ready to transfer should be the one which the roof is covered, stairs build, glass fixed, door and window fixed, connected with electric and water lines, sanitary materials are fixed, and plastering and paintings finished. In addition to what mentioned above, the agency should check the infrastructure developments such as the main roads to the site, the site work, electric line and meter fixed, water and sewerage line provision. However, as per the discussions with the informants there are a number of problems related with minimum requirements of the units. Due to the influence of the politicians, in some occasions, the project office and agency transferred condominium houses below the minimum requirements. Hence, the beneficiaries forced to incur additional costs to make the condominium units habitable. In some sites, the agency transferred the condominium houses not connected with electric and water and sewerage lines. Therefore, the beneficiaries after they paid the down payment forced to live in rental housing paying unnecessary extra costs.

After screening and organizing the information, the agency in collaboration with Addis Ababa Housing Construction Project Office fixes prices (article 9 of directive no. 1/2008). The down payment for the condominium units is 20% of the total price (article 10 of directive no. 1/2008). The remaining payment is paid within 20 years for one-bed room, 15 years for two-bed room, and 10 years for three bed room (article 11 of directive no. 1/2008). Next to the down payment, the beneficiaries enter into the loan contract agreement with commercial Bank of Ethiopia.

According to article 12 of directive no. 1/2008, in transferring the units, priority is given to the displaced dwellers due to development interventions and only the remaining transferred to other dwellers through lottery method. Identifying the displaced residents who are legible for the condominium housing is a challenging one and subject to corruption. As stated under article 12 (b) and (c) of the directive, in special consideration the city administration can transfer up to 2% of the annually constructed houses without lottery drawing to the beneficiaries. This article creates a loophole for abuses of the condominium housing transfer, because who gets this special consideration is not known for everyone in the agency.

5.   Conclusion and Recommendation

The findings revealed that the housing provision process has passed through several problems associated lax mistakes in the planning, design, construction and transferring of condominium housing buildings committed in the case study site. However, the researchers identified only the significant mistakes as per each of the research objectives and drew conclusions. In addition, the researchers forwarded recommendations based on findings and conclusions to avoid lax mistakes probably happen in the process of mass housing provisions.

5.1.Conclusion

The neighborhood perception quality of the condominium site in the three neighborhoods is poor in terms of walk ability, availability of common facilities and neighborhood peculiarity, and availability of significant land marks to enhance the perception. Clustering of buildings in the neighborhood lacks organizing principles. In addition, the land use planning of the case study site was better in the planning phase but when it is implemented some of important land uses are ignored. Similarly, the dwelling density of the condominium is not as dense as expected especially after implementation that some of buildings are missed. The average gross dwelling density of the study site is 54 dwellings per hectare. Therefore, from the findings, it is possible to conclude that there were planning over sighted mistakes on neighborhood perception, clustering of buildings, land use allocation and density achievement.

There are four types of building typologies in the study condominium site. They have contained different type and number of dwelling units. The availability of balcony increases the dwellers satisfaction. On the other hand, significant numbers of balconies are used as stores instead of outdoor recreational spaces. This implies that the demand of the storage space of the dwellers is not answered. The conversion of balcony space is one of the implications of oversight mistakes in the design that missed to incorporate storage space in the mass housing provisions.

In the construction phase of mass housing provision, the finishing qualities, and the selection of building materials and assembling of fittings are the areas where over sight mistakes are committed. The finishing quality of the building surfaces and edges are not at the level that it can satisfy all of the dwellers. Moreover, the material quality of the buildings cannot able to satisfy all the dwellers. As a result, significant numbers of dwellers have changed the internal partition walling material and finishing of their dwellings. On the other hand, building fitting

elements constructs such as door and windows and electrical and sanitary elements show careless assembling errors. Thus, considerable number of dwellers forced to reassemble the fittings of their dwelling by themselves.

The challenges of mass housing transfer are interference of the politicians and the existence of loopholes in the transfer directive. The politicians try to use the mass housing provision for political propaganda. As a result, the project office and agency transferred unfinished and unconnected condominium houses which subject the beneficiaries to other additional costs to make the units habitable. The transfer directive gives room for the project office and agency to transfer the units without lottery method under some special consideration. Since this special consideration is not clearly stipulated, it creates loopholes for abuses of the transfer of condominium units.

5.2. Recommendation

- Creating sense of neighborhoods in the condominium site is not satisfactory. Thus, the housing construction project office should give emphasis for the planning of condominium neighborhoods. It should use standard professionals of planners to participate in the planning process, give comment and supervise the construction process.
- Density achievement in the condominium site is not as expected in mass housing development. Therefore, the housing construction project office and participating planning consultancy office should work for the achievement of compact development by avoiding generous spaces and over thought spaces.
- Storage space in the dwelling units is much demanded. As a result, the housing construction project office should hire design consultants to modify condominium typology buildings for future construction to incorporate storage rooms in all dwelling units.
- Quality of assembling of doors, windows, electrical and sanitary fittings is contributes for dissatisfaction of dwellers. Then, housing construction project office should check the ability of the contractors assigned to construct and assemble doors, windows, electrical and sanitary fitting elements. Moreover, the project office should make regular follow up to check the quality of fittings before transferring.
- Finishing of surfaces and edges lacks accuracy. In that case, housing construction project office should hire capable and cautious contractors working on finishing of the buildings. Moreover, the project office should make regular follow up to check the quality of finishing done before transferring to the beneficiaries.
- Transferring unfinished units to the beneficiary forced them to incur additional costs. Therefore, the project office and agency should only transfer the units which are habitable and never require additional cost to live in. In addition, the Addis Ababa Housing Agency should revise the articles which allow the transfer of the housing without lottery under special consideration or make clear who is legible for the special consideration.

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Evaluation of the Construction Inspection and Building Occupancy Permit Issuance Services in Addis Ababa: The Case of Municipality, Bole and Lideta Sub Cities

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Abstract

Construction inspection and building occupancy permit services are the two major instruments which enable the building permit and control authority to check the quality and the right purposes of the buildings, so that to secure the safety of the society. Therefore, the purpose of this study is Evaluation of the Construction Inspection and Building Occupancy Permit Issuance Services in Addis Ababa: The Case of Municipality, Bole and Lideta Sub-cities. The paper addresses the efficiency and effectiveness of the services, service quality, customer satisfaction, the major challenges and their impacts, and measures that should be taken. Both qualitative and quantitative approaches were used. Study sites were selected purposively and 300 service seekers were selected as sample, in addition 24 experts and 3 officials were respondents, and collected data from them through questionnaire, interviews, focus group discussion and observation. The data were analyzed quantitatively and qualitatively and also presented in text, figure and table forms. The study found that the performance of the offices was not effective and efficient; the negative SERVQUAL result implies that the service not quality and majority of the service seekers satisfied moderately. Long appointment and absenteeism, knowledge gap, inadequate office equipment, corruption and rent seeking were some of the challenges which had different impacts like improper building construction inspection, huge amount of fine and buildings under construction damage their surroundings. Stakeholders' participation, capacity building, and the application of the SERVQUAL and Common Measurement Tools are the recommendations as remedial actions to alleviate the problems.

Key words: *Building construction inspection, building occupancy permit issuance, SERVQUAL, Common Measurement Tools, and impacts.*

1. Introduction

Service and information, because of the power of globalization, are the two dominant sectors at global level in this era. In developing countries currently one of the dominant sectors related with service is construction which contributes a lion share of the countries' GDP. The sector also absorbs large number of labor force in all levels, skilled, semiskilled and unskilled. Every service should bind by related regulations, so that forced the stakeholders to provide better and quality services and finally develop the sector, and at large the suitable and standard construction regulation and related services matters for public safety, the development of the construction sector and the economy of the country as a whole.

Urban centers, especially in the developing countries, because of the high growth rate of urbanization either through economic or population growths; there is a mass construction in different aspects. Since 2007, more than 50 percent of the world's population has been living in urban areas, and generating more than 80 percent of global GDP. By 2050 there is an expectation of the share of urban population will covers 70 percent (McKinsey Global Institute, 2011; and WHO, 2010) which maximize the service demand. Under the umbrella of the construction sector, number of services provided by both the public and the private actors. Construction Inspection and Building Occupancy Permit Services are two of the services provided by the public sector.

Nonetheless, a 2009 survey of 218 companies in 19 Asia-Pacific Economic Cooperation member economies identified that time and procedures in construction as the biggest "regulatory impediment" to doing business (Singapore Business Federation, 2009). Most of the developing countries constructions are undertaken without the proper procedures and standards. As the World Bank Group (2013) stated, about 60–80 percent of building projects were undertaken without the proper permits and approvals. In the Philippines 57 percent of new construction is considered illegal. (De Soto, 2000 cited in World Bank Group, 2013).

Addis Ababa city enacted building codes and established autonomous authority, Building Permit and Control Authority (BPCA), to make the construction inspection and occupancy permit ease. The vision of this authority is providing modern, quality and integrated building permit and inspection services, and makes the city of Addis Ababa as African model regarding building construction. In order to facilitate the service process, building construction and occupancy permit related standards like proclamations, manuals, and directives publicized in different times. For instance, the construction inspection and building occupancy permits procedures and related standards publicized by Federal Negarit Gazeta in 2009 and also in 2011. Other than these different manuals prepared by Ministry of Urban Development and Construction in 2011 at Addis Ababa level, in 2012 by Land Development and Management Bureau, and in 2013 by Addis Ababa City Administration Land and Development Management Bureau (AACALDMB) (Abay, 2016).

Table 1: Building Category and type of buildings

Building category	Type of building	Inspection service time	Occupancy permit service time	Section where issued
Category 'B'	A building with a span of more than 7 meters between two reinforced concrete, steel or other structural frames or of two or more stories not covered in category 'C' or a real estate development of category 'A'.	4 hours, but service seekers should apply before 5 working days	3 working days	Sub-city level
Category 'C'	Any public or institutional building, factory or workshop building or any building with a height of more than 12 meters.	4 hours, but service seekers should apply before 5 working days	7 working days	Municipality

Source: AACALDMB, 2013 and Federal Negarit Gazeta, 2009, p. 4674.

The above documents have the detail information related with the procedures that should be followed by both the service providers and service seekers. Among these are the type and magnitude of material and human resources, time given to accomplish different services in different stages for different types of buildings plus the amount of money the service seekers should pay, and other related information included.

Construction inspection and building occupancy permit services are the third and fourth stage in the building construction service process after the plan consent and building permit services. There are different mechanisms countries, specifically the service providers used to improve their services. They also applied different tools to evaluate their service status and customer satisfaction. The most dominant and popular tools are the SERVQUAL and CMT.

SERVQUAL is the approach that enables the service providers to evaluate their service quality. According to Arash (2004), the approach designed and applied by Parasuraman, Leonard Berry and Valerie A Zeitham in 1985, and improved in different times.

Another approach which is also applied commonly by different countries is CMT. It was first introduced and applied in Canada in 1998 (Information Victoria, 2010). In Ethiopia except Abay in 2016, researchers did not find a single research output which evaluates the quality and effectiveness of the service provided and the level of customer satisfaction by using the aforementioned evaluation tools. It is therefore; worth to study the effectiveness of construction inspection and building occupancy permit services in the city of Addis Ababa. As Addis Ababa is the primate city of Ethiopia, it dominates other parts of the country in all social, economic and political aspects, so that attracts skilled, semi-skilled and unskilled peoples, national and international organizations, investors, and researchers. The concentration of people accelerated the construction sector and demand huge public services. To provide

efficient and effective public services to the service seekers, the city mandated by Addis Ababa's charter (Addis Negarit Gazeta, 2012, p. 49).

Number of countries introduced and applied major reform tools and tried to realize the standard and efficient service provision. But, because of the huge gap between the growing demands and the application and implementation capacity of the service providers, the issue made the researchers curious.

It is unthinkable how construction in the city of Addis Ababa boom, almost in all parts of the city. This vibrant construction sector, especially the construction inspection and building occupancy permit needs related standard and efficient services. The problems related with the service delivery hampered the process of addressing the demand and affect the performance of the service providers. Different service providers under Addis Ababa building permit and control authority also share the problem.

Researchers like Mesfin (2009), Mesfin and Taye (2011), Emnet and Habtamu (2011), and Abay (2016) studied about the public service delivery in different aspects, but there have been scant research output in construction inspection and building occupancy permit services. In addition, service seekers, experts' and also the officials' grievances about the services, so that motivate the researcher to investigate the problem and forward alternatives to address them. Hence, this study will narrow the knowledge gap and accompaniment the existing research output in the service sector, so that can augment the service provision quality and satisfy their customers.

The purpose of this study is, therefore, to evaluate the construction inspection and building occupancy permit issuance services in the city administration of Addis Ababa. The service seekers of the construction inspection and building occupancy permit services are the affected groups who suffered by poor service provision. Lengthy and bureaucratic procedures, lack of accountability and responsiveness, rent seeking and corruption, and insufficient equipment are some of the challenges which imposed the service seekers to pay unnecessary administrative fine. So that this paper mainly focused on the following specific issues:

➢ To evaluate the efficiency and effectiveness of the construction inspection and building occupancy permit issuance services against the set standards;
➢ To evaluate the service quality and customer satisfaction;
➢ To determine the impacts of the existing service performance of construction inspection and building occupancy permit services on public safety;
➢ To indicate the measures that should be taken; and
➢ To indicate way forwards as policy implication for the better service delivery in the sector.

2 Review of Related Literature

2.1 Definitions and Concepts

Defining words which are important and repeatedly used in this paper is mandatory to clarify the concepts and understand the document to the readers. Below there are some words which are key for this paper.

Inspection: it is defined as the data gathering process by the inspector through visual observation on the site, reviewing readily available documents (the site book) and also interviews with readily available personnel, either the contractor, supervisor, or owners, and preparing meaningful report (InterNACHI, 2013).

Occupancy permit: it is a permit for category 'C' building after applying by the owner of the building by including the necessary information in the application form (Federal Negarit Gazeta, 2011).

2.2 Construction Inspection and Building Occupancy Permit

Inspection is mandatory for any building construction, especially in the developing countries, the implementation of laws, standards and directives under big question, even if most of the owner of the building under construction not fully understand the reason why their buildings are inspecting. The main objective of inspecting the building under construction as mentioned by InterNACHI's (2013) is that just to provide written communication to the owner of the building by collecting information through visual observation about the status of the building, interview and by reviewing the document available on the site, and finally to give comment or correction if there is any mistake or if the construction is not based on the standard.

According to Marie Huntington (2016) construction inspection is a prerequisite for occupancy permit. Different inspections take place to determine whether the space is fit for the selected building use, to test the level of fire safety measures in the building, to check and determine whether the electrical and mechanical fixtures in the building based on the plan and standard, and also whether hazardous building materials are there or not.

Building occupancy permit issuance service is the last part of the service which is giving by the building permit and control authority. The process and the requirement are different in different countries. For instance, according to Marie Huntington (2016), in order to get the building occupancy permit, the authority should check whether the business space conforms to building standards, a federal employer identification number, a lease contract with the business owner, property deed, dimensions and size of the business, important documents, information about how you will operate the business like, materials used for operations and the types of employees are necessary. After fulfilling all the aforementioned requirements, the owner can apply for issuing the building occupancy permit.

2.3 Public Service Provision

Different scholars argued that there are situations, which are forced the public services providers' organizations to reform their administrative system. As they stated that the previous public administration system is traditional, so that it is ineffective, insensitive, inefficient, rigid and often hostile to the service seekers (Hood 1991; Pollitt, 1990; Osborne and Plastrik 1997; Rhodes 1997). And also in the last three or more decades, because of the need of making the public agencies responsible to the citizens demand, the situation forced to restructuring and reshaping the public service providers organizations.

One of the public management approaches which is common and applying in different countries is the New Public Management (NPM). It is a collection of different managements which developed in 1980 and applying since then and evolved along the lines of the New Public Service (NPS). The major purpose of the above two is reinforcing and managing the public sector service delivery process. One of the major reasons behind the public sector reform is that customer satisfaction. To achieve this, the management should be client-oriented, mission-driven, quality-enhanced and participatory, so that they can amplify the efficiency and effectiveness of public service delivery (Jahangir, 2008 and Abay, 2016).

Another important issue for the better performance of public service delivery is good governance. It is first appeared in the World Bank Study under the title of 'Sub-Saharan Africa – from Crisis to Sustainable Growth' in 1989. Organizations like World Bank, 1989; 1992; ASDB 1995; UNDP 1997; and AfDB & ADF 1999 have tried to make a framework and identify the elements of good governance. Among them accountability, transparency, legal framework/rule of law/ predictability and participation are common elements to all the definitions that constitute good governance. Therefore, by practicing the above good governance elements the service providers can provide quality and effective public service (Abay, 2016).

Urban centers are centers of many types of public sectors and the means of the economic development of one country. Urbanization is a worldwide process and a core issue especially in the developing countries with its alarming rate of its process. Since the urban population increase with high growth rate in developing countries, their demand also increase through time. By the year 2030 USAID (2013) estimated that, the urban population at global level will increase by 1.4 billion. The developing countries of Africa, Asia and Latin America contribute the lion share of this growth, all these additional population demand additional public services.

2.4 Models Used

For this research in order to measure the quality of the service provided and level of customer satisfaction, the researcher applied SERVQUAL and Common Measurement Tool (CMT) models. The SERVQUAL model was developed by Parasuraman, Leonard Berry and Valerie A Zeitham in 1985 and improved in different times (in 1985, 1986,1988, 1990, 1991, 1993, and in 1994) (Chris Gibson, 2011; and Jyotsna Hirmukhe, 2012 cited in Abay, 2016).

The model developers identified twenty two statements or factors under the umbrella of five service quality dimensions in order to measure the organization's service quality performance. The model has used a Likert scale with seven agreement levels. As stated by Zeithaml, Parasuraman, & Berry (1990, p. 24) cited in Chris Gibson (2011, p. 28); the model developed for the purpose of measuring the service quality by identifying the gap between the customers' expectation about the service prior and their perception after getting the service. Some of the countries which were using the model are Catering Company in Canada by the year 2001; the state of Maharashtra, India in 2012; and USA, Oregon State, Oregon High Intensity Drug Trafficking Area in 2011. The following are the five service quality dimensions:

> *Tangibles - physical facilities, equipment, staff appearance, etc.;*
> *Reliability - ability to perform service dependably and accurately;*
> *Responsiveness - willingness to help and respond to customer need;*
> *Assurance - ability of staff to inspire confidence and trust; and*
> *Empathy - the extent to which caring individualized service is given.*

The other model which enables the researcher to measure the level of customer satisfaction is CMT. *It* was first introduced in 1998 in Canada for the sake of measuring customers satisfaction based on the service given by the public sectors. CMT is a question bank, which applies the five point Likert scale of measurement. Canada applied the model widely in more than 30 municipal, provincial, territorial and at federal levels. Other world countries like New Zealand, Singapore, Kenya, Namibia, the United Arab Emirates, and Australia also applied the model. The model helps and allows the researcher to know about the clients' expectations, their level of satisfaction and helps to identify the focus areas and improve the service (Information Victoria, 2010, cited in Abay, 2016).

3 The Methods

Methodology of one research is mandatory to accomplish the research with the appropriate standard and achieve the objectives of the research by collecting valid and reliable data, analyze them accordingly and extract meaning from them based on the objectives.

Both qualitative and quantitative research approaches and descriptive survey method were employed for this research. Non-probability sampling method was employed to select the two sub-cities namely Bole from expansion area and Lideta from inner city, and also the

municipality at central level purposively, and then the researcher selected the final sample by applying proportional stratified sampling method. In this study both primary and secondary data sources were used. Primary data were collected directly from the respondents: construction inspection and building occupancy permit services seekers, which include owners, contractors, supervisors, fo rmans, and site engineers (300 in number), 24 experts and 3 concerned officials as key informants through questionnaire, structured and semi-structured interviews, focus group discussion and non-participant observation.

In order to address the objectives of this research, the researcher developed questionnaire. In the questionnaire in addition to other questions the researcher applied SERVQUAL and the CMT as service quality and customer satisfaction measurement tools to evaluate the efficiency and effectiveness of the services.

Secondary data were collected from published and unpublished both soft and hard copies documents, like office reports, proclamations, directives, manuals, brushers, others' research results, which utilized to supplement the primary data obtained from the service provider and recipients. In order to know how the service providers deliver their services effectively, the quality of the service and customer satisfaction and the impact of their service provision, the researcher also utilized the office registry book, office annual reports, and other related documents from the three study areas. From municipality the researcher used the data related to building inspection from the registry book which registered from 07/01/06 up to 09/10/08 E.C. and the site report book, which registered from 18/05/07 up to 09/10/08 E.C. And also the researcher used the building occupancy permit service document registered from 2/11/2007 up to 28/10/2008 E.C. which comprises the name of the owner who issued the building occupancy permit, the time they issued, the standard and the actual time, their performance level, and the reason why some service were below the standard. From Bole and Lideta sub cities also the researcher used similarly except the time the service provided.

The collected reliable and valid data were analyzed using both qualitative and quantitative data analysis methods. To analyze quantitative data, the study employed SPSS software and by descriptive statistical analysis method, and for qualitative data the document analysis, narration and summarization were used. The analyzed data also were presented in tables, different types of figures and in text form.

4. Results and Discussions

4.1 Existing Services versus Standards

4.1.1 Building Purpose and Floor Number

There are different services provided by the service providers related with constructing buildings and the service seekers also requested for different purposes. The purpose of the 82 percent of the respondents' buildings is public and the rest 18 percent of them were constructed for residential purposes. About 67 percent of the buildings floors are 6 and above.

4.1.2 Procedures and Legal Documents

Public services are the services which provide by the civil servants to the service seekers. In order to make their relationship smooth and effective, services should have legal bindings and the service providers can provide the service based on the standard and also these legal documents enable the service seekers to know which type of service they need, what type of document needed and when. Construction inspection and building occupancy services are like other services have their own standards, which enable both service providers and seekers to know when one building construction site inspects, how many times, and how, and also to issue the occupancy permit.

In order to provide effective service and perform well, the legal documents like Building proclamations, regulation and directives; Ownership directive number 12/2004 E.C.; legal documents which have the plan laws; and any building related legal documents formulated at federal level should be accessible in the building permit and control authority offices in the three study areas (AACALDMB, 2013, pp. 72 - 73). But actually most of the documents were not accessible there, and as they mentioned, even some of the experts did not know some of the documents.

As per the Federal Negarith Gazeta (2011) and AACALDMB (2013), to start the construction of the building, one should fulfill the document and the procedures. Some of them are commence construction slip, building permit certificate, plan, lease agreement, contractor's license, contractor's agreement, business registration, and tax payer certificate.
After fulfilling the above conditions, one can start the building construction. And through the process for building category B and C, the owner or contractor should notify the starting date of each stage of work to the building officer through written application. According to Federal Negarith Gazeta (2011, p. 5898), there are four common inspection stages and others are depend on the number of floor. These are: 1) On completion of surveying work for the foundation; 2) Before starting concrete cast for grade beam; 3) Before starting final concrete works; and 4) During testing of completed sanitary, electrical and electro mechanical installations; and also 5) Before starting floor concrete works at all levels; and other stages of work required by the building officer based on the type and method of construction.

[After five working days the inspector shall inspect the site and ensure that the construction of such stage is based on the permit. As per the Federal Negarith Gazeta (2011) all orders and also notifications should give in written form, and oral order or notification is invalid.

After the completion of the building construction through proper inspection, the owner of building category 'B' and 'C' can apply the building occupancy permit. If the construction is qualify the criteria and based on the standard, the building officer should give the performance certificate to contractors and consultants, and then the building owner can issue the occupancy permit of the building. But if one start to use the building without issuing the occupancy permit, the building officer may charge fines, suspend its service or may take both measures simultaneously] (Federal Negarith Gazeta, 2011).

As experts responded standards were accessible and provided the service based on them, but majority agreed that the standards are general, they lack clarity and detail, and also there were knowledge and implementation gaps regarding the standards. Most of the service seekers also did not aware about the standards and did not fulfill the necessary documents, so that could not get the service they need on time. Regarding the complaints handling mechanisms, they used and displayed the suggestion and comment books and boxes with forms, which allow the service seekers to write their comments and finally the service providers through 1 to 5 change agent groups read, discuss and tried to address the issues.

4.1.3 Office Equipment versus Standard

In order to provide the service properly and perform well, standard office equipment are mandatory. The AACALDMB (2013) set standards for the construction inspection and occupancy permit services in order to provide their services effectively. Regarding the office equipment in all study areas, as the officers and other office experts replied that, the major limitations which hinder them to provide effective service to the service seekers were the absence and/ or limited car accessibility, absence of meter, especially Rollo meter with 5 and 10 meter lengths, safety materials, GPS, and the poor office layout.

4.1.4 Actual Human Resource versus Standard

Enough and qualified human resource is the heart of the service providers organizations. Since it is the service provision, in order to perform the service effectively, standardized professional and enough number of human resources must be there. AACALDMB (2013) set the standard human resource for each and every service in terms of quantity and quality. But in reality except the Lideta sub city, the human resource is below the standard.

Regarding capacity building absence and/ or limited opportunity of capacity building because of budget and other related reasons, almost none, so that service providers unable to improve their capacity (skill and knowledge). But in Bole sub city, there were experience sharing

between the senior and junior staffs in the field. Lideta sub city also planned to capacitate the experts through experience sharing.

4.1.5 Actual versus Standard Time

Time is another major factor and indicator to provide effective service. Different services have their own standard time, but usually especially in the developing countries the public services not provided on time. Construction inspection and occupancy permit services also have their own standard service provision time. The table below shows the standard time the service seekers should get the service.

Table: 4.1 Standard Periods to Get the Building Permit

Building category	Inspection service time	Occupancy permit service time
Category 'B'	4 hours, but service seekers should apply before 5 working days	3 working days
Category 'C'	4 hours, but service seekers should apply before 5 working days	[7 working days]

Source: Federal Negarit Gazeta, 2011; AACALDMB, 2013

As both service seekers and providers responded, majority of the service seekers applied on time. Most got the service on time and received the approval in written form, but regarding the number of inspections more than half of them inspected below the standard with the reason of knowledge and skill gap of the experts and the service seekers did not apply on time, and service providers also did not inspect on time. Because of the gap between the standard and actual date to get the service, there was delay in the construction and some were simply constructing their buildings without inspection and prefer to pay the fine.

Concerning the actual time of the building occupancy issuance service, except the municipality majority of the service seekers did not issue on time and the situation was worse in Bole sub city.

4.1.6   Service Cost

The cost of the service is another major issue to evaluate the efficiency of the service. Every service has its own service charge, which service seekers have to pay. More than half of the respondents replied that the service charge is not costly. According to Federal Negarith Gazeta (2011), there is an administrative fine paid by a person who violates the standard, which ranges from 2000 to 5000 Ethiopian Birr. Within one and half year only at municipality, 185 building owners, that were under construction, paid the amount of fine between 3,000 up to 403,000 EB., implies that how number of buildings were constructing without the proper procedures and standards, and incur unnecessary cost.

4.1.7 Stakeholders' Participation

Participation of stakeholders is so important and mandatory in all stages of the service provision process, including the development of the standard and performance evaluation of the service providers. Without participation of the stakeholders, one cannot expect better achievement or performance, because the service seekers are the mirrors of the service providers. Considering the participation of the service seekers in the preparation and revision of the standards and also in the annual, half year, and/ or quarterly performance evaluation of the service providers', only 1.7 percent of the total respondents had a chance to participate in the aforementioned meetings.

4.2 Service Quality and Customer Satisfaction
4.2.1 Service Quality

Service quality is the main target of the service provision process. It determines the existence and sustainability of the service providers'. An organization should provide quality service to satisfy its customers and sustain its service provision. Without the provision of quality service, an organization cannot compute with others, so that at the end competent organizations kick out it from the market. In the case of public service providers, if the service provision do not effective, the situation forced the government allow the private sector to provide the services or take any type of measurement like reform. Therefore, to know whether the services providers provide quality service based on the set standards or not, the concerned body (Addis Ababa Administration Land Development and Management Bureau (AAALDMB)) should evaluate the performance of the service providers' authority.

In order to evaluate the quality of the service, the researcher applied SERVQUAL model by identifying the gap between customers' expectation about the service prior and the service actually performed by the service providers later.

As it can be seen from the figure below the average gap score and all the SERVQUAL results are negative, which indicates that the service seekers were ambitious and their expectation prior about the service was exceeding the service providers actually performed in the three study areas. Regarding the five dimensions, the reliability mean gap is higher than other dimensions, which implies the service providers should focus in this dimension and should take action to improve the quality of the service. Even though the whole results are negative, relatively the result (the gap) of responsiveness dimension is a little bit smaller than other dimensions, which means the service provider were relatively better in this dimension. The researcher also observed the service provision process and found similar results. The SERVQUAL result presents as follows:

4.2.2 Service Seekers Satisfaction Level

Customer satisfaction is one of the missions of the service providers. Any service provider can evaluate and measure its performance by the level of the satisfaction of its customers. In addition to focus group discussion and interview by applying the CMT, using accessibility, fairness, information dissemination, extra mile, knowledge and competency of the staff, waited time, the service output, and the overall service quality as indicators and outcome measures; the researcher gathered data from the owner of the building construction, the experts and officials. The respondents replied that, 75 percent of the respondents were moderately satisfied about the service, 18 percent of the total respondents satisfied and around 4 percent of the total service seekers dissatisfied about the overall service quality.

4.3.Challenges of the Existing Service Provision

It is unthinkable that any service provision process without challenges, especially public service in the developing countries cannot imagine without those bottlenecks. The situation is similar in the construction inspection and building permit issuance services in the three study areas, which affect the smooth and effective provision, hamper the service quality and lower down the level of customers' satisfaction and affect the safety of the society.

Challenges come from the service providers as mentioned by service seekers and providers include: long appointment and absenteeism, knowledge gap about the standards, lengthy time to issue the building permit, standard and directive gaps to apply properly and take action, corruption and rent seeking, information gap and documentation problem, insufficient human resource and work load, and inadequate office materials.

All the service seekers, service providers and also researcher mentioned the challenges come from the service seekers. Some of them are awareness and knowledge gap about the standard and directives, prefer fine instead of waiting the inspectors, prefer to rent the ground floor to get money and finalize other floors, violate the standard and agreement and construct by their own new design, prefer to get the service illegally and misunderstanding about the inspectors visit and believed not for the quality of the construction. The following figure shows the rented under construction buildings.

Figure 4.2 Rented Buildings under Construction

4.4. Impacts of the Existing Service Provision

Impacts are the outcomes of challenges. The impacts are different depend on the type and level of the challenges. As collected from secondary data sources, because of the challenges mentioned above large number (773 only at municipality level) of buildings were constructing without inspection and out of these more than 30 percent of building construction time already terminated, again 185 constructing building owners paid large amount of fine, and also some constructing buildings fallen and created problems in their surroundings. One can easily observe and understand from the following pictures how the poor inspection and mistakes from service seekers affect the society.

Figure 4.3: Impact of Improper Construction Inspection

Source: Municipality, photo taken by the Officer, 2016

4.5 Measures that should be taken

Different measurements taken by the concerned body are for the good and at least to minimize the problem. In order to alleviate the challenges and improve the services, the service providers should take appropriate measures, and then can provide quality service and satisfy their customers.

As both the service seekers and providers respondents replied that, in order to alleviate or minimize the negative impacts of different challenges or problems, from the service providers side, they have to be responsible, accountable and give on time service; access the standards to users and standard services, give training and arrange experience sharing to the experts, fulfill the necessary equipment, and fight corruption and rent seeking. From the service seekers side measures that should be taken include: fulfill the necessary documents, know the standards, fight corruption and rent seeking, get the service with the right way, and correct the mistakes based on the inspectors comments.

5 Conclusions and Recommendations

It is known that there should be a concluding remarks about each specific objective and simultaneously addresses the main objective of the research.

5.1 Conclusions
5.1.1 Service Efficiency and Effectiveness versus Related Standards

To evaluate the efficiency and effectiveness of the existing service the procedure and legal documents, the existing office equipment and human resources, the time service seekers waited and should wait, the service cost and amount of fine, and also the stakeholders participation used as indicators. Most of the legal documents were available but only few accessible and applied by the users. Any building construction should pass through the proper inspection, so that finally the owner can issue the occupancy permit. After getting the commence construction slip and start the work one building under construction should inspect a minimum of 4 times plus the number of floors. But the result shows that there were large numbers of buildings construction took place without proper inspection and affected highly. If one fulfills the standards and procedures, he/she can issue the building occupancy permit and use the building for the right purpose.

Office equipment was another indicator and as a result most of the office equipment did not fulfill by the three service providers offices. Regarding the human resource, except in the Lideta sub city, the available one was less than the standard. Concerning the time to obtain the service, most of the services did not achieve the standard. The service charge was medium for majority and the integration and participation of the stakeholders were almost none. Therefore, the construction inspection and building occupancy issuance service providers did not perform effectively and their services efficiency was low.

33

5.1.2. Service Quality and Customer Satisfaction

The researcher measured the quality of the services provided and the level of customer satisfaction by applying the SERVQUAL and CMT. The cumulative result of the three study areas shows that average SERVQUAL gap score was negative accounts **-**2.934, which means the service seekers expectation about the service was beyond the actual service performance of the service providers. Among the five dimensions, there was a big mean gap in the reliability dimension, which implies that the service providers were in a poor condition and give more attention in the reliability dimension. The result of CMT shows that three fourth of the respondents satisfied moderately by the overall service quality.

5.1.3 Challenges and their Impacts of the Existing Service Provision

Provision of public services cannot be without challenges, especially in the developing countries. The challenges of long appointment and absenteeism, knowledge gap about the standards, inadequate office equipment, and corruption and rent seeking which came from the service providers, and knowledge gap, and prefer illegal way to obtain the service from the service seekers sides were the major challenges among the many mentioned by both.

As a result some of the major impacts are large number of big buildings were under construction without proper inspection, large number of building owners paid huge amount of fine, the ground floor of some buildings under construction rented, and surprisingly as one can see from the picture included in this paper some of the buildings fallen. Therefore, one can conclude that the poor and inappropriate service provision has great and multifaceted impacts on both the service seekers, service providers and the society too.

5.1.4 Measures that should be taken

In order to minimize or alleviate the impacts, there should be related measurements. Some of the measures both service seekers and providers suggested are service providers should be responsible, accountable and provide on time service, fulfill the necessary equipment, access the standards, and give training and educational opportunity were the major once. On the other hand the service seekers should fulfill the necessary documents, know the standards, and fight corruption and rent seeking.

5.2 Recommendations

The final target of any research is to recommend possible solutions to the very problem of the study through addressing the specific problems. The following are some of them.

- ✓ The Addis Ababa Building Permit and Control Authority (AABPCA) should access the standards, fulfill the necessary office equipment, and human resources for effective services provision;
- ✓ The AABPCA should give an opportunity for capacity building;

- ✓ The AABPCA should create awareness about the services through different medias including the computer technology;
- ✓ From the development of the standards up to evaluation period, there should be public participation and stakeholders integration;
- ✓ The AAALDMB should apply the SERVQUAL and CMT models to evaluate the quality of the service given by the service providers and to measure the satisfaction level of their customers; and
- ✓ The AABPCA should assign professional groups each from different related professions and send them to visit the reality how affect the poor service performance to the society. And after gathering information through these groups, the authority should take appropriate measures.

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Gender Considered Budgeting Process in the Three Selected Ministries of Ethiopia

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Abstract

Incorporating gender issues in planning and budget processes may reduce gender inequalities. Reducing gender inequalities helps women to build their capacity and participate in all developmental issues that bring them in to decision-making. With regard to this, Ethiopia has demonstrated commitment to address gender inequalities by issuing the National Women's Policy, developing the Women's Change and Development Package, the National Action Plan for Gender Equality as well as sector policies.However, the implementation of the policies, laws and regulations in engendering the budget process is inadequate, and gender disparity still persists in the political, social and economic spheres. The objectives of this study were to assess the gender considered budget process in selected federal ministries in Ethiopia. In order to undertake this research close ended survey questionnaire and open ended interviews were used to collect the primary data. Secondary data were derived from documents including guidelines on national planning and budgeting at national level in Ministry of Finance and Economic Development, guidelines for gender budgeting and mainstreaming in selected public institutions and other countries. Reviews were also done on various Government documents on gender as well as case studies on gender responsive budgeting in some selected countries. Based on the nature of the research questions and the data collected, descriptive statistical techniques were employed.

The result of the research showed that gender considered budgeting process has not been well understood, properly interpreted, and fully applied. Furthermore, the level of awareness and attitudinal changes by higher officials and employees was low. Gender issues are not considered in the budget process; allocation of resources was insufficient. The involvement of gender experts in policy design and budget preparation was minimal and achievements of policy objectives were unsatisfactory. Budget process lacks transparency and accountability, coordination, and committed for the implementation of the policies, no attention was given for further review the government budget from the perspective of gender issues and absence of gender budgeting sex disaggregated data was also shown in the ministries. Therefore, increased emphasis should be given to incorporate on budgeting process and training such as gender budgeting mainstreaming and women in leadership, reports based on gender disaggregated data and allocate sufficient resources. It was recommended that concerned bodies create conducive environment for transparent and participatory budget process for the implementation of the gender issue.

Keywords: *Gender budgeting, Gender issues, Women leadership, Women Development*

1. Introduction

One of the most important areas of macroeconomic policy is government budget. As a policy statement, budget brings the public expenditure and public revenue together and reflects the social and economic priorities of any government (Elson, 2002). Budgeting is a fundamental formulating of the three important policy objectives. One of the three important policy objectives is allocation of resources consistent with strategic policies based on the strategic priorities set by the government and consideration of effectiveness and equity (Odi, 2004).This requires a coherent linkage between policy, planning and budgeting both at intra and the inter sectorial level.

Gender responsive budgeting is perceived as one of the most effective tools to address existing gender inequalities. The idea of (GRB) emerged out of a growing understanding that macroeconomic policy can contribute in narrowing or widening gender gaps in areas such as income, health, education and nutrition and makes the living standards of different groups of women and men better or worse (Mckay,2004).

Australia has become the first country in the world to adopt gender responsive budget to address the gender inequality in the budget process and begin a process of analyzing government budgets from a gender perspective (Sharp and Broomhill,1999) Strasbourg (2005), states that gender budgeting in Africa has been pioneered by South Africa soon after the 1995 Fourth UN World Conference on Women, in Beijing and developed following a visit to Australia in 1995 by a delegation of gender specialists and human rights commissioners.

The South African government has made significant efforts to ensure its commitments to its constitutional mandate for substantive gender equality. The government has ratified all of the important international instruments designed to promote gender equity and passed relevant national legislation and considered gender in the curricula of higher institutions to educate and train the citizen. Similarly, Uganda, Tanzania and Ethiopia are undertaking different budget initiatives (Byanyima, 2003).

Regarding Ethiopia, Tiruwork (2007) justifies that Ethiopian gender budgeting is initiated by the MOFED and mainstreamed in strategic planning management document (PASDP) and (NAP-GE) which shows the political will of the government to address gender inequality and ensure the participation of women in sector decision making about expenditure allocation towards budget equality and poverty reduction.

The Ministry of Women Affairs (MOWA) (2010) identified that Ethiopia has formulated various policies, laws and regulations to bring sustainable development. It has also demonstrated commitment to address gender inequalities by issuing the Ethiopia Women's Policy and new ongoing initiatives like GTP and has issued policies on health, education, water and agriculture sectors in order to consider the gender issues. To implement the policies at different stages, workshops and trainings have been

delivered for different stakeholders on gender budgeting and mainstreaming. In addition guidelines have been issued for gender budget preparation in each institution.

Even though the above mentioned initiatives and commitments has been taken by the government, implementation of the policies, laws and regulations in engendering the budget process is inadequate, and gender disparity still persists in the political, social and economic spheres of the country. In this regard, gender mainstreaming in the selected public sectors at all level is still a challenge due to the absence of appropriate tools for gender mainstreaming and budgeting (Ibid, 2010).

Ethiopia has formulated various policies, laws, regulations, strategies and directives to bring about sustainable development and demonstrated commitment to address gender inequalities. The country has committed itself politically to the promotion of gender sensitivity, sustainable investment in education, health, nutrition and social service program, capacity building, mainstreaming of gender into economic and development policies and also design guidelines and training materials (Ever 2004).

However, putting these policies and institution alone does not ensure the reduction of gender gaps; these policies and institutions need to be supported with budget which is the most important government policy instrument. Gender responsive budgetary planning and resource allocation requires understanding gender issues and impact imbedded in budgets and policies. The political will of considering gender as a development goal, building capacities of national planners on gender analysis, mainstreaming gender into macroeconomic policies and budgets to address gender inequality do not match with commitments (Budlende, 2008).Implementation of the policies and regulations in considering gender the budgeting process remains inadequate. As a result gender disparity still persists in the political, social and economic spheres of the country (MOWA, 2010). Therefore, this study assesses the implementation of gender considered budget process in the selected three ministries of Ethiopia, i.e. MOE, Ministry of Water and Energy, and MOFED.

In line with the above statement of the problem, this study has identified and analyzed the gender considered budgeting process and its implementation in Ethiopia, in the case of three ministries: Ministry of Education, Ministry of Water and Energy, and Ministry of Finance and Economic Development. To this end, the study attempts to address the following basic questions: How are gender policies implemented in the selected ministries? Do strategies, programs, and plans consider the issue of gender in the organizations? To what extent is the issue of gender considered in budgeting? What are the roles of key stakeholders in the process of engendering the budget process?

2. Review of Related Literature
2.1. What is a Gender Budgeting?

"Gender budgets", "gender-sensitive budgets", and "women's budgets" are all terms used interchangeably to describe budget processes and tools that can be used to assess gender specific impacts of government budgets (Barttle, 2002).The most widely used definition of gender budgeting

incorporates the need for developing sensitivity in the processes and tools aimed at facilitating an assessment of the gendered impact of government budgets (Debbie.et.al, 2002).

Gender budgeting is a set of tools used to assess whether public resources have been allocated and spent gender-equitably and to ask governments to fulfill their national and international commitments to gender equality through appropriate policies and budgets and also reflects a government's macro-economic policy priorities (Byanyima, 2003). Hewitt and Mukhopadhyay (2002) argue that gender responsiveness is also a key feature of good governance which promotes participation, accountability and transparency and a prerequisite for essential component of sustainable human development.

2.2. Overview of Gender Budgeting

The idea of gender responsive budgets developed out of a growing understanding that macroeconomic policies can contribute to narrowing or widening gender gaps in areas such as incomes, heath, education and nutrition and make the living standards of different groups of women and men better or worse(McKay, 2004).

In the last few years there has been a growing movement to examine governmental budgets with a gender lens: that is, to examine the impact of government policies as expressed through the budget on women and men and boys and girls. Early innovations in Australia and then South Africa and the Philippines led members of both government and civil societies to consider the possibility that integrating gender into the budgetary debate could not only yield better information on and analysis of the budget impact, but also serves as an analysis tool to advocates of more equitable public policies(Sugiyama, 2002).

The main objectives of Gender Budgeting initiatives as a budgetary process are patterns of public expenditure and revenue which promote gender equality and at the process level, transparency and participatory processes offering entry points for influencing budget priorities .Here three goals can be identified: (1) draw attention to gender differentiated effects and impacts of budgetary policies and create awareness for gender specific impacts of public expenditure and revenue. (2) The category gender has to be mainstreamed into all policies.(3) Gender Budgeting shall make "governments accountable for their commitments to gender equality" (Sharp/Broomhill 2002).

Gender Budget initiatives aim at changes of policies and budgets that would raise the social and economic status of women and gender equality" (Bilbao, 2008). Depending on the kind of initiative, the actors of Gender Budgeting initiatives aim at transforming policies and processes. Firstly, priorities of budgetary and economic policies need to be made visible. Secondly, budgetary processes shall become more transparent and participatory. This needs sensitization about gender impacts of budgetary and economic policies within government and the public at large (Elson, 2004). Thus it sees the budget as the financial translation of the policy and objectives of the government and results are predicted on a closer alignment and integrated of policy planning and budgeting (UNCD, 2006)..

2.3. Reasons for Gender Budgeting

In all countries, there are significant gaps and inequalities between women and men in terms of political and economic participation. Therefore, the world community agreed that the national

governments must reallocate and mobilize additional resources for the empowerment of women. Caroline.O.N, 1993). This will facilitate goal-oriented action and measures to close gender gaps. Further, it supports the principles of good governance, democratic participation, accountability and transparency, as well as effectiveness and efficiency.(Bartle, 2002).

2.4. How Gender Budgeting Works

Margit (2008) and Sharp (2003) identifies three phases not mutually exclusive but often sequential of a GRB initiative: First, raising awareness and understanding of gender issues in policies, programs and budget to make gender disparities more visible and involves unpacking budgetary information, analyzing budgetary allocations and making assessments of performance and progress with respect to gender equality. It also cover issues related transparency of data and capacity building on gender issues in budget and policies. (sharp et.al, 2003).

Second, the government agencies should be accountable for GRB, which may lead to some form of institutional change on budget allocations to the generation of a sense of accountability for gender equality objectives. Finally, changing government budgets and policies necessitates the introduction of additional tools and methods not least in relation to monitoring and evaluating the impact of the change in allocations. For example in Philippines, a minimum of 5% of the national and local government budgets is supporting gender equality (Margit, 2008).

2.5. Principles of Gender Budgeting

The principle of gender budgeting are participation, transparency and co-operation throughout the budgeting process are key principles of gender budgeting process and also requires partnership between budget experts and gender experts as well as representation of women and men at all its stages and extends to players outside government, including civil society groups and external experts (McKay, 2004).

2.6 Prerequisites for Gender Budgeting

Political will, accountability, allocation of specific human and financial resources, co-ordination of information and training and availability of gender-disaggregated data are preconditions of gender budgeting (Quinn, 2009).

2.7. Engendering the Budget Process

2.7.1 Gender Budgeting Process

According to Hewitt (2002) the main steps that are important in the process of gender budgeting are; 1. Involve on analysis of the situation of women and men, girls and boys in the sector using accurate gender disaggregated data. 2. An assessment of potential impact of a particular sector policy or program and projects in terms of their gender-sensitivity, 3. Consists of an assessment as to whether adequate budget and other resources are allocated 4. Involves monitoring as to whether the expenditure allocated is spent as planned and outputs in budget terms. 5. Entails an assessment of whether the policy and associated expenditure has promoted gender equity as intended and changed the situation women and men.

2.8 Alignment of Gender Budgeting to the Budget Cycle

The purpose of aligning gender budgeting steps to the budget cycle is to assist the budget stakeholders to have a clear understanding of how the above steps fit within the budget cycle. Depending on national/regional/local circumstances, gender budgeting initiatives should take all steps of the budgeting process into account and promote gender budgeting throughout the process, including planning, preparation, implementation, audit and evaluation (Strasbourg, 2005).

2.9. Empirical Literature Review: Experience of Gender Budgeting in different Countries

The study by Strasbourg (2005) in Australia an independent group of economists and social scientists from universities and other research institutions started Austria's first gender budgeting initiative in spring 2001.The goal of this initiative was first of all to raise awareness and provide information about gender budgeting in order to motivate both government and NGOs to pursue the issue further. An analysis of one of the early Australian state budgets showed that the category general or mainstream or indirect expenditures averaged 99 per cent or more of the total budgets of the 26 participating agencies specifically targeted expenditures to women and girls in the community and equal opportunity expenditure within the public service, while strategically important, were small, being less than 1% of the total budget of the selected government agencies (Sharp & Broomhill, 1999).

Several African countries have adopted gender budgeting as a strategy to accelerate promotion of gender equality and equitable development. South Africa, Tanzania, Uganda and Ethiopia are among the countries that have undertaken a comprehensive gender. All these countries looked at mainly on the expenditure side of the budgets rather to revisit policy formulation, implementation, monitoring and evaluation to reflect the key areas of concerns of the continent such as gender inequalities (Ngoné.n.d .pp.11-12)

The Ugandan Gender Budget Initiative was led by an NGO, Forum for Women in Democracy, in close collaboration with Makerere University and women parliamentarians. It initiated research on policy and budgeting processes in ministries of education, agriculture, health and finance and economic planning and benefited from the new government reforms on transparency and inclusiveness focus on training of local councillors and civil society in gender analysis, transparency, accountability and good governance in general which is one way of making strong women's voices heard at local level. This practice of taking advantage of new ideas and reforms seems to be something Ethiopia can draw on at this present time (Evers, 2004).

In 2003, Government embarked inclusion of gender and equity budgeting in the Budget Call Circular and guideline, prepared Gender and Equity User's Manual and Implementation Strategy guidelines in 2004, and also trained a core team of trainers and government officials of 6 pilot ministries in gender budgeting to integrate gender into the MTE and staff of gender units of Makerere University as well as. This has contributed to its acceptability given government's emphasis on tight fiscal disciplines and the related budget ceilings. The interventions resulted in some gender-sensitive policies which

were prioritized, and some of the monitoring indicators were gender-sensitive. Thus integration of gender into key policy documents including the Budget Speech was attained (Evers, 2004).

However, ministries are allocated far less resources than they budget for and so lack of commitment to the MTEF, the already identified key gender issues under the clusters do not necessarily relate to the priority areas for allocations for the next period and gender is not mentioned under the priority actions for the coming period. So, there is a lot to learn from the experience of Tanzania which is one of the successful GRB initiatives in Africa that Tanzanian budget guidelines have made reference to gender since 1999 which contain an analysis the key achievements and challenges in education and health, also contain some gender analysis and review progress in cross-cutting issues, such as gender.

In the budget call circular which include mainstreaming gender into policies, plans and strategies at all levels, conducting sensitization on gender issues, and capacity building for gender focal points and other stakeholders. However, the guidance given on how to integrate gender into budget submissions are quite general, issuing instructions is not enough (Budlender2008).

Gender responsive budget is relatively a new idea in Ethiopia. The report describes by (Budlender, 2008) have two initiatives, one led by the Ministry of Finance and Economic Development and the second led by the nongovernmental Network of Ethiopian Women's Associations (NEWA). This department within MoFED has taken the initiative to issue Guidelines for Mainstreaming Gender which is drawing on approaches used in countries such as Australia and South Africa in the Budget Process. Finally, the guidelines and training materials offer a checklist for a quick gender analysis of budgets. In addition to these the Ethiopian's Government put in place the National Water Resource Management Policy & Strategy which is based on the constitution of the Federal Democracy Republic of Ethiopian Government (EDREG) macro-economic, social policies and development strategies. The policy recognizes the importance of considering gender issues in the overall development of the sector and has devoted an article to that effect. This particular Article (Article 2.2.10) under the title Gender Issues promote the full involvement of women in the planning implementation, decision making and training as well as empower them to play a leading role in self-reliance initiatives with in National Water Resource Management strategy of on Article 4.1.8 states the following gender issues: Ensure that gender issues are incorporated in the process of planning and implementation of water resources management to involve women in the development and management of water resource and small-scale irrigation activities and sensitize and encourage women to participate in the management of water scheme. Moreover, it states the need to assist women to get out of the crushing workload of fetching and carrying water for family use and to develop mechanisms to deal with situations those hinder women from playing important roles in management of water sector development systems (MOWRWAD, 2005.8).

2.10. Research Gap

The empirical literatures described above showed that the issue of gender budgeting is new in a number of developing countries. African countries need to move from commitments to greater actions by reflecting Beijing Platform for action that is governments should make efforts to systematically review how women benefit from public sector expenditures; adjust budgets to ensure equality of access to public sector expenditures, both for enhancing productive capacity and for meeting social needs; and achieve the gender related commitments made in other United Nations summits and conferences. To develop successful national implementation strategies for the Platform for Action, governments should allocate sufficient resources, including resources for undertaking gender impact analysis (Strasbourg, 2005)

It is believed that there is a need to understand and consider gender initiative as a development goal, raise awareness of policy makers and experts on the linkages between gender equality and development issues and gather accurate gender disaggregated data for all the sectors to inform effective policy making, implementation, and monitoring. In many countries there is political will to integrate the issue of gender in budgeting. However, often see lack of commitment in implementations of the policy and allocating sufficient resources especially in the context of developing countries. So, this particular research will provide empirical evidence in the process of gender budgeting and its implementation in three ministries.

3. Research Methods

The study was conducted to assess the gender consider budget process in selected ministries in Ethiopia. For the purpose of this study, the researcher used both quantitative and qualitative data collection approaches. Creswell (1998), states that qualitative approach leads to understanding and often answers question like, "why", "how", "in what way'' and to what extent. Cross sectional quantitative research helps to generate broad based information from the respondents.

3.1 Population and sampling

In order to scale up the validity of the samples of the study, the researcher employed both probability and non-probability sampling technique.

3.1.1 Population of the Study

For the purpose of this study, the target population includes directors, process owners, experts and section heads as well as their staff working in the planning, budget preparation, policy and budget implementation, gender experts, human resource and monitoring and evaluation in the selected ministries.

3.1.2 Sampling Techniques

The Researcher used purposively select the three regions from the ministries in Ethiopia since these ministries are directly related with the cross cutting issues especially with planning and budget preparation of the ministries.

3.2.1 Sample Size

Airasion (2009) recommended that, for survey research with a population of 100 up to 1000 one should take as possible as a sample size10% to 20%. Thus, the respondents were selected through proportional stratified sampling using 20% out of the total 254 population.

In this study, the researcher used a sample of 20% of the total employees found in the selected four organizations to conduct the study (MOW,MOFED, MOE and MOWE) five departments each were selected from the organization. After having identified the target departments purposively the employees were selected proportionally

3.3 Data collection and Analysis Methods

Both qualitative and quantitative concurrent methods of data analysis were employed. All the data obtained from the primary sources were tabulated in a various forms of data presentation, and was further analyzed and interpreted. Similarly, the information obtained from interview is described in a qualitative manner. Besides to this, Statistical Package for Social Sciences (SPSS) was used to analyze the quantitative trends of the study. Triangulation, systematic analysis and description were among the quantitative data analysis techniques applied.

4. Result and Discussion

The analysis of data pertaining to assessment of gender budgeting in the three ministerial offices was collected from 51 respondents.

4.1 Sex, education and experience characteristics of the respondents

Table 1: Sex, Education and Experience of the respondents

Variables		Frequency	Percent
Sex	Male	33	64.7
	Female	18	35.3
Education	Diploma	1	2
	Degree	33	64.7
	Second degree and above	17	33.3
Work experience (years)	One to five	12	23.5
	Six to ten	6	11.8
	Eleven to twenty	12	23.5
	Twenty one to thirty	12	23.5
	Above thirty one	9	17.5

Source: compiled from survey data, 2015   n=51

33(64.7%) of the participants were males and the remaining 18(35.3%) were females. This is a reflection of the fact that Ethiopian offices are dominated by male. This implies that a gender disparity still persists even if there are policies and strategies to address the problems of gender inequality.

45

With regard to educational level of the respondents, 33(64.7%) of the respondents were first degree holders, 17(33.3%) were second degree and above holders This shows that most of the respondents had adequate educational that enabled them to critically understand the issue of gender and can work well for the implementation of the policy and strategies concerning to gender effectively.

Looking at the work experience of the participants, the data shows the data collected from people with various levels of experiences. This is important to understand the issue of gender under consideration better and to get more information to identify and analyze the issue under study.

3.3 Gender Related Policy, Strategies, and Budgeting Programs

Table 2: Gender related Policy, Strategies and Budgeting Programs

		Frequency	Percent
The ministry has gender sensitive policy & strategies?	Yes	45	88.2
	No	6	11.8
Do the ministry policy priorities reflect gender priority?	Yes	42	82.4
	No	9	17.6
Goals of the organization reflect the needs of men and women separately?	Yes	20	39.2
	No	33	60.8

Source: Compiled from survey data, 2015   n=51

45(88.2%) of the respondents replied the policy designed by their ministry were gender sensitive. Even if the result from the survey showed that few of the respondents believed that their ministry had no gender sensitive policies, data from the interview revealed that all the interviewee believe that their respective ministry had gender sensitive policies. They justified that gender issue is a national agenda which helps in alleviating poverty by maintaining gender equity and equality.

Majority (82.4%) of the respondents replied that the ministries policy priority reflects the gender priorities.This showed that there is a need to do more to make every policy priorities of the ministries to give priority for the gender issues.

20(39.2%) of the respondents replied that the goal of the organization reflects the needs of men and women separately and the remaining 33(60.8%) of the respondents replied the goal of the organization do not reflects the needs of men and women separately. This shows that there is a gap in looking at the needs of men and women separately.

Table 3. Gender Budget Consideration

		Frequency	Percent
The ministry objectives targets and activities incorporate gender explicit?	Yes	41	80.4
	No	10	19.6
You understand the gender related objective of your ministry?	Yes	43	84.3
	No	8	15.7
Ministry strives to implement the practical and strategic gender needs of women?	Yes	37	72.5
	No	14	27.5

Source: compiled from survey data, 2015

41(80.4%) of the respondents replied that the ministries objective targets and activities incorporate gender explicitly. But the interview result indicated that, even though there are explicit indicators on the objective of the ministry, most of the time the issues of gender were not prioritizes.

With regards to the level of understanding gender related objectives of their ministry, majority of the respondents 43(84.3%) have good knowledge of gender related objectives of their ministry .This indicates that, although there is a good level of understanding on the gender relative objectives of the ministries, significant number of respondents did not have the required understanding of the gender related objectives.

37(72.5%) of the respondents replied the ministries strive to implement the practical and strategic gender needs of women. These shows that the practical and strategic needs of women are not got emphasis by the selected ministries and this broadens the gender blind budgeting process. Moreover, interview result also supported the idea stating that the budgeting processed in general mostly focus on poverty reduction aspects and it is perceived that, women are the poor part of the community. As the budget emphasizes on poverty reduction aspects, it by default considered it the needs of women can be addressed without critically looking in what the practical and strategic gender needs of women are and what percent of women are become beneficiaries of the budgeting process in every budget.

Table4. Gender Budget Planning

		Frequency	Percent
Main actor involved in translating policy to resources?	Government	30	58.8
	Government and NGO	21	41.2
The ministry achieved its gender related objectives?	Yes	30	58.8
	No	21	41.2
Is gender incorporated in planning process of the ministry?	Yes	43	84.3
	No	8	15.7
Are gender experts involved in the planning process?	Yes	40	78.4
	No	11	21.6
Do the gender and planning expert critically consider gender prospective when setting priorities on the budget process	Yes	29	56.9
	No	21	43.1
Is the ministry's annual reporting is based on sex disaggregated performance indicator?	Yes	31	60.8
	No	20	39.2

<div align="center">n=51</div>

Source: Compiled from survey data, 2015

30 (58.8%) of the respondents replied that government is the main actor involved in their ministry to translate policy to resource and 21(41.2%) of the respondents replied both government and NGOs are the responsible actors. This shows government is the most responsible and accountable to link the policy to resource for their practical implementation.

30(58.8%) of the respondents believed that their ministry achieved its gender related objectives while, the rest 21(41.2%)of the respondents replied that the gender related objectives were not achieved. This implies that the selected ministries are left with assignment to revisit their way of commitment on the issue of gender. Interview results also supported this idea by stating there is a silent commitment given to the gender aspects in the budgeting process due to lack of commitment, negative attitude towards the issue of gender, changing knowledge to practice and perceptions to gender concerned budget is insignificant. This shows that the majority of the respondents were not sure about the proper implementation of the gender related objectives. It implies that the level of achievements of the objectives was less satisfactory.

43(84%) of the respondents said that the ministries incorporated gender issues in their planning process while8 (15.7%) of them stated that the ministries did not incorporate gender in the planning

process. This shows a good initiation to consideration of gender but it remains a lot to consider gender issues in every planning process of the ministries to realize the gender equality.

40(78.4%) of the respondent replied that gender experts are involved in the planning process and the remaining 11(21.6%) of the respondents replied gender experts are not involved. This shows the ministries commitment to give chance to the gender experts and to involve on the planning process and make the gender aspects of the ministries objectives become visible but lefts to do more to completely make gender experts parts of the planning and budgeting process of the ministries. Moreover, the interview result showed that even though they are involved in the planning process, they do not have the power to influence the planning and budget process and incorporate and sensitized the gender issue in the planning process. Contrary to this, the key informant from MoFED said the women and youth directorate of MoFED is part of the budgeting process to make sure that the gender concerns are incorporated in the budgeting process following all the budget cycles starting from the budget call, budget hearing and budget approval of the budget owner organizations.

29(56.9) of the respondents stated that, the organization critically consider gender perspectives in the budget process, whereas, 21(41.2%) replied they did not.But the interview result shows that attention was not given for gender issues in the budget process except they prepared in aggregated manner without critically identifying the gender perspectives which need to be addressed on the budgeting process. and also MoFED did not follow up in the budget draft of the selected ministries whether it considered the gender issues or not according to the budget call circular. This implies there is a lack of transparency and accountability with the planning and budget officials.

31(60.8%) respondents replied that the ministries report is based on the sex disaggregate performance indicator whereas 20(39.2%) said the ministries are not reported. These shows the ministries remain a lot to do in a way which shows clearly and separately the actual beneficiaries of the expended budget of government with regard to both sexes and are not committed to assess the potential and actual beneficiaries to learn why some people are accessing services.

Table 5.Resources Allocation for Gender budgeting

		Frequency	Percent
Are resources allocated for implementation of the organization gender related policy?	Yes	40	78.4
	No	11	21.6
	Sufficient	19	37.3
	In sufficient	8	15.7
Resource allocation for gender related issues	I don't know	19	37.3

Source: compiled from survey data, 2015

 40 (78.4%) of the respondents agreed that resources allocated for implementing the gender related policy, whereas11 (21.6 %) of them responded that no resource are allocated to effective sensitization

of gender issue in the ministries. It can be understood from this that the ministries allocated resources for the gender aspects of the ministries is not completely done. In line with this , the interview result showed even though MOFED stated to specifically indicate gender issues in their budget process through budget call, the ministries did not show clearly gender in their program budgeting. Moreover, MOFED did not refuse the ministries who come without considering gender issues. This implies lack of a strong mechanism to follow up the ministries gender responsive budgeting process and to be accountable for their exclusion of the gender related issues in their program budget.

19(37.3%) of the respondents stated that sufficient budget is allocated,8(15.7%) of them replied that insufficient budget is allocated and 24(41.7%) of the replied they don't know. This shows that majority of the study participants are not aware about whether or not resources are allocated to implement gender perspectives of the ministries and it is easy to guess the activities of the ministries are done in a gender blind manner which hinders development negatively and that there is no transparency in allocation of resource in relation to gender related issues in the selected ministries.

Table 6. Gender Budgeting and Stakeholders in the organization

		Frequency	Percent
Main actor involved in the policy translating into resources?	Planning Department	8	15.7
	Directorate of Women Affair	14	27.5
	Finance & Budget	9	17.6
	Gender Expert	7	13.7
	All	13	25.5
Does ministry have enough number of gender experts in planning and budgeting process?	Yes	25	49
	No	25	49
	Ministry of Women Affairs	16	31.4
Who are the main Stakeholders in gender responsive budgeting process?	MOFED	9	17.6
	NGOs	4	7.8
	Parliament	3	5.9
	All	17	33.3
	Develop gender responsive planning and budget	15	29.4
What is the role of Stakeholders in gender budgeting process?	Verification on gender inclusion in all budgets before being, approved	9	17.6
	Facilitation role to capacity building in gender mainstreaming technical advice	7	13.7

Funding gender responsive budgeting activities and providing technical advice	10	19.6
All	9	17.6

Source: Compiled from survey data, 2015

8 (15.7%) respondents replied planning department, 14(27.5 %) directorates of women affairs, 9(17.6%) gender expert, 7(13.7%) finance and budget experts and the rest 13(25.5%) of the respondents replied all. It can be driven from this that the responsibility is given to all sections in the planning and budget preparation. Contrary to this, results from the interviewee denoted women directorates involved in the budget hearing but not in the budget preparation, assuming that budget preparation is considered as the only duty given to planning and budgeting sections.

25 (49%) of the respondents were agree the ministries have enough number of gender experts whereas 25 (49%) of them said the ministries did not have enough number of gender experts. It can be derived from this the ministries have not enough number of gender experts to make the budgeting process gender responsive. In line with this result from the interviewee assured no enough number of gender experts. This shows the lack of serious attention given to gender experts to participate in the budget preparation and planning to effectively consider the gender issues in the processes. This problem calls for transparent and participatory approach in the preparation of the budget and recognizing the need of involvement for gender experts in the budget process in the selected ministries.

16(31.4%) of the respondents Ministry of Women, Children and Youth, 9 (17.6%) MoFED, 4(7.8%) NGOs,3(5.9%) Parliament, and the rest 17 (33.3%) of the respondents replied all. This showed that most of the understanding with regard to gender issues is considered only the responsibility of Ministry of Women, Children and Youth.

9(17.6%) respondents stated that the stakeholders played a great role in verification of gender inclusion in all budget before being approved, 15(29.4%) developing gender responsive planning and budgeting, 10(17.6%) funding to promote gender issues and providing technical advices, 7(13.7 %) facilitation with regard to capacity building in gender mainstreaming and gender priorities and the remaining 9(17.6%) of them replied that all. This shows that the stakeholder's main role is developing gender responsive planning and budgeting process considering that it is a base to go through all the gender responsive activity of the ministries.

Table 7 Training related gender budgeting

		Frequency	Percent
Have you ever taken training related to gender issues?	Yes	39	76.5
	No	11	21.6
Who arrange the training?	MoWCYA	14	27.5
	NGO	18	35.3
	Basic concept of gender	8	15.7
	Gender auditing 3 5.9	11	21.6
Areas were covered by the training?	Gender budgeting 17 33.3	3	5.9
	Gender and leadership 5 9.8	17	33.3
	Gender mainstreaming 1 2	5	9.8
	All	1	2

Source: compiled from survey data, 2015

39(76.5%) respondents replied that they had taken gender related trainings while the rest 11 (21.6%) had been taken any sort of training in the area of gender. This shows about two third of the study participants got a chance of taking training related gender issues.

14(27.5 %) of the respondents replied the training were given by the Ministry of Women's, Children and Youth, 18(35.3 %) respondent said by MOFED, 4(7.8 %) by NGO and 13(25.5%) said they having given by others. This shows the MOFED taken the major responsibility to aware the employees with the gender related issues in the ministries. But, the interview result showed most of the time training on the issue of gender is invited by the MoWY.

17(33.3 %) of the respondents replied the trainings taken were gender and leadership, 8(15.7%) of them were took basic concept of gender, 11(21.6%)gender auditing, 5(9.8%)gender mainstreaming, 3(5.9%) gender budgeting, 5(9.8%) all and the remaining 1(2%) were others. It can be derived from this that gender and leadership is the most repeatedly given training topic and the effort was encouraging but the current and very important critical issue into today's training demand, which is gender budgeting had not been given as demanded.

Table 8 Challenges and Gender Sensitive Indicator of Gender Budgeting

		Frequency	percent
	Staff turnover	11	21.6
	Lack of coordination's among concerned Stakeholders	9	17.6
Challenges your ministry faced to implement the gender policy?	Lack of awareness& attitude	9	17.6
	Lack of capacity	7	13.7
	Sex-disaggregate data	7	13.7
	All	7	13.7
Are gender responsive sensitive indicator used to monitor and evaluate the organizational performance?	Yes	38	76.5
	No	11	23.5

Source: compiled from survey data, 2015

11(21.6 %) of the respondents replied that the main challenges of gender budgeting were staff turnover, 9 (17.6 %) lack of coordination's among concerned stakeholders, 7(13.7) the non-availability of sex-disaggregate data that helps for planning and preparation of budget, 9(17.6)the lack of awareness on the policy, the remaining 7(13.7%) lack of capacity at all organizational level to implement gender related policies. It is easy to guess from this that, the staff turnover is the challenge to proper implementation of policy related to gender.

38(74.5%) of the respondents replied that their ministry used gender responsive sensitive indicator to monitor and evaluate performance whereas 11(21.6%) did not. It can be judged from this that the ministries have proceed to a good truck to use gender sensitive indicators to evaluate and monitor performance but remains a lot use gender responsive sensitive indicator consistently.

5. Conclusion and Recommendations
5.1 Conclusions

The idea of gender considered budgeting come from the understanding that macroeconomic policy can contribute in narrowing or widening gender gaps in a number of areas (Elson 2002). Analyzing the gender related budgets will start from trying to understand the situation of women and men in a country and within the sector policy to determine whether the policy correctly addresses the situation if it would increase, reduce or leave unchanged any gender gaps identified. If the policy is considered

to be adequate, then the budget will be analyzed to determine whether adequate financial and other resources have been allocated to implement the policy. Finally, a review of the utilization of the resources will be done in order to determine how many women and men have benefited from a particular service and at what cost. This latter step will reveal the status of gender in terms of distribution, equity, and efficiency.

Gender Budgeting is premised on the assumption that gendered public policies and budgets within government plans and programs yield more efficient and equitable development outcomes. Thus, policy makers consider gender budgeting one of the most effective tool to address the existing gender inequality. However, it continues to be a process that has not been well understood, properly interpreted, and fully applied by governments of many developing countries.

In this regard the Ethiopian Government has strong commitment in reducing gender inequality. For the effectiveness of this, higher officials showed political commitment to address the issue that is reflected in a number of policy commitments including SDPRP, Millennium Development Goals (MDGs), PASDEP and Growth and Transformation Plan (GTP) measures in promoting development in the country. However, all these commitments need to be supported by budget. To put this in to an effect, ministry of finance and economic development (MoFED) of Ethiopia initiated a guide line for mainstreaming gender in the budget process. Thus it has distributed to all ministries including the three ministries which are the focus of this study.

This chapter attempted to explore the gender considered budgeting process in the selected three ministries, namely; Ministry of Education, Ministry of Water and Energy and Ministry of Finance and Economic Development. Survey, interview and documentary data drawn from different sources were analyzed based on the presumed factors.

One of the major findings of this study demonstrated that the ministries involved in the study have gender sensitive policies and strategies. However, the goal of the ministries does not reflect boldly the needs of men and women separately.

Gender issue is a national agenda which helps in alleviating poverty by maintaining gender equity and equality so as to empower women and increase their participation in all spheres of life to contribute and benefit from any development spheres- socially, politically, economic and culturally that benefit the entire society. Thus, gender considered budgeting process is essential to address the issue of gender inequality. However, the findings of the study indicate that there are gaps on incorporating gender issue in the ministries objectives, targets and activities, understanding gender related objectives, achieving gender related objectives, implementation of the practical and strategic gender needs of women and critically considering gender on the planning and budgeting process.

The other major finding in this study that the resource allocation level for execution gender activities is not sufficient and executers are not aware of whether or not there is resource allocation for the issue

of gender. Consequently, the issue of gender is neglected on every activity of the ministries which widens the existing gender gap.

On any budgeting process it is crucial to have gender experts and make them empowered to significantly contribute to realizing gender responsive budgeting process. But the study confirmed that number of gender experts on the budgeting process is minimal and their expertise knowledge on gender to analyze and influence level to incorporate the issue of gender on the budgeting process is insignificant due to the silent commitments of officials involved on the budgeting process.

To have accountable and transparent performance, there must be have sex disaggregated data used to ask and refer actual or potential beneficiaries of government budget. To the contrary findings of this study indicated that the ministries do not have well organized and understood sex disaggregated data and minimum use of gender responsive indicator to monitor and evaluate their performance. This process becomes an obstacle not to easily visualize who is benefited from what and not to have accountability for the issue of gender on the budgeting process.

Capacity building of experts through training and others must be undertaken to make them effective on their performance. With regard to trainings on gender the study find out that there are no enough training which equip the experts on the issue of gender in awareness, that enable them analyze the gender issue, skill and attitude wise. Likewise, the given trainings mostly focus on gender mainstreaming but the currently demanded training gender budgeting is the least given training title in reverse to its advantage to have an accountable and transparent response to the issue of gender.

The study has also found that, the stakeholder's main role and responsibility of gender budgeting is rested only on women and youth directorates but MOFED, Parliament and NGO also have responsibility in preparation, adapting implementation and Evaluation of the budget process

The study has found a major challenge of the ministries to implement gender related policy is the huge staff turnover and negative attitude (salient commitment) of different officials to the issue of gender.

5.2 Recommendations

Based on the findings obtained and the conclusions made the following points are recommended to enhance gender considered budgeting process of the selected ministries.The ministries should consider the needs of men and women separately in order to address their different needs and priorities. There should be sex-disaggregate data development showing the different implications of any planned intervention for men and women.

The ministries should develop gender responsive indicators to monitor and evaluate their performance to make the gender issue visible in their plans and programs.The ministries should allocate sufficient resources to execute gender aspects of the ministries and executers should be aware and knowledgeable about resources allocated to gender issues. Besides MoFED should have directive which make those who come up with gender blind budget request accountable the budget hearing of their program budgeting and clearly state the budget line and checklist on gender issue in the program budgeting.

The ministries should be committed to participate gender experts in all the budgeting process to make the gender issue an integral part of the budgeting process.The trainings should focus on gender budgeting process to ensure accountability and to make intervention on the ministries expenditure review to integrate gender into key program documents and considered gender budgeting in the curricula of higher institutions to educate and train the citizen of the country.

The stake holder should go beyond developing gender responsive planning and budgeting process of the ministries through assessing and review the budget preparation and implementation process if gender is considered, create coordination and partnership among each other and give technical support to plan and budget experts on the issue of gender.

The staff turnover should be handled in the ministries by making the concern of gender an integral part of all the structures in the ministries through considering it as a developmental issue and assign persons on the women's affairs directorate and the gender experts

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Condominium Developments and Sustainable livelihood of Peri-Urban Dwellers: The Case of Bole Sub-city Woreda 10 and 11, Addis Ababa

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Abstract

At present, urbanization is an inevitable phenomenon in developing countries, so does urban expansion in the nearby peri-urban settlements. Chefe-Arabsa-Ayat condominium project is one of the largest in Ethiopia where large number of peri-urban farming communities displaced from their farmland and their neighborhood by giving them compensation which listed in proclamation number 455/2005. The study tries to address the impact of condominium development on the livelihood of peri-urban farming community at Chefe-Arabsa-Ayat sites in Bole Sub-city Woreda 10 and 11. It also assesses the existing situation of displaced farmers along with the legal ground and implementation condition of condominium development in the study area. In this study both qualitative and quantitative data were used. The qualitative data was collected by using focus group discussion and interview with key informants, while the quantitative data was based on the information identified from household survey. Implementation problems and legal constraints are the two major drawbacks identified in the study. Level of community participation was limited, the compensation package focus only on household head (disregarding the unique demand of women and youth). The legal documents that govern expropriation of land for public purpose don't have any room for rehabilitating the displaced farmer to restore their livelihood. Moreover, landholders resettled in various area of the city which clearly affects the well-established social bond of the farming community, as they originated from 10 big families. Expropriation of land for public purpose in rural community should consider in addition to compensation listed in proclamation number 455/2005, restoration of the livelihood of landholders seems sound.

Key Words: *peri-urban farming community, livelihood, compensation, displaced farmers*

1. Introduction

Urban expansion is spontaneous phenomenon that leads to spontaneous growth by displacing rural farming community. Even planned displacement has its own negative effect on the livelihood and the post displacement life of the affected community. This is also what should be identified and recognized to pursue the sustainable and comprehensive urban development (Tegegne, 1999).

Addis Ababa is expanding tremendously in terms of population and physical size. The main reason for the development of Addis Ababa is derived from favorable reform in the country in terms of economic policy that has created conducive environment for private investments as it is a capital city of Ethiopia. The expansion of the city mainly through condominium developments at its periphery has created numerous opportunities as well as challenges for the surrounding farming communities in the

peri-urbs. These opportunities include: advantages from employment opportunities, access to urban services, and urban-rural linkages or trickledown effect of development (ibid).

Despite these opportunities, pre-urban communities around the city faced the problems of socio-cultural shocks, economic challenges, environmental deterioration and land tenure insecurity. Urban expansion program in Ethiopia doesn't seem accommodative of the demands of the farmers in periphery, and thus has negative impact on people's livelihood. Moreover, the non-farm based economic sectors were not developed to absorb the displaced peri-urban farming communities. These, if not properly managed and suitable timely solutions are not put in place, may not go in line with the interest of the Governments Green Economic strategy.

Therefore, as has been noticed in the World Bank report (1993), the non-integrative type of urban expansion project or development induced displacement has negatively affect those peri-urban communities and forces them to live in poverty, food insecurity and hopelessness. This will obviously be a burden to the government and a strong threat to the sustainable development of the society.

As per the magnitude of the problem and its likely undesirable effect, little research has been conducted and resulted in little attention given for the situation. The lateral expansion of urban areas disproportionately affects the livelihood of the poor peri-urban people by diminishing the natural resource available to them from which they fetch their livelihood. In addition, it could induce cultural shocks as they are used to live through the rural culture and undoubtedly will affect the environment. These aspects, which have motivated the researchers, demand an assessment along with the available policy provision under which all the processes are expected to go through.

Therefore, among the likely impacts of the lateral urban expansion of Addis Ababa on the peri urban farming community, the researchers are motivated to undertake an assessment on the level of the impact that the condominium developments have induced on the livelihood of the peri urban dwellers. The housing development process induced land dispossession through a compensation modality governed by a policy provision which the researchers have considered un-separable from the phenomenon and thus worth to be included as part of the research theme.

Based on the fore mentioned background the study answers the following questions:

✓ What is the existing situation of displaced farming community in the study area?
✓ What are the legal ground and the implementation condition of condominium housing project in the study area?
✓ To what extent does the periphery condominium housing developments impacted the livelihood of the pre-urban dwellers?
✓ What suitable recommendation and strategies could be forwarded in the minimization/alleviation of the possible problems which could challenge sustainable development?

2. Review of Related Literature

2.1. Concepts of Peri-Urban Area

Peri-Urban areas described as the contiguous space to the city which is affected favorably and unfavorably by that contiguousness. As noted by Gutman and Dascal, (1987 cited at Adeboyejo et al, 2007), the peri-urban area is neither rural nor urban, but an interface where there is increasingly less provision for the various urban services, and when compared to the rural system, there is also increasingly less provision of the ecological services. The peri-urban population is a mixture of rural and urban dwellers. While the rural component of the population are denied the ecological services of unpolluted air, fertile land for farming, and are divested of ownership of landed property, the urban component lacks access to basic urban services. In any case, the peri-urban communities is dominated by low income earners that rely on resources from the rural area and cities in constructing their livelihood and sustenance, two composite variables which are indicators of the consequences of urban encroachment into the immediate peri-urban communities, whose land uses are being perforated by different forms of urban development. (Adeboyejo et al, 2007)

'Peri-urban' thus refers to the urban fringe and the geographic edge of cities as a place, it refers to the movement of goods and services between physical spaces and to the transition from rural to urban contexts as a process and finally, as a concept, it refers to an interface between rural and urban activities, institutions and perspectives (Iaquinta and Drescher, 2002)

There are a few unifying components that have become apparent and have formed the basis of the peri-urban despite an inability to reach an all-encompassing definition. First, peri-urban areas are predominantly defined, in almost all the definitions, as places of conflict or competition which exist in between new (urban) and traditional (rural) land uses. Second, the outer limits of the peri-urban zone are demarcated by maximum daily commuting distances into CBDs of the urban areas determined by the means of transportation available for large portions of the population. Based on these two understood definitions, the peri-urban areas in this study are defined as those areas which are transitioning between the urban and traditional landscapes as determined by daily commuting distance to the CBDs of the nearby city and or town (Mandere and Anderberg, 2010).

According to Narrain and Nischal (2007), the peri-urban interface could be understood as a heterogeneous mosaic of natural ecosystems, productive or agro-ecosystems, and urban ecosystems affected by material flows demanded by both urban and rural systems. As a result of the interactions between rural and urban areas, peri-urban dwellers are exposed to a wide range of livelihood options and choices including farm and non-farm based activities that are undertaken in order to achieve their livelihood goals. The occupational sectors include agriculture, salaried work, and informal economic activities such as trading, construction, among others.

2.2. Sustainable Livelihood Framework

The term 'livelihoods' has become increasingly important in development theory and practice, as it is seen to encompass a wide range of concerns, and to allow inclusion of the broad range of people's

activities and assets in considering how they support themselves, rather than focusing more narrowly on economic, income-generating or formal activities. One way in which this concept has been developed has been through the formulation of sustainable livelihood frameworks. Many different frameworks have been developed by many different actors and organizations, each with their own particular emphases, strengths, and weaknesses (SOAS, 2014).

Figure 1. Sustainable livelihoods framework
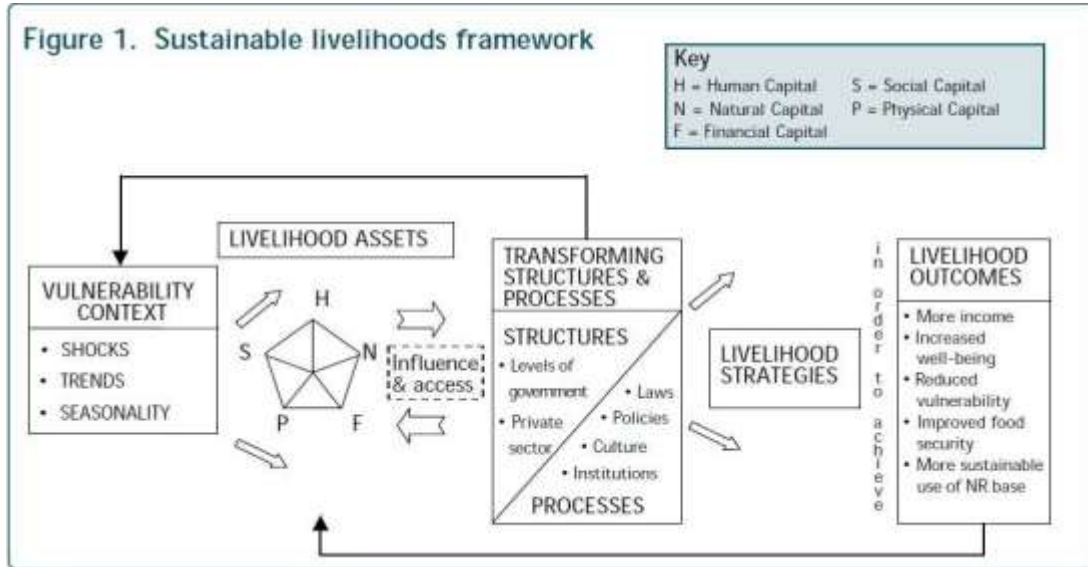
Source: *DFID (1999)*

The livelihoods framework is a tool to improve understanding of livelihoods, particularly the livelihoods of the poor (DFID, 1999). Figure (fig.) 1 below schematically summarize sustainable livelihood framework which adapted from DFID (1999)

2.3.Cause of Urban Expansion

According to Bhatta (2010) the major causes of urban expansion, among other described below:

2.3.1 Population Growth

The first and foremost reason of urban growth is increase in urban population. Rapid growth of urban areas is the result of two population growth factors: (1) natural increase in population, and (2) migration to urban areas. Natural population growth results from excess of births over deaths. Migration is defined as the long-term relocation of an individual, household or group to a new location outside the community of origin. In the recent time, the movement of people from rural to urban areas within the country (internal migration) is most significant. Although very insignificant comparing the movement of people within the country; international migration is also increasing. International migration includes labor migration, refugees and undocumented migrants. Both internal and international migrations contribute to urban growth.

2.3.2 Economic Growth

Expansion of economic base (such as higher per capita income, increase in number of working persons) creates demand for new housing or more housing space for individuals (Boyce 1963;

Giuliano 1989; Bhatta 2009b). This also encourages many developers for rapid construction of new houses. Rapid development of housing and other urban infrastructure often produces a variety of discontinuous uncorrelated developments. Rapid development is also blamed owing to its lack of time for proper planning and coordination among developers, governments and proponents.

2.3.3 Industrialization

Establishment of new industries in countryside increases impervious surfaces rapidly. Industry requires providing housing facilities to its workers in a large area that generally becomes larger than the industry itself. The transition process from agricultural to industrial employment demands more urban housing. Single-story, low-density industrial parks surrounded by large parking lots are one of the main reasons of sprawl. There is no reason why light industrial and commercial land-uses cannot grow up instead of out, by adding more story instead of more hectares. Perhaps, industrial sprawl has happened because land at the urban edge is cheaper.

2.3.4 Speculation

Speculation about the future growth, future government policies and facilities (like transportation etc.) may cause premature growth without proper planning (Clawson 1962; Harvey and Clark 1965). Several political election manifestos may also encourage people speculating the direction and magnitude of future growth. Speculation is sometimes blamed for sprawl in that speculation produces withholding of land for development which is one reason of discontinuous development.

2.4. Effects of Urban Expansion

Most blame is directed at expansive, leapfrogging "Greenfield" development. It is claimed that such development reduces both access and view of open space; it encroaches on sensitive environments and on prized farmland; it requires longer journeys to work; it leads to higher levels of car use and therefore to higher levels of air pollution, energy use, and the production of greenhouse gases; it increases dependence on cars; it is careless about the carless; it makes public transport less attractive and less efficient; it requires longer and more costly extensions of public infrastructure networks; it imposes additional costs (externalities) on sitting residents; it diverts construction away from central areas that need to be redeveloped; it reduces social interaction and makes for a less exciting urban lifestyle; and it increases alienation, social fragmentation, and both economic and racial segregation (Shlomo et al., 2005).

Urbanization generally, and sprawl in particular, contribute to loss of farmlands and open spaces (Berry and Plaut 1978; Fischel 1982; Nelson 1990; Zhang et al. 2007). Urban growth, only in the United States, is predicted to consume 7 million acres of farmland, 7 million acres of environmentally sensitive land, and 5 million acres of other lands during the period 2000–2025 (Burchell et al. 2005). This case is enough to visualize the world scenario.

Provincial tax and land-use policies combine to create financial pressures that propel farmers to sell land to speculators. Low prices of farm commodity in global markets often mean it is far more profitable in the long term for farmers to sell their land than to continue farming it. In addition, thousands of relatively small parcels of farmland are being severed off to create rural residential development. Collectively, these small lots contribute to the loss of hundreds of hectares of productive agricultural land per year.

The loss of agricultural land to urban sprawl means not only the loss of fresh local food sources but also the loss of habitat and species diversity, since farms include plant and animal habitat in woodlots and hedgerows. The presence of farms on the rural landscape provides benefits such as green space, rural economic stability, and preservation of the traditional rural lifestyle.

People who live in sprawling cities and suburbs today often express uneasiness about the immediate environment and frustration with getting from place to place. Sometimes they can be immobilized in traffic jams, or find themselves moving slowly and uncomfortably on public transit. They may also feel threatened by cars while walking or riding bicycles. However, most people don't make the connection between the style of the built environment and their transportation problems.

On the other hand, people are aware that cars and trucks, generally the main forms of transportation, cause congestion and are major contributors to air pollution, noise, and accidents. Many are also aware that big cities have expanded in ways that make alternatives difficult to provide. This presents a dilemma. People feel impatient with the situation because of personal inconvenience and business inefficiency, but are uncertain about what to do. Current policies do not seem to be working. There is an atmosphere of crisis, with media attention shifting from day to day – from congested highways to bad driving behavior to the challenge of financing public transit. But more than any of these individual problems is at stake: the prosperity of cities depends on the smooth movement of people and goods, and that is getting more difficult due to sprawling development. The crisis in urban transportation must be resolved because the economies of cities, and in many ways the economy of Canada, depend on a solution. However, the solution involves not just transportation, but also the whole approach to building cities (David, 2003).

3. The Methods

This part of the study deals with the research methodology, which includes research method, data sources, data collection tools, sampling techniques, data collection procedure and method of data analysis.

The study investigates the effect of ongoing condominium development of Addis Ababa city administration on farming community at Bole Sub-city Woreda 10 and 11 Bole Chfe-Ayat-Arabsa condominium project sites. The researchers collect both primary and secondary sources from government officials and experts, farmers via survey and focus group discussion. Primary data was collected through structure and semi-structure questionnaire from households, guiding interview questions prepared to acquire data from officials and experts from Kebele and Sub-city administration

who lead and coordinate expropriation of farming land for condominium development. Focus group discussion also made with selected community representative that give in depth information about the whole process of their farming land expropriation and government support to restore their livelihood. Secondary data was collected from books, government policy and legal documents, multilateral development institution publication, journals and the like.

The research theme basically relies on understanding the impact of the housing development on the livelihood of the peri urban farming society. The impact on the livelihood requires a comparison of the livelihood of the farmers' pre-dispossession of land and after the actualization of the housing development. Thus, a quantitative approach is preferred to conduct the comparison analysis. The product obtained through this method was triangulated with data obtained through focus group discussion and in depth interview of qualitative method. Therefore, this further strengthens the data and in turns the research product.

In addition, assessment on the policy provision of land expropriation is made analyzing the whole process, the intended result and the actual output emulating with the perspective of literatures supported by the would-be expectations of the community and experts as well as admin officials. This part is done using a qualitative method.

Therefore, the method employed in this research is a mixed method that combines or associates both qualitative and quantitative approaches. As a result, it has the strengths of both the qualitative as well as the quantitative research methods. Thus, as has been indicated by Creswell & Plano Clark (2007), that the overall strength of a study will then be greater than either qualitative or quantitative research.

3.1 Sampling Techniques and Sample Size

In order to select an appropriate sampling unit from dispossessed farmers, simple random sampling method (lottery method) was applied. In addition, purposive sampling technique were also be used to select a sample for Focus Group Discussion and interview.

3.1.1 Population

The population of this study was members of households who dispossessed their farmland and rangeland due to government condominium development. Moreover, officials and experts from Bole Sub-city administration and Woreda 10 and 11 were potential sources of information for the study.

3.1.2 Sampling Frame

The sampling frame of this study is identified by using internet sources via "Google Earth" computer application. It was done by marking each household compound by using Geographic Information System (GIS) software. After marking each compound, physical check was made by the researchers to determine whether each housing units visible in Google Earth present on the ground. Correction was made when in one compound more than one household lived together or wrongly merging of two or more plot as one compound due to the quality of Google Earth information.

After sorting out the problem of merging household plot or two or more household lived together in the same compound unique ID were given to each household plot starting from 001 to 316. This made possible to get a list of farmers who dispossessed their farmland duet to government intervention. Moreover, Woreda 10 officials and Bole sub city experts were major sources of primary data.

3.1.3 Sample Size

The total dispossessed farmers in the study area are 316. In order to determine the sample size among the population the following formula was used.

$$n = \frac{\frac{Z^2 * p(1-p)}{e^2}}{1 + \frac{(z^2 * p(1-p))}{e^2 N}}$$

Where: n = Sample size
   N = Population size which determined to be 316
   e = Margin of error (as a decimal) which set at 0.1
   Z = confidence level (as a z-score) set at 1.96 which corresponds to the
       95 percent
          Confidence level

Based on the above statistical approach a total of 74 sample households were considered in this study in order to generalize the whole population which is about 316. As it mentioned in the sampling frame, list of households were identified by spatial analysis tools (GIS software) from Google Earth image, then the researchers coded it by assigning unique ID number starting from 001 to 316.

4. Result and Discussions

The Bole Chfe-Ayat-Arabsa condominium project site is found at the eastern edge of Addis Ababa which was used once by the farmers as a farming land, animal rearing and residential area with grazing land and trees and bushes. There are about 14 housing development schemes of the 40/60 and 20/80 housing program which lands on nearly thousand hectares of land accounting the farmers settlements and the condominium development sites.

The location of Bole Chefe-Ayat-Arabsa condominium site is found in Bole sub city,Woreda 10 and 11 at the Eastern end of the City which is found adjacent to the border of Oromia regional state. Astronomically it is found within 9°53'33" N to 9°54'50" N and 38°53'29" E to 38°54'30" E *(Source: Google, 2007)*.The site and its surrounding are being partially developed by the housing program schemes.

4.1 Demographic Characteristic of the Study Area

This part of the study attempts to describe identify and describe family size, marital status, age, sex, educational status, religion, and ethnicity of household heads. The very reasons collecting such basic data assist the analysis, conclusion and recommendation of the study.

Demographic characteristic has a key role in a research to understand the generalized situation of the study area. The demographic characteristics of the sampled 74 Households (HH) heads are indicated in table 1. The average household size of the sampled HHs is 6.4 which is higher than the average in urban areas (CSA,2007). As has been seen in the table, most of the household heads are in the working age category whereas the rest accounting around 18 percent are in old age group. However, it is noticed during the field visit and focus group discussion made with elder and well known farmers, they did not retire. They strongly believe as they have to work hard not only to support the livelihood of their families but also no to get older and exhausted.

The Sample indicated as the community is wholly from ethnic Oromo and Orthodox Twahido Christianity is the sole religion of the society of the area. In addition, the interview revealed as the people in the area have a kinship among them. These show as the society has a similar socio cultural backup with a strong bondage. From the sampled 74 households, it was noticed as there is a low literacy rate among the heads of the households with around 43 percent of illiteracy.

4.2 Livelihood Prior and Post Land Expropriation

4.2.1 Agriculture

The survey data has shown that all of the surveyed household heads have relied mainly on agriculture for their livelihood. The agriculture that they have come through for long has not shown much improvement. However, they were able to produce enough agricultural production which enable them feed their family. Therefore, agriculture was the major economic base of the sampled population where they have come through a mixed farming approach; crop cultivation and animal rearing.

4.2.2 Land Holding

The land holding that they had could be categorized in three major types. These are; Farm land, Grazing land, Living area and its surroundings. The farm land is utilized for cultivating crops. As per the survey result, their previous land holding for farming ranges from 0.5 Hectare (Ha) to 12Ha where the average per capita land holding for a household was 4Ha which could be considered as big enough in comparison with most of Ethiopian rural farmers. Apart from the farm land, they also had a grazing land over which they look after for their animals with an average of 2.5Ha. per household. They collect hey from this land and partly used to feed their animals and the sold the rest for additional income earning.

The third category of land holding can be categorized in to two; the residential area and the woodlot land. The residential areas of most of the respondents are still under their holdings whereas some 17 of the respondents had lost their woodlot areas through expropriation. Survey result shows as that the

sizes of plantation in the woodlots vary from 33 stems till 12,000 trees, where the average per capita tree share of a household becomes 5900. This was also one of the livelihood supporting mechanisms.

4.2.3 Crop Production

It is indicated in table 3 as the sampled peri-urban farmers had large farming land size. There were various types of crops being cultivated by the sampled households on the farm land of which Wheat, Teff, Chickpea, Guaya and Lentils are the major ones. It is obvious that the price per quintal as well as the yield per hectare of the crops vary considerably from one another. But here the production that they produce is collectively accounted as 'production in quintals' in table 4 for ease of analysis.

In contrast with the farm size that they had, the production that they produced seems somehow small, however, it could show their rate of production in comparison with the none productive state that they are currently in. Nearly 99 percent of the sampled households were able to produce more than 10 quintals of crop per annum. It can also be noted from the same table as around 60 percent of the respondents had the production capacity of more than 30 Quintals per annum which will be more than subsistence when coupled with the earnings from the animals and the woodlot.

The vast majority of the respondents depended on mixed agriculture where crop production has been the prominent one. It is seen in table 5 that nearly 80% of the sampled household used to earn more than 60,000 Birr per year. The average family size of a household was identified to be 6.4. So, this shows that an individual with in this percentage category used to earn at least 9,375 Birr per year only from crop which is above one dollar a day. This all was prior to expropriation.

4.2.4 Livestock, Pack animals and Poultry Holdings

The data from the sampled households indicated that all households have cattle. The average cattle holding of a household was around 5. Out of the sampled 74 households 52 of them have owned sheep and/or goat. These 52 households had an average of nearly 6 sheep/goats. The major pack animals found in the study area being owned by the sampled households are horses and donkeys. It was only a quarter of the selected sample who owned a horse was as nearly all of them do have a donkey with an average of 2 donkey per household. These pack animals help the peri urban farming community with transportation of water and goods. The poultry population is much higher than any of the other animals accounting 8 per household.

4.2.5 Infrastructure and Services

The pre and post infrastructure and basic service development in the study area have not significant differences. Electricity, and water supply are vital basic services that should be available both in urban and rural areas. However, still no electricity and potable water supply development so far. In addition, there has been no change in the introduction of kindergarten near to their neighborhood. But there is new primary school, road and health post construct by government body that make possible to send children into school and easily getting health service near to landholder neighborhood.

4.3 Legal and constitutional base of rural land Expropriation and Its Implementation

4.3.1 Landholders Participation on Expropriation of their Farmland

According to proclamation number 455/2005 article 4/1 when the land is decided to expropriate for public purpose, government body (Woreda or Urban Administration) shall notify the landholder in written indicating the time when the land has to be vacated and the amount of compensation to be paid. However, the situation in the study area is quite different. Landholder informed about their land is expropriated for public purpose via a meeting scheduled by Sub-city and Woreda 10 and 11administration and by proxy.

Discussion made with Sub-city and Woreda administration stipulate that, landholders at the beginning reluctant to accept government project that displaced them from their farmland. But, frequent discussion between government officials and landholders as well as gossip that surround they will lose their farmland without compensation if they are not collaborated with government farmers agree to leave their farmland. During the meeting between farmers and government officials, farmers raised 3 questions. First, if they lose their farmland, besides the compensation package determined by law, they ask Woreda or Sub city administration rehabilitate them to restore their livelihood through engaged them in project work, organize them in MSEs, or providing working spaces.

Second, the provision of plot of urban land limited only household head and children with 18 or more years of old and must be married. So, they demand all children with 18 years old and above should be entitled to provide urban land and the existing size of 105 meter square provided for children should be increased, as it is not sufficient to construct a house and didn't consider farmers ways of life which depend on animal rearing related activities. Third, the amount of compensation is too small and can't compensate the loss of their farmland. During the focus group discussion displaced farmers said that, government paid 18 Birr per m^2 for their farmland, but it was 14,000 or more Birr sold for the same size to private house developers which is more than 700 folds.

Government legal document in case of land expropriation didn't give due emphasis on community participation during the expropriation process. The Amhara Regional State implementation manual number 35/2000 provide a better legal provision that protecting the interest of landholders through selecting 3 to 5 well known community representatives working with government body. The implementation manual clearly stipulate that Kebele administration should have the responsibility to notify the landholders in written form and explain government development initiative and the process of land expropriation which is nonexistent in the study area.

Focus group discussion made with dispossessed farmer clearly shows that landholder representation in Bole Chfe-Ayat-Arabsa condominium project is through seven community representatives having only limited role. The committee was a good information sources for Woreda and sub city administration about the size of individual land, and socio-economic condition of landholders. However, their role in compensation amount determination, complain and appeal process were symbolic.

4.3.2 Compensation Package given for Dispossessed Landholders

A massive urban expansion in the north east part of Addis Ababa dates back from the 1990th when Ayat real estate develop private villa houses. However, government lead project which resulted in land expropriation from peri-urban landholders has been started from May of 2008 to January 2014 (Woreda 10 manager, Fetene, 2016). The compensation package especially displacement compensation increased from time to time. For instance, in 2004, landholders in Ayat area compensated 4 Birr per square meter while 3 Birr per square meter for protected grass. Landholders in Sumit condominium site compensated 20,000 to 60,000 Birr for their houses in 2010. It was increased into 60,000 to 120,000 Birr in 2014 compensation for houses and 18.25Birr and 14 Birr for displacement compensation for farmland and protected grass respectively. Recently, displacement compensation for farmland raised into 33 Birr per m^2.

According to proclamation number 455/2005 article 7/1 a landholder whose holding has been expropriated shall be entitled to payment of compensation for his property situated on the land and for permanent improvements he made such land. On the other hand, article 8/1 deal with displacement compensation for permanently removed rural landholders. It says a rural landholder whose landholding has been permanently expropriate shall, in addition to the compensation made for his/her property, he/she entitled to displacement compensation which shall be equivalent to ten times the average annual income secured during the five years preceding the expropriation of the land.

The implementation of compensation package in Bole Chfe-Ayat-Arabsa condominium project was based on the list of compensation categories presented at proclamation number 455/2005. For displacement compensation, 18 Birr per square meter were compensated for farmland and 8 Birr and 75 cents per square meter for protected grasses. Moreover, depend on the size of the trees, 8 to 44 Birr were paid for a single tree, however, if a person is compensated for a tree he/she is excluded from displacement compensation for the land where the tree is raised. For mining license, it was 7 Birr per square meter government compensated for landholders.

Despite government implementation of compensation package which clearly stipulate in proclamation number 455/2005, unprecedented implementation problems have been apparent. Besides, lack of legal support for the displaced landholders and bring the general legal provision of how displaced landholders continue their livelihood without severe challenge after their farmland is expropriated can be worth mentioned here.

One of the critical challenges related with rural landholder displacement and compensation is little or no effort made to rehabilitate displaced landholders from their farmlands. According to the result of focus group discussions made with members of displaced landholders, the compensation package were fully focused on displacement compensation, and compensation for trees, protected grass and mining licenses. Interview with Woreda 10 official (see figure 5 below) confirm the result of focus group discussion. The official replied that there were some initiatives to organize youth through Micro and Small Scale Enterprises (MSEs) by giving them training to divert their occupation from farming to non-farming activities. However, due to various reasons (including lack of commitment by

government body) the plan was not successful and it is difficult to mention a single MSE effectively organized and sustain at present.

Constitution of Federal Democratic Republic of Ethiopia (FDRE) has several legal backing of protecting the interests of rural landholders and rehabilitation of displaced people due to government development plan for public purpose. For instance, Art 40 states Ethiopian peasants have right to obtain land without payment and the protection against eviction from their possession. Article 44/2 pronounce that all persons who have been displaced or whose livelihoods have been adversely affected as a result of State programs have the right to commensurate monetary or alternative means of compensation, including relocation with adequate State assistance.

Regulation no 135/2007 issued by the Council of Ministers deal with payment of compensation and assistance of displaced persons to restore their livelihood. However, there is no article in the regulation describe the type of livelihood restoration mechanism or specific government organ responsible for implementing the livelihood restoration activities. The Amhara Regional State Council Manual number 35/2000 provide a better elaboration on livelihood restoration mechanism. The manual state that city administration has a responsibility to help displaced farmers in the development plan and projects which displaced them from their livelihood.

4.3.3 Complain and Appeal

According to interview, focus group discussion and the survey result shows that landholders in the study area complain on both implementation and legal related issues. First, the amounts of compensation given to them are very small that couldn't help them to sustain their livelihood. Second, unless youths are married, they are not entitled to get 105 meter squire land even if their age is above 18 years and above, so this unwillingly pushes youth to get married. Third, relocation of landholders was poorly performed, as many of the farming community get replaced urban land far away from the existing settlements which affect the already established social bond. Fourth, delay in compensation payment is common. Fifth, even if they access new infrastructure such as road, health institution and new school, water and electricity are not there. Sixth, government mining inside or along farmer neighborhood creates sound pollution, severe vibration problem and above all it can be a cause of the death of cattle due to a big hole created by the mining activity.

Farmers complain starting from first day of the meeting held that landholder informed about their land is going to be expropriated for public purpose. As explained by participants of the focus group discussion landholders through their representatives submit their appeal first for Worda 10 and 11 administration and then to sub city administration. However, till know no realistic measure taken by government body. There have been a rumor heard that, as indicated by participants of focus group discussion, government organize displaced farmers in MSEs, provision of 105 meter squire plot of land for youth with age of 18 years and above regardless of their marital status, increase payment of displacement compensation and promulgate law related with assistance of displaced persons to restore their livelihood.

On the other hand, proclamation number 455/2005 article 11 stipulate that landholders can complain on the issue of compensation. The definition made in the same proclamation for compensation is "payment to be made in cash or in kind or in both to a person for his property situated on his expropriated landholding". However, as discussed during the focus group discussion made with displaced landholders, their main questions are related with how to restore their livelihood than a mere compensation packages listed in the proclamation that entirely ignore farmers livelihood restoration mechanisms.

4.4 Impacts of Expropriation of Peri-Urban Landholdings on Displaced Landholders

The effect of expropriation of peri-urban land on displaced landholders is multifaceted. It directly affects the amount of income they generate from their farming and related activities, their livelihood coping mechanisms, well established social bond, job opportunity, asset formation, physical structures, human and financial capital as well as the already established cultural practice preserved for thousands of years.

The survey result clearly state that almost all displaced landholders engaged in farming and related activities. Moreover, they don't have a particular skill that makes them participate in the existing labor market established in the city. As indicated in the focus group discussion with displaced landholders which confirmed by interview with government officials, majority of displaced farmers have 4Ha and above, getting considerable amount of crop production and due to nearness of the capital city, they were get market with reasonable price.

Their crop production also supported by many related activities such as animal products like milk, meat, yogurt, and they also support their income through the selling of cattle, straw, firewood, and trees in the city market. The cumulative impacts of such an activity were a well-established livelihood that supports the household and other extended family. However, the introduction of condominium development evicts farmers both from their farmland and their income sources. As a result, the displaced farmers, especially the old ones, become retire from their jobs. As indicated in the focus group discussion by the displaced farmers, elder people become weaken physically and morally due to the fact that they left nothing to do since their jobs are gone, their cattle are gone, and their social capital become weak.

Youths are the prime victim of the project that expropriated their farmland. First of all, the majority of residents in the study area in general and youth in particular have not been educated and even not completed primary education. So, the only open profession for them was agriculture and related activities. As a result of expropriation of their farmland and little skill develop in their life, youth couldn't be able to join the existing congest labor market which demand skilled labor forces. Consequently, they left their home to other urban centers (including Addis Ababa) in search of job or become jobless and depend on their family at their productive age. The result of focus group discussion with displaced youth stated that, getting divorced have been a common phenomenon among youth, as they married for the sake of getting 105 meter squire urban land.

FDRE constitution article 35/1 clearly stipulates that women have equal right with men. Article 6 also reaffirm that women have the right to full consultation in the formulation of national development policies, the designing and execution of projects, and particularly in the case of projects affecting the interests of women. They also have the right to acquire, administer, control, use and transfer property. In particular, they have equal rights with men with respect to use, transfer, administration and control of land. However, the expropriation process and the associated effects of compensation package that directly affect family livelihood didn't treat the interests of women separately. Consequently, women become dependent of men for the family income or engaged in selling of products in local market.

As mentioned by elder people left in the study area during the focus group discussion, displacement of farmers from their farmland severely affects family kinship originated for centuries ago. Displaced farmers are members of few families that create an opportunity to help each other, guardian when difficult situation were happened, had an established social organization such as Idir, local saving system (Equb), religion based association, and they were share both happiness and sadness together. The ongoing relocation project in the study is determined to be poorly performed. Displaced farmers resettled in various area of the city that weakens the social capital of well-established community.

5. Conclusion and Recommendation
5.1 Conclusion

Urban expansion on the peri-urban area in Addis Ababa is not a new phenomenon. However, government lead large scale public projects intensified in the last 10 or 11 years dominantly in the east and northeastern part of the city. Cooperative land provision for residential house development and 20/80 and 40/60 condominium housing development are forefront massive projects that resulted in thousands of peri-urban landholders displaced from their landholding and dispossessed their farmland in the name of expropriation of land for public purpose.
Despite farmers have not been strongly challenged the project, the plan, implementation and monitoring and evaluation of the initiative constrained by a lot of issues as well as the existing legal framework that govern the expropriation process don't give due attention for restoration of peri-urban landholders livelihood after they evict their landholdings. Except regulation number 135/2007 which promulgated by council of ministers, there is no legal ground that assist displaced persons to restore their livelihood. The compensation package only focus on displacement compensation for farmland and its improvements, protected grass, perennial crops, trees, fence, buildings, burial ground and mining license.

The impact of land expropriation on peri-urban farming community carried out at Bole Chfe-Ayat-Arabsa condominium project creates an asymmetry results. As clearly stated FDRE constitution article 40/3, land is a common property and ownership is exclusively vested in the State and in the peoples of Ethiopia article 40/8 also said government has the power to expropriate private property for public purpose. The cumulative effects of such legal ground is, government can, without significant challenge, expropriate peri-urban landholdings with compensation payment listed in proclamation

number 455/2005. This can facilitate smooth implementation of government lead projects entrusted to realize based on the scheduled set by the relevant government body.

On the contrary, landholders face various challenges due to the expropriation of their landholdings. They are unable to join the existing labor market in the city, as they don't have the required skill to compete the already stiff competition of the labor market at the city. Consequently, they migrate into another area as a stranger or working as daily laborer or guard of construction projects near to their vicinity.

So far, the expansion program carried out in the study area weakens the already established social bond of the displaced landholders. In addition to expropriation of their farmland and associated effects of displacement, farmers face a difficult situation when they provided plot of urban land far away from their previous neighborhood. The social connection of the existing neighborhood was very high as almost all landholders have members of 10 to 12 families.

Level of community participation in the expansion program was limited. Some of the existing landholders informed through a general meeting and others are via proxy. Moreover, the role of landholder representatives limited only on information provision for socio-economic condition of landholders and serving as a witness for size and ownership status of landholdings. However, their role in complain and appeal process, participating in valuation of displacement compensation for farmland, protected grass, and buildings are inadequate.

5.2 Recommendation

Urbanization in developing countries in general and in Ethiopia in particular is an inevitable situation, so does urban expansion towards the immediate peri-urban settlements. Urban expansion project for cooperative residential housing development and large scale condominium house construction in the study area have socio-economic, and legal impediment on the farming community. Therefore, to alleviate the issue, the following possible recommendation is forwarded.

- Policy makers, officials and other responsible bodies should give due emphasis for restoring the livelihood of displaced farmers as they have limited skill to join labor market and they only know farming and related activities. Therefore, revision of the existing legal documents that govern ongoing land expropriation, displacement and compensation process is worthwhile.
- The role of landholders in the process of land expropriation is critical. However, the extent of their participation is limited during the preparation, implementation and monitoring and evaluation phase of the project. Thus, Sub city and Woreda administration should be participated landholders in all phase of the process and taking into consideration their interests, comments and ideas.
- Government bodies especially Sub city and Woreda administration look for an innovative ways to support landholders to sustain their livelihood. They can engaged displaced landholders in the project work, taking as a supplier for various inputs in construction projects and above all organized them in MSEs by delivering skill based training and microfinance services.
- Infrastructure development in the expansion area in general and in the study area in particular seems to target would be condominium and cooperative residential households. Therefore,

government body should taking, displaced landholders, into consideration at least at the planning stage of infrastructure development and gives a priority during electricity, water supply, health, school, road and other services and facility installation.

- Displaced landholders in the study area have a close kinship as they originate from 10 large families well known in the area. Sustaining such social capital has a paramount importance in restoring the already affected livelihood of displaced landholders. Therefore, provision of replaced land for displaced households should consider the well-established social integration of displaced households.

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Graduates' Employers' Satisfaction Survey Study on Ethiopian Civil Service University

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Abstract

The main objective of this study was to assess the satisfaction level of civil service organizations on the service provision of ECSU graduates, particularly with regard to their competency, effectiveness, efficiency and professional ethics. In the study descriptive survey was used as it is suitable for generating pertinent data on the opinion of large number of respondents. Of the nine regional states and two city administrations six regional states and one city administration (Addis Ababa) were selected as a sample using purposive sampling methods and in parallel a total of eleven cities of the six regional states were selected and included in the sample as they have relatively greater number of ECSU graduates. Three groups of respondents were participated in the study which was ECSU graduates, co-workers and supervisors. ECSU graduates and co-workers were selected using availability sampling techniques whereas supervisors were selected using purposive sampling methods. The total number of respondents participated in the study were 739 of which 319 respondents were ECSU graduates whereas 333 and 87 respondents were co-workers and supervisors respectively. In the study both quantitative and qualitative research methods were used and thus questionnaires and focus group discussion were employed as primary data gathering instruments. The collected data was analyzed & tested through SPSS version 22. The main findings of the study revealed that the overall satisfaction level of civil service organizations on ECSU graduates was 80.23%. Co-workers rated ECSU graduates much lower than supervisors & graduate self-rating. Some of the recommendations forwarded were   that the university had better to conduct further research to find out major causes of customers' dissatisfaction; ECSU had better work to create alignment between its programs and other universities programs to benefit graduates opportunity of continuing further education. Moreover, ECSU should also work hard to familiarize (awareness) its educational programs to other universities using symposiums, workshops and different forums. Image building using various public awareness creation mechanisms; the establishment of graduate's alumni; the university should also strengthen a university - industry linkage and update its admission criteria based on the current context of the country in consultations with its stakeholders.

1. Introduction

Customer satisfaction survey is scientific based research undertaking to assess the satisfaction level of service users. It is believed that customers want to get service from their respective organizations to attain their expectations. The importance of customers' satisfaction as a tool to measure the provision of service by organization to their customers is highlighted by different scholars. In line with this, Rahim Moshaba (2010) explained that customers satisfaction measurements are the key factors for the survival of service giving organizations and development of customers' confidence to get quality services.

It is also believed that quality service provision is strongly tuned with the successful achievement of customers' satisfaction and the creation of good customers' experiences towards service provision organization. (Gustaffson and Johnson 2016) strengthen that customer satisfaction surveys are a valuable tool for service giving organizations helping gain a better understanding of customers' requirements, preferences and improve continually to meet customers' expectations. In believing the importance of conducting customers satisfaction survey, Ethiopian Civil Service University /ECSU /has tried to assess the level of customers' satisfaction of civil service organizations by its graduates' service provision.

Since its establishment in 1996 ECSU has played a significant role in building the capacity of the civil service in all aspects of its core business areas such as education, research, training and consultancy and community services. This mission of ECSU has been changed to reality through the provision of different under-graduates and post graduates programmes based on the development need of the public service of the country. And continuously tries to check the satisfaction of public sector organizations as its customers. ECSU gives at most emphasis to the values of customers and includes customer satisfaction in balanced score card (BSC) perspectives identified by the University. This shows that ECSU's effort and to meet the capacity building demands of the public sector organizations through its programs and services were measured periodically through impact assessment every five years; external customers' satisfaction survey every year and students' satisfaction survey twice in a year. The public sectors' satisfaction on the competency, effectiveness, efficiency and professional ethics of the university graduates increasingly becomes valued by the government and public services.

Conducting of customer satisfaction survey taking civil service organizations as point of reference is, therefore an essential indicator of the provision of quality services and programs by the university. As strongly believed the survival of the university is contingent with the satisfaction of its customer's particularly civil service organizations operating both at federal and regional states.

To this end, the best way to find out either civil service organizations as customers of the university are satisfied or dissatisfied with the quality of services rendered by the university is through the periodic conduct of customer satisfaction survey study taking graduates of the university as a unit of analysis.

Therefore, this external customer satisfaction survey is aimed at generating pertinent empirical data for realizing the satisfaction level of civil service organizations on the graduates of ECSU, basically in respect to their competency, efficiency, effectiveness and professional ethics in delivering services to civil service organizations.

The periodic assessments on the level of customer satisfaction of ECSU graduates can ultimately makes contribute to the developmental effort of the country. Every aspect of university services should be reviewed with an eye relevant toward achieving public satisfaction of services and mean while contributing to the growth and transformation plans (GTP) of civil service organizations.

According to the report of civil service reform program assessment, the functioning of the civil service of the country is characterized by many inadequacies of service provision problems such as ineffectiveness and inefficiency with archaic corruption and rent seeking attitude and lack of professional ethics. It is also manifested by lack of good governance, competency, accountability and transparency. Beyond that, the report revealed that still there exist many capacity problems of public offices to effectively shoulder the development agendas of the country which need positive measures through the provision quality services and increasingly raising the satisfaction of the civil service organizations.

According to its establishment regulation (Council of Ministers Regulation No.3/1996) and the five years strategic plan of the ECSU (2015 -2019), the university bears the responsibility of producing competent and professionally committed graduates that make a meaningful contribution in the effort made by public sector organizations to provide quality services and improve public satisfaction.

With the same argument in pursuant of its mandate, the civil service university admittedly believes that producing competent graduates who make great effort to alleviate the multi-faceted problems of the civil service, is one of its responsibilities that requires continuously revitalizing its programs and establishing a system of quality service provision mechanisms. However, in practice there are many gaps and problems with respect to ECSU graduate in their competency, effectiveness, efficiency and professional ethics in the process of their service provision in civil service organizations.

This assumption needs to be substantiated with facts generated from the ground realities through conducting extensive customer satisfaction surveys, taking civil service organizations as point of focus. Such attempts will facilitate the university's future programs to be tuned with the needs and interests of civil service organizations.

In light of this perspective; the present study has been designed to assess the satisfaction level of civil service organizations with respect to the competency, effectiveness, efficiency, professional ethics of the university graduates in the course of their service provision in civil service organizations. Thus the following basic questions were formulated to guide this study

1. What is the satisfaction level of public organization on the service provision of ECSU graduates?
2. What is the perception of civil service organizations on the competency, effectiveness, efficiency and professional ethics of ECSU graduates in accomplishing their assigned tasks?
3. Do ECSU graduates are assigned in the job position related to their fields of specialization in civil service organization?
4. What is the extent of the match between the knowledge, skills and attitude ECSU graduates gained with the requirements of currently assigned job positions?

5. Is there a significant difference among groups of respondents on competency, effectiveness, efficiency and professional ethics of ECSU graduates?

2 Reviews of Related Literatures

2.1Measuring Customer Satisfaction

This sub-topic provides the literature review of the relevant sources on the quality and customer satisfaction in Higher Education Institutes. In particular, the following points were reviewed, the Quest for quality in Higher Education Institute's, the Characteristics of Service Quality , Customers of the education process, Measuring Customer Satisfaction , Approaches to Quality, Graduate employability – the 21st Century Question , National and East African Experiences on the Issue and in the last section, the parameters used to measure quality in the context of ECSU that are Competency, Efficiency, Effectiveness and Professional Ethics are also alluded to.

Customer satisfaction is one of the key factors that help both service and product provider companies remain competitive and sustainable. Achieving customer satisfaction is always a desirable goal of all enterprises because the ones which can satisfy the higher level of customer satisfaction are more likely to retain more customers, increase the loyalty and earn more profits.

Customer satisfaction can be considered as an "attitude" on the series of interactions. It means on every point of interaction between customers and products/services providers, customers will have judgments about the quality of them and their satisfaction depends on the overall evaluation of service quality (Yi, 1990, 104; cited by Thien Phuc Nguyen (2014)).

However, most frequently individuals perceive customer satisfaction as an end result that ignores the inputs and processes required to create it. Moreover, customer satisfaction can also be created by the accumulation of positive service experiences (Jones & Suh, 2000, 147) and the positive experiences obviously increase the customer satisfaction. The above explanations can show us that the services' outcomes and overall evaluation of services' process contribute to customer satisfaction. In short, customer satisfaction is the customers' fulfillment response. It is a judgment that a product/service feature, or the product or service itself, provided (or is providing) a pleasurable level of consumption-related fulfillment" (Oliver, 2010, 8). But, the question that may raise here is 'does it possible to measure customers' satisfaction?'

Customer satisfaction in most instances is considered as an attitude that is found in the sequence of interaction takes place between the provider, the product and user. It means on every point of interaction between customers and products/services providers, customers will have judgments about the quality of them and their satisfaction depends on the overall evaluation of service quality (Yi, 1990, 104). However, the most determining factor for customer satisfaction is the post service judgment provide by the user. Accumulated Previous positive experiences have also created customer satisfaction. Though absence of consistency could be eroded it easily.

2.2 Theories of Customer Satisfaction

There are three theories on Customer satisfaction.

2.2.1. Assimilation Theory it was developed from of Frestinger in 1957. According to him, in post-purchase stage, there will be some discrepancies between previous expectation and real product/service

performance; customer, unfortunately, may have certain dissatisfaction about given services or products. In order to avoid dissonance, they will modify their current perception about real performance correspond to previous expectations. Otherwise, customers might alter their previous level of expectation so that they meet the current state of the products or services. By doing so, customers attempt to diminish the disconfirmation that they experienced. (Aigbavboa et al., 2013, 49-50)

2.2.2.Contrast Theory

While assimilation theory emphasizes the curtailment between customer expectation and real product performance, the contrast theory goes in the opposite direction by indicating that customers tend to aggrandize the gap between their expectation and performance of products. The idea was initially introduced by Hovland, Harvey and Sherif (1957). According to the concept of the theory, the customers can possibly experience a considerable dissatisfaction when the products are revealed differently with the advertisings (Raab et al., 2008, 72). However, the underestimation of products from the advertisings can lead to the correspondence between customer expectation and CS (Varra 1997, 45).Other researchers support for this theory (Oliver & Hamming 1994, 17) since it points out the customer's tendency of exaggerating between their expectation and product performance.

2.2.3.Assimilation-Contrast Theory

As its name reveals, assimilation-contrast theory is a mergence between two aforementioned theories. At first, the effect of assimilation and contract was discussed by Sherif and Hovland (1957), and then thanks to this notion, the assimilation-contrast theory was "born" in 1973 by Anderson. The idea of this theory is relatively comparable with zone of tolerance (Zeithaml et al., 2013). The failure of meeting customer expectation may happen, but if the deficiencies fall into zone of tolerance of customers, they still adopt the products or service, in this case, assimilation theory prevails (Lamb & Dunne, 2011, 207). Conversely, if the deficiencies are unacceptable, the gap between expectation and product performance will be exaggerated as a result (Vavra 1997, 45).

1. Kano Model Introduced in 1996 by Noriaki Kano, the theory indicates that the sufficiency of product's attributes might not possibly lead to customer satisfaction; instead, the importance of product's attribute expected by the customers is more likely to satisfy them. This model is based on 3 attributes which are basic attribute, performance attribute and delight attribute. (Kano & Seraku, 1996)

2.3 Graduate employability – the 21st Century Question

The conventional purpose of HEIs is preparing graduates to the world of work. However, currently the primary Role of higher education institution is increasingly to transform students by enhancing their knowledge, skills, attitudes and abilities while simultaneously empowering them as lifelong critical reflective learners. (Lee Harvey).

But research findings couldn't support this assertion and even they mentioned that there is a growing tendency of less demand for graduates all over the world (Athulal & Herath, 2011). The reason for these may be the degree of importance employers given to employees attribute is more than the graduate's degree. Some research studies extend this argument and said, with the exception of few fields of studies such as

engineering and medicine, employers are not taking subject specific knowledge as a predetermining factor to employability of graduates.

Degree is no guarantee of a job and now employers are looking for various skills in graduates, besides technical competence and work experience. This implies that following the dynamic demands of the globalized world employers are looking graduates who have not only filling the position, but also have the required job related skills and attitudes other than the traditionally known academic theoretical underpinnings.

A study made by Aida, B and et.als, examines the experience of Malaysia and finds the critical success factor is producing quality employees that match the existing and forthcoming needs of the employers. Study made by Esther Megía and Nieves Pascual relate this idea with effectiveness of employees and put three points of measuring it. One: its degree of correspondence with reality. Two: Time or capability of schemes to provide QA services for a long time at the same level. Three: Support and help HEIs to develop schemes of their own. In this logic, asserted the researcher the primary measure for guaranteeing effectiveness inevitably involves communication with HEIs.

Why and how this relatively dramatic shift comes? Harvey, mentioned fisher, 1998 and identifies the critical graduate attributes contemporary employers demand. These are bright graduates having scored better result in their tertiary level education taken as a first filter to employment.

In this connection Harvey, 1997 rather mentioned two important attributes that must be developed by graduate employees so as to succeed at work place. These attributes are; interactive and personal attributes.

The interactive attributes includes ; communication , team work and interpersonal skills; whereas the personal attributes are attitudes and including intellect , knowledge , willingness , and ability to learn and continue learning , ability to find things out , willingness to take risks and show initiative , flexibility and adaptability to respond , pre –empty and ultimately lead change and self-skills.

At this point Kalsal et.al, 1972, cited by Harvey, 1997, underlined that the set of specified skills has not seen a tremendous change for a long time; however organizational change and advancement in technology results with additional ICT skills , team working , flexibility and adaptability. Furthermore some skills are getting deeper and few are added. For example problem solving skills has become creative problem solving skill and risk taking skill has become an additional essential attribute.

All these changes are forced HEIs to see a head of their traditional purpose; graduates to set up their mind and prepare to become lifelong learners. Generally, time has forced to create or establish a strong higher education – employer – graduate interface which needs to address the organizational structures & mission of public service organizational in one hand and the required graduate attributes on the other hand is a timely and mandatory action that should be taken.

Although the literature preaches for linkage between university and industry, researches made on the issue such as the National Survey of Employers' Views of Irish Higher Education Outcomes (2012); identified

that half of the companies surveyed in the research are not happy with the engagement established between industry and higher learning institutes. This also consequently results with less satisfaction in the speed at which course content changes were made to meet changing needs.

Generally speaking, there is a perceived conflict between the requirements of industry for graduates trained in the specific tools and methodologies that they are currently using, and the desire of universities to teach students in a broader, more theoretical way in order to equip them to deal with what is likely to be used in the future as well as what is current.

In this regard, Harvey concludes that the University of the Future needs to be an integrated lifelong learning university or OMNIVERSITY not a fortress of academic impregnability. Which means, universities should become flexible and have created an interconnection with the academic, community and employment organizations?

In the process of satisfying the demands of employers , the bottlenecks or the critical issue is bridging the gap between the theoretical underpinning and practical capabilities of graduates and in most cases , graduates are found lacking operational and practical skills that help them in the world of work.

Employers look for a range of skills from graduates and many of it are common to different career areas. The most commonly mentioned are ; communication , team working , leadership , initiative, problem solving , flexibility , enthusiasm , negotiating , networking , planning and etc.

Scholars frequently categorized employability skills of graduates in to soft and hard skills. Soft skills are related to the personal qualities of the individual that makes the graduate a good employee and a compatible co-worker. It is a highly critical skill across different fields of specialization, organizations and variety of jobs regardless of position or title. Unlike the soft skills, hard skills are mostly related to professional expertise, tools or techniques that allow the employee to work with in the profession.

The Malaysian journal of society and space (2015) asserts that there is a significant gap between managers' expectations and the skills graduates possesses from the University. The journal concludes that graduates are exhibited low overall preparedness for employment or in other words, the graduates generally are not able to fulfill the needs of the industry.

Another study made on employer satisfaction in Australia by (Dianne Hagan, 2001) suggested the availability of more channels for communication between universities and employers, e.g. that industry should play a greater role in course and curriculum design, that there could be more use of industry lecturers, and those university lecturers should stay in touch with what is happening in industry. Creating such close interconnection between the two parties may help the university to cope up the dynamic world of the work; whereas industries may get suitable employees from the universities and encouraged to continue their contribution.

The same journal, citing Yee Ting & et.al, 2015 finds the same result and concludes, graduates should adjust themselves for current context of the job world, especially improve their soft and technical (hard)

skills for better job opportunities. In this case, the research also recommends a close interlink age between Universities and the industry.

The gap between the skills required on the job and possessed by employees is the real concern of the current world. Most of the HEI's or the education world that works in preparing graduates to the world of job is emphasizing on subject specialization than other job related skills. A tracer study conducted by Mekelle University (2012) has also find a difference between the required and acquired competences (personal attributes) of graduates, although the study categorized the difference as slight one.

3   The Methods
Research design and methodology discusses the research design and sampling methods, source of data, data collection instruments and procedures of data analysis.

3.1 The Research Design
Descriptive research design was used due to its appropriateness to collect data from large population through questionnaires. Equivalently both quantitative and qualitative research methods (mixed approach) was employed in the study. The quantitative method was selected to generate numerical data that can be transformed with useable statistical calculations and analysis. Meanwhile qualitative data was generated through the administration of focus group discussion that helps to substantiate the analysis of quantifiable data.

3.2 Source of Data
Primary and secondary data sources were used in the study to collect pertinent information related to main objective and research questions of the study. Major primary data sources were questionnaire respondents ESCU graduate co-workers and supervisors including graduates self-rating. Focus group discussion was also used to collect data from ECSU graduates coworkers to get detailed information.

3.3 Sampling Design
In this study non-probability methods were employed in selection of sample regional states, towns and sample respondents. Thus from the total of population of nine regional states and two federal city administrations six regional states and one city administration were selected as a sample using purposive sampling methods. This is because the intention to include both of emerging and non-emerging regions and to get larger number of ECSU graduates which have larger proportion in larger area of regional states. Meanwhile, 2 emerging regional states capital town (Asosa and Jigijiga) and 8 better developed regional states towns (Bahirdar & Debrebirhan,Adama &Abmbo,Mekele and Axum, Hawasa& Arbaminch) and a city administration (Addis Ababa) were included as a sample . On the other hand available sampling method was used in the study to select sample respondents of ECSU graduate, coworkers and supervisors, due to unwillingness of respondents to fill out the questionnaire.
 Moreover, sample selection of co-workers and supervisors questionnaire respondents were taken using pre-determine criteria for generating reliable and more knowledge base data in such a way that only those co-

workers and supervisors who work in the selected public offices with ECSU graduates for two years and above and only those co-workers and supervisors with first degree and above were considered.

3.4 Data Collection Instruments

The major primary data gathering instruments of this study were questionnaire and focus group discussion. Questionnaires were prepared as numerical data collection instrument for three groups of respondents. The first questionnaire was distributed for ECSU graduates to respond to the given five likert scale rating scheme and evaluate themselves on the various 42 items. The second questionnaire which consists of 38 question items was prepared and distributed to co-workers and supervisors who have worked at least two years with ECSU graduates. Thus, a total number of 349 questionnaires were distributed to ECSU graduates and co-workers; 87 questionnaires for immediate supervisors. However properly filled out and returned questionnaires of ECSU graduates were 319(91.40%) and that of co-workers and immediate supervisors were 333 (95.42%) and 87(100%) respectively.

The other qualitative data gathering instrument was focal group discussion with purposefully selected participants who were senior employees and managers of sampled civil service organizations. Thus, from each sampled 10 regional cities and one federal city administration, twenty participants from each sample area (with a total of 220) were selected.

3.5 Method of Data Analysis

The quantitative data generated through the questionnaires were properly organized, coded and have entered in SPSS statistical package (version 22) for the production of output suitable for further date analysis and interpretation. Furthermore, weighted percentages were used for analysis and interpretation of the various variables under investigation and simultaneously the existence of statistical significance difference across variables were properly tested and compared using chi-square test of significance difference of 0.05 level.

4   Results and Discussion

The major respondents of this study were categorized into three groups; ECSU graduate, Supervisors and Coworkers. The respondents were sampled from 6 regional states and one city administration (Addis Ababa). The total number of respondents participated in the study were 738. The variable that the study has attempted to investigate were competency, effectiveness, efficiency and professional ethics of ECSU graduates in their provision in civil service organizations. Moreover, the five likert scale of the questioners were sum up into three scales for ease of data presentation and analysis in such a way that strongly agree and agree categorized as 'Agree' (A) and strongly disagree and disagree sum up into 'Disagree'(DA); whereas 'Partially agree'(PA) was taken as it is (Details are presented in the attachment).

Here under collected numerical data has presented in the table together with its analysis.

Table 1: Profile of Respondents

Respondents		ECSU Graduates	Co-workers	Supervisors	Total
Sex	Male	214	211	66	491
	Female	104	120	21	245
	total	318	331	87	736
Level of Education	BA/BSC	185	255	62	502
	MA/MSC	133	77	25	235
	total	318	333	87	738
Total					738

Source: own preparation, 2016

As table one depicts, the total numbers of respondents were 738. Among these 318(43.09%), 87(11.79%) and 333(45.12%) were ECSU graduates, Supervisors and Coworkers respectively. On the other hand the mix of sex of the respondents showed that ECSU graduate respondents were 104 (32.70%), and 214 (67.30%) were female and male respectively; supervisors were 21(24.14%) females and 66 (75.86%) males and that of coworkers were 120 (36.25%) and 211 (63.75%) females and males respectively.As far as the educational level of respondents concerned, the majority 502(68.02%) were first degree holders whereas 235 (31.98%) were second degree holders.

As it is further portrayed in the attachment part of the study, the number of sample respondents participated in the study along the regions and city administration, were that Oromiya 166(21.39%), SNNPRS 136(17.53%), Amhara 130 (16.75%), Tigray 74 (14.69 %), Somali 91(11.73 %), Benshangul Gumuz 75(9.66 %) and Addis Ababa 49(6.32 %) responds accordingly.

Table.2 Total Respondents Weighted Mean on ECSU Graduates Competency

No.	Item	Graduates Self Rating in (%) (n=319)			Coworkers in (%) (n=333)			Supervisor in (%) (n=87)		
		A.	PA.	DA.	A	P A.	DA.	A	PA	DA
1	Ability to think creatively and come up with best decision making. **(Decision making)**	89.6	9.1	1.3	75.2	23	1.8	86.2	13.8	0
2	Ability to communicate with team members & organization customers (**Interpersonal skills)**	94.3	4.4	1.2	83.7	13.3	3	85	13.8	1.1
3	Ability to view organization as integrated whole.**(organizational thinking)**	87.6	11.5	1	75.3	21.3	3.3	80.3	18.6	1.2
4	Ability to participate & deliver result in teamwork at expected standard (**Team work)**	90.6	8.2	1.3	80.9	17.2	1.8	91.8	7	1.2
5	Competency to collect, Organize, analyze and use information (**Analytical & Problem Solving skills)**	88.6	9.8	1.6	72.9	21.6	5.4	86.2	12.6	1.1
6	The knowledge and abilities needed to accomplish day to day activities of the organization: **(Technical skills)**	87.8	10.4	1.9	75.2	22.1	2.7	80.5	17.2	2.3
7	Possess a solid foundation of background knowledge and skill of the job **(Sector Specific Skills)**	85	13.7	1.3	71.9	24.2	3.9	75.9	18.4	5.7
8	Display sensitivity to the importance of time to self and others **(Sense of Urgency)**				76.1	19.1	4.8		27.9	1.2

No	Item									
		90.5	8.5	0.9				70.9		
9	Readiness to learn new things for better organization performance(**Continuous Learning)**	83.8	13.3	2.8	78.2	19.1	2.7	81.2	*16.5*	2.4
10	Planning, organizing, leading, and monitoring and evaluating(**Managerial Skills**)	90.5	9.2	0.3	78.6	16.9	4.5	78.8	17.6	3.6
11	Knowledge of civil service reform of the country	87.3	11	1.6				76.7		1.2
					75	21	3.9		22.1	
12	**Use of reform tools** -balanced score card, change army BPR and others.	83	15.5	1.5	75	19.2	5.7	71.3	24.1	3.4
13	Ability to respond positively to changing circumstances and new challenges, flexibility **(Adaptability)**	88	10.7	1.3	76.4	18.7	4.8	81.6	14.9	3.4
14	Responsiveness to give and take feed backs.	88.3	9.8	1.9				78.8		1.2
					77.7	19	3.3		20	
15	Do you perceive that Ethiopian Civil Service University (ECSU) graduates are competent	91.9	5.3	2.5	75.4	20	4.5	83.3	13.1	3.6
Sum percentage		1326.8	150.4	22.4	1147.5	295.7	56.1	1208.5	257.6	32.6
Weighted Mean of respondents		88.47	10.03	1.5	76.5	19.72	3.74	80.57	17.18	2.18

From table 2 depicted that out of the 319, 333 and 87 , graduates, coworkers and supervisor were approached through questionnaire to respond on the competency of ECSU graduates and the weighted mean showed that graduate self-rating (88.47%), coworkers(76.5%) and (80.57%) were that of supervisors. The data

portrayed that coworkers and supervisors rated lower than graduates self-rating on the competency of ECSU graduates. The focus group discussion conducted with senior supervisors and coworkers also strengthen this idea that ECSU graduates competency was not very satisfactory as expected in performing their task duties.

Table 3: Total Respondents Weighted Mean on ECSU Graduates Effectiveness

No.	Item	Graduates Self Rating in (%) (n=319)			Coworkers in (%) (n=333)			Supervisor in (%) (n=87)		
		A.	PA.	DA	A	P A.	DA.	A	PA	DA
1	Contribute for the success of organizational goal (**Fit for purpose**)	91.3	7.5	1.2	76.7	20.2	3	79.3	18.4	2.3
2	Quality of Services delivered to the organization	89.4	9.1	1.5	72.6	23.4	4	85	12.6	2.2
3	ECSU graduates Contribute to bring organization customer satisfaction	91.8	5.7	2.5	73.7	21.8	4.5	79	18.6	2.3
4	Do you perceive that Ethiopian Civil Service University (ECSU) graduates are	89.6	8.8	1.6	71.4	23.5	5.1	81.6	13.8	4.6
	Sum percentage	362.1	31.1	6.8	294.4	88.9	16.6	324.9	63.4	11.4
	Weighted Mean of respondents	90.53	7.78	1.7	73.6	22.23	4.15	81.23	15.85	2.85

Source: own preparation, 2016

As reflected in table 4, respondents' showed their opinion regarding the effectiveness of ECSU graduates and then the weighted mean indicated that graduate self-rating (90.53%), coworkers (73.6%) and supervisors (81.23%). One's again as it is indicated in figure 3, coworkers and supervisors also rated lower than ECSU graduates self-rating on the effectiveness of ECSU graduates.

Data collected from open ended question items revealed also that some of ECSU graduates did not work hard in providing quality services and build customer satisfaction of service users.

Table4. Total Respondents Weighted Mean on ECSU Graduates Efficiency

No.	Item	Graduates Rating in (n=319)	Self (%)		Coworkers in (%) (n=333)			Supervisor in (%) (n=87)		
		A.	PA.	DA.	A	P A.	DA.	A	PA	DA
1	Achieves desired performance out come with minimum time	84	14.1	1.9	67.5	27	5.4	74.7	23	2.3
2	Achieves desired performance out come with minimum costs	84.6	13.6	1.9	69	26.1	4.8	75.9	21.8	2.3
3	Achieves higher performance results of task accomplishment compare to the required performance.	88	9.7	2.2	72.9	22.9	4.2	78.1	17.2	4.6
4	Get the most out of using allocated level of scarce resources.	84.7	13.4	1.9	72.3	21	6.7	72.9	21.2	5.9
5	Do you perceive that Ethiopian Civil Service University (ECSU) graduates are efficient in using organizational resources?	88.6	9.8	1.6	71.4	22.9	5.7	73.6	23	3.4
	Sum percentage	429.9	60.6	9.5	353.1	119.9	26.8	375.2	106.2	18.5
	Weighted Mean of respondents	85.98	12.12	1.9	70.62	23.98	5.36	75.04	21.24	3.7

Source: own preparation, 2016

Respondents were requested to rate the efficiency of ECSU graduates as observed in table 5, depicted that graduates self rating (85.98%), coworkers (70.62%) and that of supervisors were 75.04%. Both coworkers and supervisors simultaneously rated lower than graduates self rating on the efficiency of ECSU graduates. This is also consolidated by figure 4.

On the other hand, data generated from focus group discussion and open ended items strongly magnifies that the efficiency of ECSU graduates were not very satisfactory.

Table 5: Total Respondents Weighted Mean on ECSU Graduates Professional Ethics

No.	Item	Graduates Self Rating in (%) (n=323)			Coworkers in (%) (n=333)			Supervisor in (%) (n=87)		
		A.	PA.	DA.	A	P A.	DA.	A	PA	DA
1	Demonstrate faithfulness to persons and Organization	90.2	8.5	1.2	72.2	23.3	4.5	80	16.5	3.6
2	Account for personal duties and responsibility	89.9	7.5	2.5	75	19	6	80	17.6	2.4
3	Serving Public Interest	90	7.2	2.8	72.3	21.4	6.3	77.9	20.9	1.2
4	Responsive to organizational and customer requirements.	87.7	10.7	1.6	75.2	21.2	3.6	71.7	25.9	2.4
5	Respecting the law	89.5	8.9	1.6	77.9	18.1	3.9	77.9	19.8	2.3
6	Made decisions based on objective criteria, rather than on the basis of bias and prejudice,	82	14.8	3.1	70.5	24.1	5.4	78.9	18.8	2.4
7	Exercising legitimate authority properly	85.2	11.6	3.1	74.3	20	5.8	80	17.6	2.4
8	Demonstrate personal integrity & courage to work right things even when there is great pressure to do or not to do	83.7	13.8	2.5	76.5	19	4.5	84.9	14	1.2

NO.	Items									
9	Honest & truthful in all their dealings in the organization	87.7	10.4	1.9	75.6	19.8	4.5	82.8	17.2	0
10	**D**emonstrate transparent work in the organization	88.7	9.7	1.6	72.5	19.6	7.9	81.4	16.3	2.3
11	keep the secrecy of the organization and the customers	89.6	8.2	2.2	74.1	20.4	5.4	80.5	18.4	1.1
12	Playing an exemplary role (being model to others)	87.3	11.1	1.5	67.9	23.6	8.5	72.9	23.5	3.6
13	Observing professional and general ethical standards	88.7	9.7	1.6	74.2	19.8	6.1	80.4	17.2	2.3
14	Do you perceive that Ethiopian Civil Service University (ECSU) graduates are professionally ethical	86.8	11.3	1.9	68.6	26.6	4.8	78.2	19.5	2.3
	Sum percentage	1227	143.4	29.1	1026.8	295.9	77.2	1107.5	263.2	29.5
	Weighted Mean of respondents	87.63	10.25	2.08	73.35	21.14	5.52	79.11	18.8	2.11

Source: own preparation, 2016

Table5 shows that respondents' were requested to give their opinion regarding the professional ethics of ECSU graduates and the weighted mean showed that graduate self-rating (87.63%), coworkers(73.35%) and (79.11%) were that of supervisors. The table and the pictorial data of figure 5 depicted that coworkers rated lower than both graduates self-rating and supervisors on the professional ethics of ECSU graduates.

In strengthening this point focal group discussion participants also agreed that the professional ethics of ECSU graduates was not pleasing in such a way that some of the ECSU graduates were working towards their personal benefits than serving the public interest and even not playing an exemplary role or being model to other coworkers.

Table 6: whether the assigned job is related to the ECSU graduates field of study

NO.	Items	Yes (%)	NO (%)	Others (%)
1	Is your current job related to your field of study/discipline?	87.9	12.1	0
2	The concepts and theories I learned in ECSU are useful to my current job position	91.1	7.6	1.3

3	The skills I acquired in the University are useful to my current job position	90.8	7.9	1.3
4	The attitude that I have developed in the ECSU is helpful to carry out my current job	87.2	11.9	1.0
Sum		357	39.5	3.6
Mean		89.25	9.875	0.9

Source: own preparation, 2016

This analysis was done for graduates of ECSU. From table6 (87.9%) As indicated in table 7, were replied that, they were assigned in a job position that has closely related to their field of study. Only 12% of graduate respondents agreed that, graduates were assigned in a job position that is unrelated from their fields of study.

However, in contrast to this analysis, focus group discussion and open ended question results reflected that significant numbers of ECSU graduates were complained they were not assigned in the job position they have studied at the university. The reasons they forwarded were some fields of studies such as public management, development management, public policy, customs and tax studies, federalism, and leadership and governance were not generally included with the ministry of civil service job requirements; which hinders graduates from promotion and recruitment. Participants even asserted that such courses hinder them from competing and joining private and nongovernmental organizations due to low awareness on the ECSU education programs.

The same table depicted that respondents were also replied that the knowledge (91.1%), skills (90.8%) and attitudes (87.2%) they have gained in the university were congruent with their assigned jobs.

Table 7: Aggregated Weighted Mean of Respondents Rating on Competency, Effectiveness, Efficiency and Professional Ethics of ECSU Graduates

No. Variables	Graduates Self Rating in (%) (n=323)			Coworkers in (%) (n=333)			Supervisor in (%) (n=87)		
	A.	PA.	DA.	A	P A.	DA.	A	PA	DA
1 competency	88.47	10.03	1.5	76.5	19.72	3.74	80.57	17.18	2.18
2 Effectiveness	90.53	7.78	1.7	73.6	22.23	4.15	81.23	15.85	2.85
3 efficiency	85.98	12.12	1.9	70.62	23.98	5.36	75.04	21.24	3.7
4 Professional ethics	87.63	10.25	2.08	73.35	21.14	5.52	79.11	18.8	2.11
Sum percentage	352.61	40.18	7.18	294.07	87.07	18.77	315.95	73.07	10.84

Over all Weighted Mean of respondents	88.15	10.05	1.80	73.56	21.77	4.69	79.00	18.27	2.71
Grand weighted average				**80.23 %**					

Source: own preparation, 2016

As indicated in table 7, ECSU graduates, coworkers and supervisors were responded on their level of agreement on ECSU graduate competency, effectiveness, efficiency and professional ethics. The data showed that overall average level of agreement of the three categories of respondents on ECSU graduate competency, effectiveness, efficiency and professional ethics was 80.23%. The pictorial representation putted down under figure 6 also strengthened the aforementioned ideas.

Moreover, information gathered from focus group discussion of coworkers and supervisors respondents indicated that some ECSU graduates were not assigned in the job positions that were similar to their field of study. This problem is more magnificent in Woreda offices and some field of specialization such as urban management. Even in some regional states, ECSU graduates were assigned based on their first degree although they have secured their master's degrees; this consequently negatively impacts ECSU graduates on their career advancement. Some of the graduates were also waiting even more than one year to deploy in to their field of study.

Moreover, in some study area, the participants also assert that the graduates of the university are entangled with traditional organization systems rather than thinking out of the box and they are not acting proactively. Besides, they are not participating in research activities to solve their organization problems.

Narrated Statements of Focus Group Discussion & open ended items

Information gathered from focus group discussion and open ended items conducted in 11 towns of 6 regional states and one city administration reveled the following major problems

1. **Major problems encountered:**
   - The overall performance of ECSU gradates is good in discussant view, however, they believed that the society views the graduate as low performer compared to other government universities. To the extent, some participants even mentioned that ECSU graduates have got inflated grades that don't reflect them.
   - Some fields of specializations that are found in ECSU don't have vertical integration with degrees offered in other universities. This hinders the opportunities of ECSU graduate to study their further education.
   - Lack of appropriate admission criteria to ECSU; such as admitting candidates to study fields of specialization that have not related with their first degrees and experiences. Furthermore, regional states didn't have human resource development plan. Therefore, they send candidates without clear purposes and also couldn't assign them in the right job position after graduation.

2. Improvement Suggestions forwarded by respondents

In order to improve the performance of the university, the following recommendations are forwarded

- ECSU should create and enhance strong University – Industry linkage.
- ECSU graduates should have alumni association.
- During the opening of different field of specialization, the universities should consider the relevance of those specialization with the demand of the civil service and organizations together with graduates further education opportunities either in the ECSU or other universities
- The admission system of ECSU should give equal access to all civil servants to pursue their education in ECSU.
- ECSU should conduct need assessment and collect feedbacks from stakeholders prior to launching a new program and make a regular revision of curriculum.

- The university education programs should have a variety of flexible modality of delivery systems such as distance, summer and weekend programs so as to benefit many of the civil service servants.
- The university should expand second and third degree education programs based on the civil service demands of the nation.
- ECSU should provide additional (bridging courses) to those candidates who lack the required prerequisite to follow the programs and be flexible to allow students even to stay in the university above or below the designated time.

Testing of significance difference among supervisors, coworkers and graduate on ECSU graduate

To test the significance difference among the categories of the respondents, the researchers used non parametric test of Kruskal-Wallis since it is recommended for more than two categories. Thus, the significance level of testing is 0.05 comparing with level of probability (P). If the level of significance (0.05) is greater than P, then null hypothesis is rejected and alternative hypothesis is accepted. This implies that there is significant difference among the categories. On the other hand if the significance level (0.05) is less than P, we accept the null hypothesis and alternative hypothesis is rejected.

Table 8: Testing of Significance Difference among Supervisors, Coworkers and Graduate on ECSU graduate Competency

variable	Category of respondents	N	Mean Rank
Competency	Supervisors	84	368.01
	Coworkers	333	333.21
	Graduate	318	449.26
	Total	735	

	Competency
Chi-Square	55.278
df	2
Asymp. Sig.	.000

As it is shown in table 8, the significance difference test with 0.05 levels, the calculated probability is 0.00.which is less than test level (0.05). Therefore, the data portrayed that there is a significant difference among the three categories' of respondents in terms of competency of ECSU graduates.

Table 9.Testing of significance difference among supervisors, coworkers and graduate on ECSU graduate effectiveness

Ranks

	Category of respondents	N	Mean Rank
Effectiveness of respondents	Supervisors	87	376.10
	Coworkers	333	331.70
	Graduate	318	455.36
	Total	738	

Test Statistics[a,b]

	Effectiveness of respondents
Chi-Square	60.415
df	2
Asymp. Sig.	.000

As it is shown in table 10, the significance difference test with 0.05 levels, the calculated probability is 0.00.which is less than test level (0.05). Therefore, the data portrayed that there is significant difference among categories of respondents in terms of effectiveness.

Table 10: Testing of significance difference among supervisors, coworkers and graduate on ECSU graduate efficiency

	category of respondents	N	Mean Rank
Efficiecy of respondents	Supervisors	87	357.37
	Coworkers	333	344.10
	Graduate	317	445.07
	Total	737	

	Efficiency of respondents
Chi-Square	42.307
df	2
Asymp. Sig.	.000

As it is shown in table 11, the significance difference test with 0.05 levels, the calculated probability is 0.00.which is less than test level (0.05). Therefore, the data portrayed that there is significant difference among categories of respondents in terms of efficiency.

Table 11: Testing of significance difference among supervisors, coworkers and graduate on ECSU graduate professional ethics

	Category of Respondents	N	Mean Rank
Professional Ethics	Supervisors	87	404.13
	Coworkers	332	340.28
	Graduate	318	436.38
	Total	737	

	Professional Ethics
Chi-Square	36.923
df	2
Asymp. Sig.	.000

As it is shown in table 12, the significance difference test with 0.05 levels, the calculated value is 0.00.which is less than test level (0.05).Therefore, the data portrayed that there is significant difference among categories of respondents in terms of professional ethics.

5   Conclusion and Recommendation

5.1 Conclusions

Based on the aforementioned findings, the following conclusions are forwarded:

- The average satisfaction level of civil service organizations rated by ECSU graduates, coworkers and supervisors on ECSU graduates competency, effectiveness, efficiency and professional ethics were 80.23%. Thus, the satisfaction level of civil service organizations was on average However there is some improvement when compared with the 2014 similar study that resulted (77.2%).
- The average level of agreement of the three categories (ECSU graduates, coworkers and supervisors) respondents on ECSU graduate competency (81.85%), effectiveness (81.79%), efficiency (77.21 %.) and professional ethics (80.03%). Hence, relatively speaking, ECSU graduates competency, effectiveness and professional ethics were closer to each other, but efficiency was lower than all the other variables.
- ECSU graduates were assigned in a job position that has closely related to their field of study; however 12% of graduate respondents agreed that, they were assigned in a job position that is not related to their fields of study. Hence, there was complaining in job assignment of ECSU graduates.
- Respondents were also replied that the knowledge (91.1%), skills (90.8%) and attitudes (87.2%) they have gained in the university were congruent with their assigned jobs. Hence, the university is in a good position in this regards.

- There is a significant difference among supervisors, coworkers and graduates on the competency, effectiveness, efficiency and professional ethics of ECSU graduates; which means ECSU graduates rate themselves higher and coworkers lower while supervisors are coming in between.

5.2 Recommendations

Based on the finding and conclusion of the study, the following solutions are suggested to enhance customers' satisfaction of ECSU graduates-

- The university should continuously work hard in providing quality services so as to improve its customers' satisfaction level.
- The university should work towards improving all attributes of the graduates' competency, effectiveness and professional ethics particularly raising the efficiency levels of its graduates.
- ECSU should work to create alignment between its programs and other universities programs to benefit graduates opportunity of continuing further education. Moreover, ECSU should also work hard to familiarize its educational programs to other universities using symposiums, workshops and different forums.
- ECSU should work thoroughly on image building using various public awareness creation mechanisms. Furthermore, the establishment of graduate's alumni should be given at most emphasis.
- ECSU should work with federal ministry of civil service and regional civil service bureaus; so as to include ECSU field of studies being incorporated in job requirements of the country civil service. Besides, the university should support and advise regional civil service & human resource development bureaus, to recruit candidates for admission in ECSU based on their human resource development plan.
- The university should strengthen or create a university - industry linkage so as to respond for the changing developmental demands of the civil service.
- The university should update its admission criteria based on the current context in consultations with regional states civil service bureaus and others stakeholders.
- The university need to conduct a wider study covering both the federal and regional civil service and human resource development bureaus taking this study as point of reference.

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The Roles of Civil Service Reform Program in Building Good Governance in Public Institutions: The Case of Addis Ababa City Government

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Abstract

The main objective of implementing civil service reform program in Ethiopia was to alleviate poverty and build good governance. The aim of the study was assessment of the role of the civil service reform program in building good governance in public institutions of City Government of Addis Ababa. Both qualitative and quantitative research design was followed. Primary and secondary data were collected through questionnaire, focus group discussion interview, and document review. The total sample size is 212 respondents. The result of the reveal that majority of public servants believe that civil service reform program has improved good governance in public sectors service delivery. However, greater majority of surveyed customers believe that they have not seen much improvement in in public service delivery in the city. The data collected from both categories of respondents indicates that the contribution of the reform in improving accountability, responsiveness of civil servants, in establishing an effective relationship with stakeholders and improving public participation was very limited. Therefore, it is recommended that the city government needs to devise strategies aligned to the existing reforms and follow up proper implementations of the reforms. In addition, creating proper mechanisms of ensuring accountability, transparency, public participation and effective service delivery could have paramount importance.

Key Words: *Reform, Good governance, Public sector, Service delivery and City government*

1. Introduction

The role of the civil service as an instrument in a country's socio-economic and political development is undebatable. Cognizant of this, Ethiopia, as part of its general political and economic restructuring programs, undertook comprehensive measures to restructure its civil service starting from 1991 (Paulos, 2001). The Civil Service Reform Programs was initiated in 1997 in response to weaknesses in the administrative system, challenges encountered in the public service delivery system and with the ultimate objective of revitalizing the overall development of the country (ECA, 2005). It was a large national undertaking in terms of both the human resources and financial commitment. It was aimed at introducing new and improved legislations and working systems to simplify administrative processes as well as ensuring effectiveness, efficiency and ethical behaviour in service delivery.

The reform envisaged to transform the old age public institutions into responsive, efficient and effective institutions so that the organizations could be capable of delivering appropriate public services. Though progresses are recorded in terms of building capacity of public institutions, the reform has faced serious and complex challenges. The challenges were mainly lack of public institutions trust from public, the skill and knowledge gap and resource constraints in discharging the huge work to build the nation on a new

foundation is observed (Ministry of Civil Service, 2012). In addition, limited participation of citizen, lack of appropriate policies and laws in some areas and capacity limitations of public sectors were also among the challenges (Rahmato, Bantirgu and Endeshaw, 2008).

As a result, most of the objectives of the reform program were not effectively realized and, consequently, the status of good governance in the public institutions of the country remained poor. For instance, based on the 28 countries state governance survey conducted by the Economic Commission for Africa in 2004, Ethiopia's performance in all indices of good governance has fallen below the sample average which is 53% while the sample index of Ethiopia is 36% (ECA, 2004). The same trend persists in the country governance profile by subsequent ECA's governance survey of 2005 (ECA, 2005). This clearly shows that Ethiopia's record of good governance is poor compared to even African standards, which is poorly performing continent. Likewise, based on 2005 IDA Resource Allocation Index in the area of public sector management and institution, Ethiopia scores 3.1 averages in which 6 points is the highest and 1 is the lowest point. Especially in transparency, accountability and corruption in public sector, the country score below average, 2.5 points (Court, Fritz, and Boadi, 2007).

The finding of these studies and reports all shows poor status of good governance in the country. Though these studies can serve as a spring board and provide the general picture of good governance in Ethiopia, however, they are too broad. The studies also failed to show the situation of good governance in different regions and cities of the country. In addition, the role of the reforms implemented by the city government in order to improve the situation of good governance in public institution was not focused by these studies. Hence, it is crucial that the role of the reform in building good governance in city government of Addis Ababa's public institutions should be studied and the endeavor is believed to provide valuable lesson for other public sectors in the country. Therefore, this study is aimed at assessment of the role of Civil Service Reform Program in building good governance in the public sectors of the city government of Addis Ababa.

- To what extent public officials are accountable and what are the roles of the reform in improving the responsiveness of public institutions?
- How did the civil service reform program contributed for the improvement of transparency and public participation?
- What are the improvements in public service delivery in public sectors of the city government?

2. Review of Related Literature
2.1 Overview of Civil Service Reform Program

The modern state is changing and reforming to find innovative, efficient and effective ways of delivering quality services in order to compete in the global market. This has resulted in a number of reforms and new models of management. Therefore, governments over the past periods have implemented reforms to improve performance in response to internal and external pressures. The demands for efficient and effective delivery of quality services within a global economy require fundamental changes, which cannot be rapidly achieved because it demands institutional and cultural changes. It requires the formulation of good policies

and capable public institutions to implement the policies in order for countries to develop (The World Bank, 1997).

The modern Civil Service in Ethiopia dates back to 1907 when nine ministries were established with an objective of ensuring orderly and efficient arrangement for the workings of government (Ministry of Civil Service, 2012). Civil service reforms were used as a tool for creating a skilled and efficient government workforce. Efficient and motivated civil service is important for governance, production and distribution of public goods and services, formulation and implementation of economic policy and management of public expenditure. The broader aim of civil service reform was the creation of a government workforce with the skills, incentives, ethos, and accountability needed to provide quality public services and carry out functions assigned to the state (Schiavo, 1996). The need for an efficient civil service to implement the various economic and decentralization drives the governments to launch the reform programs (Beyene, 2008).

Reforming of civil service and public servant passed through three phases. The first phase is from 1992 to 1995, second phase 1996-2000 and third phase from 2001 onwards. The main objective for reforming and modernizing the civil service institution is to enhance the capacity of civil servant and improve good governance (Hana, 2014). Each three phase mentioned above has specific objectives. The main objective for the first phase of civil service reform era was transformation of socialist and command system of economy into capitalist and liberal ideology.

The second phase was aimed at building fair, transparent, efficient and ethical civil service primarily by creating enabling legislation, developing operating systems, and training staff in five key focus areas: (i) Expenditure Control and Management, (ii) Human Resource Management, (iii) Service Delivery, (iv) Top Management Systems and (v) Ethics (Paulos, 2001). The most recent reform phase began in September 2001, with the launch of the Public Sector Capacity Building Support Program (PSCAP), which also revived the CSRP. Government has moved quickly to prepare the CSRP for its full implementation across all regions and levels of government. Pilot studies and special programs on performance and service delivery improvements in selected ministries, agencies, and bureaus was initiated. However, recently the perception is that the CSRP generally lost momentum, and an appraisal of PSCAP revealed that there is inefficiencies due to poor financial management, poor incentives and a lack of strategic or performance orientation across all levels of government (Watson, 2005).

2.2 Governance Redefined

Governance is not synonymous with government; however, there are situations by which peoples use these two terms interchangeably. This confusion of terms can have unfortunate consequences. According to United Nations (2007) governance refers to the formal and informal arrangements that determine how public decisions are made and how public actions are carried out from the perspective of maintaining a country's constitutional values. As Graham, Amos and Plumptre (2003) stated governance is the mechanisms how governments and other social organizations interact, how they relate to citizens, and how

decisions are made in a complex world. Hence, governance is a process by which societies and organizations make decisions, determine who is to take part in decision making and how the decision is to be made.

Governance comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences (Chowdhury and Skarstedt, 2005). According to Graham et al. (2003) the concept of governance can be applied globally, nationally, at institutional level and community level. When one consider governance at the national level different kinds of entities that occupy the social and economic landscape constitute governance actors. Accordingly, four sectors of society, situated among citizens at large: business, civil society organizations, government and the media together constitute governance (Graham et al., 2003). Governance includes the government, but also incorporates the private sector and civil society. As the one of the actors of governance, the main role of government is creating conducive political and legal environment. While the role of private sector is mainly generating jobs and income; the civil society facilitates political and social interaction through mobilizing groups to participate in economic, social and political activities (UNDP, 1997). Governance also denotes the manner in which power is exercised in the management of a country's economic and social resources, with three distinct aspects: (i) the form of political regime; (ii) the process by which authority is exercised in the management of a country's economic and social resources for development; and (iii) the capacity of governments to design, formulate, and implement policies and discharge functions (World Bank, 1994).

The United Nations Development Programme (UNDP), in its 1997 policy paper executive summary part, defined governance as "the exercise of economic, political and administrative authority to manage a country's affairs at all levels". Though there are differences in language and focuses of definition of governance, most of these definitions include three common elements that point toward a minimal understanding of governance as (1) the process (or manner) through which (2) power (or authority) is exercised (3) to manage the collective affairs of a community (Gisselquist, 2012). Though there exist many definitions of governance in the literature, the following three main types of governance as identified by United Nations (2007) is discussed as follows:

Political or public governance: Political governance is the process of decision-making to formulate policy and whose authority is the state, government or public sector, relates to the process by which a society organizes its affairs and manages itself. Public sector play important role in political governance. Public sector could be defined as "activities that are undertaken with public funds, whether within or outside of core government, and whether those funds represent a direct transfer or are provided in the form of an implicit guarantee" (UN, 2007).

Economic governance: Economic governance includes decision-making processes that affect a country's economic activities and its relationships with other economies and whose authority is the private sector, relates to the policies, the processes or organizational mechanisms that are necessary to produce and distribute services and goods. It clearly has major implications for equity, poverty and quality of life (UNDP, 1997).

Social governance: whose authority is the civil society, including citizens and non-for-profit organizations, relates to a system of values and beliefs that are necessary for social behaviours to happen and for public decisions to be taken (UNDP, 2007).

The forgoing overview of governance reveals that the concept of governance varies in definition and forms. According to UN (2007) governance is a very broad concept, and operates at every level, such as household, village, municipality, nation, region or globe. The role of governments should be to provide a stable and conducive political and economic environment.

2.3 Good Governance

In the contemporary world there is a shift from the notion of governance to good governance which leads to the introduction of another dimension of addressing the quality of governance. According to Chowdhury and Skarstedt (2005) the use of the term "good governance" was initially articulated in a 1989 World Bank publication. The concept of good governance was identified as a structural necessity for market reform. It demands further requirements on the process of decision-making and public policy formulation. It extends beyond the capacity of public sector to the rules that create a legitimate, effective and efficient framework for the conduct of public policy (Santiso, 2001).

Among other things, good governance is participatory, transparent, accountable, effective and equitable and it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources (UNDP, 1997). According to United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) in its 2011 article, good governance assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision making. Good governance is participatory, accountable, transparent and responsive (UNESCAP, 2011). As Gisselquist (2012) argued on the basis of working definitions, there is easily disagreement among donor organizations and authors in terms of which countries should be classified as well-governed and which as poorly governed. Hence, there is no clear basis upon which to argue the merits of one classification versus another or to evaluate the relative importance of various governance components.

2.4 Contextualizing Principles of Good Governance

Much has been written regarding the principles of good governance. The United Nations Development Program (UNDP) in its policy document titled "Governance and Sustainable Human Development" enumerates a set of principles of good governance. These principles appear in much of the literatures with slight variations. These includes: 1) *Participation-* All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. 2) *Transparency-* is built on the free flow of information; processes, institutions and information are directly

accessible to those concerned with them, and enough information is provided to understand and monitor them. 3) *Accountability*- This principle demands that governments and their employees should be held responsible for their actions. 4) *Rule of law*- Legal frameworks should be fair and enforced impartially (UNDP, 1997); and a fair, predictable and stable legal framework is essential so that businesses and individuals may assess economic opportunities and act on them without fear of arbitrary interference or expropriation (IFAD, 1999). 5) *Responsiveness*- Institutions and processes should serve all stakeholders. 6) *Effectiveness and efficiency*- Hence, as the system of government that pursue to bring good governance to its people, the processes and institutions needs to produce results that meet needs while making the best use of resources (UNDP, 1997).

The Commission of the European Communities has contributed to the discourse on good governance through a publication entitled, "*European Governance: A White Paper*". Accordingly, the Commission identifies and explores five principles which; includes Openness, Participation, Accountability, Effectiveness and Coherence as underpinning good governance. For World Bank, good governance implies a public service that is efficient, a judicial system that is reliable and an administration that is accountable to the public (World Bank 1989, 1992).

The principles and characteristics of good governance which is discussed by different authors and organizations all talks about the desirability of better government than the traditional one. It has become common in recent years to hear policy-makers and development experts describe good governance as the 'missing link' to successful growth and economic reform in developing countries. But attention has focused almost exclusively on economic processes and administrative efficiency.

Now a day's however, as stated by Gisselquist (2012), emphasis on the political components of governance has been especially strong in governance works on Africa, where it was explicitly incorporated into the mandates of several major organizations founded in the 2000s. For instance, respect for democratic principles, human rights and the rule of law is incorporated among founding principles of regional organizations. According to the author, the interlinked issues of aid, democracy and governance also remain sharply controversial on the continent.

A number of organizations, authors and donor agencies have enumerated principles and characteristics of good governance. However, there is lack of uniformity in the identifications of the principles of good governance. The vested interest of organizations and agencies in definitions and principles of the notion of good governance is the main reason for the difficulty of having commonly accepted principles of good governance. But, participation, accountability, transparency, responsiveness and rule of law are commonly shared principles of good governance.

The primary interest of this paper is not reviewing the various principles and characteristics of good governance generated in the discourse of the notion. The aim of the paper is to assess the degree of good governance in the relationship between the public sector and government office as service provider and the community at large as service user and stakeholder. However, common understanding of the principles of

good governance is important to understand the empirical data results of this project. Therefore, it is critically required to identify the core dimensions of good governance that are commonly used as an indicators in the assessment of good governance in the public sectors and government offices. Discussed below are the core dimensions of good governance.

1) *Participation*

Participation is an essential element for the engagement of the community and stakeholders in the government decision making. Participation reinforces other elements of good governance. To put more clearly, a participatory oriented government ensures more transparency, accountability and predictability in governance for its people (Rahman, 2005). Even where projects have a secondary impact on particular localities or population groups, there should be a consultation process that takes their views into account (IFAD, 1999). Effective people's participation enhances the transparency of the development works (Waheduzzaman, 2008). Government structures should be flexible enough to offer beneficiaries and others the opportunity to improve the design and implementation of public programmes and projects (IFAD, 1999). Participation requires enhanced capacity and skills of stakeholders (UN, 2007). The enhancement of participatory governance requires participation of beneficiaries (IFAD, 1999).

2) *Transparency*

United Nations defined transparency as "the availability and clarity of information provided to the general public about government activity" its lack create an opportunity of corruption (UN, 2007). Governance is transparent means, processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them (UNDP, 1997). Governments must not only provide information, but also ensure that as many citizens as possible have access to this information easily (Gisselquist, 2012). In line with this, according to IFAD (1999) transparency of decision-making, particularly in budget, regulatory and procurement processes, is also critical to the effectiveness of resource use and the reduction of corruption and waste. Transparency requires that governments to allow free the flow of information to the public, but also ensuring that public information can have a feedback effect on governmental performance and service delivery (UNDP, 1997).

3) *Accountability*

One of the core elements of good governance which is emphasized by all proponents of the concept is accountability. Accountability means that "decision-makers in government, the private sector and civil society organizations are accountable to the public, as well as to institutional stakeholders" (UNDP, 1997). According to IFAD (1999) public officials should be answerable for government behaviour and responsive to the entity from which they derive authority. Accountability rests on the establishment of criteria for evaluating the performance of public sectors (UN, 2007).

4) *Effectiveness and Efficiency*

A definition of effectiveness looks at the allocation of public spending and the institutions of government and its capacity to manage the economy and to implement its policies in a stable and predictable manner. A broader definition adheres to the adage that "it is more important to do the right thing than to do things right" (UN, 2007). According to United Nations efficiency improvements in a narrow sense may be achieved either by increasing outputs while employing the same inputs, or by maintaining the same output while employing reduced inputs, but effectiveness is also very crucial in public sectors.

3. The Methods

This research was reliant up on both qualitative and quantitative research approach. Mixed approach was preferred to minimize the drawback of sticking to a single approach. Therefore, blended research approach is used to substantiate data that is collected through the either approaches. This research is dominantly descriptive in its research design, but reinforced with explanatory research design.

3.1 Sampling Technique and Sample Size

The study was conducted in Addis Ababa city government and three sub-cities: *Nefas Silk- Lafto, Bole and Yeka* were selected randomly. From each sub cities; Land Development and Management Office, Revenue and Custom Office, and Finance and Economic Development Office were the sample offices selected purposely. Accordingly, the numbers of offices selected as a sample were 15. These offices were selected based on the consideration that these sectors are the one that serve large number of customers on a daily basis and the key role they play in economy and development. In addition, based on researcher own experience and different reports, the customers of these offices are found to frequently complain over their service and operation. This is found to be convincing reason for purposely selecting these offices as a sample. Sample respondents from the offices were selected purposely as source of information. Expertise, knowledge and experience about the issue was the rational used to judgmentally select the sample employees as a respondent. Researcher judgment is backed up with the consultation gained from the senior employees of sample offices. Convenience sampling technique was followed to select sample customers as a respondent.

3.2 Sample Size

The respondents of the questionnaire were 120 employees and 67 customers. Additionally, 5 process owners and 2 heads was purposely selected for interviews. The researcher, though planned 3, was able to conduct only 2 focus group discussions with senior employees at *Nifas silk Lafto* and *Bole* sub cities. The total number of employees who took part in the interviews and focus group discussions were 25. Accordingly, 145 employees and 67 customers, totally 212 were sample respondents of the study.

3.3 Data Collection

The study used both primary and secondary data. The primary data was collected through questionnaire, focus group discussion and interview. Questionnaires were distributed to customers and employees of selected public sectors in the sample sub cities. The customers were included in the sample to enable the researcher to comparatively analyse the opinion of both and minimize biasness. Interview was conducted with process owners and heads in sample offices and the head of mayor office of the city administration to reinforce and triangulate data collected through questionnaire, focus group discussion and document review. Two focus group discussions were also conducted with employees who were involved in the implementation and monitoring of the reform programs. Interviews and focus group discussions were aimed to substantiate the information collected through questionnaire. The main sources of secondary data were reports and existing researches conducted on related issue and other documents. Document review was the method used to collect data from secondary sources.

3.4 Data Analysis

The data collected through different means were organized thematically. The data which were collected through questionnaire were encoded into Statistical Package for Social Scientists (SPSS). The software was used to generate percentages, tables and frequencies which enabled the researcher present the data and the researcher made interpretation to describe the opinion of respondents regarding the issue. The data collected through questionnaire from employees and customers were presented and analysed comparatively. All data that were collected through interview and focus group discussion were analysed in conjunction with issue related by using explanatory approach of data analysis. This approach of analysis helps to triangulate views, facts and opinions related to the issue and to provide detail description of the phenomena, filling in the missing parts and expanding our understanding.

4. Results and Findings

The major indicators used in order to examine the roles of CSRP in building good governance are: accountability, responsiveness, openness and transparency, public participation and service delivery. To achieve this objective five item Likert scale questionnaire were developed and distributed to experts and customers of the sample offices in the selected sub-cities. In this section comparative analysis of the opinion of workers on one side and customers on the other side is presented.

Comparison is required to clearly indicate the difference in opinion between service provider and customer. Only the positives responses (strongly agree and agree) of the two categories of respondents are presented and the combination of strongly agree and agree labelled as "agree" in tables. This is done to clearly show the extents of differences between the two categories the opinion regarding their evaluation of good governance in public sector and reveal the gap. The flow is first the response regarding accountability is presented followed by responsiveness; openness and transparency; public participation and finally

improvement in service delivery. An attempt is also made in order to reveal the gap between the evaluation of employees about their service and the expectations of customers.

Table 1: Accountability

Indicators	Employees	Customers	
	Agree	Agree	Gap
1. **Public officials are accountable for their individual and collective decisions.**	58%	29.7%	30.8%
2. **There is a means by which effective remedies are offered against maladministration**	52.6%	26.2%	26.4%
3. **There is a mechanism to disclose mal function, dupe and corruption in public institutions**	54.6%	32.8%	26.5%
4. **There is mechanism to take measure on unethical and corrupted officials**	54.6%	44%	10.6%
5. **There is a formal code of conduct in the office**	57.6%	33.9%	23.7%

Source: Survey Data, 2016

Regarding whether the reform has made public officials accountable or not, while 58% the employees believe that the reform did so, only 29.7% of the customers responded agree. The deference is almost double and it implies as there is greater gap between the two. Moreover, only 26.2% of the customers believe that there is a means by which effective remedies are offered against maladministration, whereas the proportion of employees is 52.6%.

With regard to the existence of a mechanism of disclosing corruption and other administrative malpractices, 53.7% of employees believe that there is a means. On the other hand, the proportion of customers who think that there is a means of disclosing corruption and administrative malpractices is only 32.8%. When dealing with accountability of public officials, the existence of a means to disclose corruption is one of the necessary conditions. But, to be fruitful, there needs to be a mechanism to take measure on unethical and corrupted officials. Accordingly, proportion of the response of the two groups is 44% and 54.6%, for customers and employees respectively.

In addition, the response of the two groups of the study regarding the existence of formal code of conduct in public institutions worth comparison. 33.9% customers believe that there is formal conduct in public institutions, whereas the proportion of employees on this issue is 57.6%. The interview and focus group

discussion results also conform that there is accountability issue in general. The participant of focus group discussion state that this mainly emanate from the weak performance of anticorruption commission and lack of determination from high ranking officials to empower the commission.

Table 2: Responsiveness

Indicators	Employees	Customers	
	Agree	Agree	Gap
1. **Civil servants hear and address citizen complaints**	62.2%	40.9%	21.3%
2. **The offices identify the customer's needs and expectations in advance and respond to that**	42.9%	35.4%	7.5%
3. **There is a means of collecting and responding citizens' requests, complaints and suggestions.**	72.9%	43.9%	29%
4. **There are skilled, ethical and responsive civil servants in the offices**	50%	31.1%	18.9%

Source: Survey Data, 2016

As presented above, while 40.9% of the customer's response was positive to the declaration stated "civil servants hear and address citizen complaints", the proportion of the employees who replied positively to the declaration is 62.2%. The existing gap indicates that there is a problem of listening and addressing customer's complaints in the offices. One of the issues where the difference in views among the two groups of respondents were identified with regard to identification of customer's needs in advance and responding to it. In this case the difference between the evaluations of the two groups is only 7.5%. This implies as there is some positive achievement in the identification of customer demand and responding to it accordingly and the result is due to the implementation of different reforms in the city administration. It also implies that majority of the respondents did not agree to that.

With regard to the existence of a means of collecting and responding to citizen's requests and complaints, there is a great gap to be filled, it is about 29%. Though the workers of the city government feel that they are collecting and responding to the customer's complaints and requests, they are not up to the expectations of customers. On the other hand the absence of responsive civil servants in the offices is one of the areas where greater gap is revealed, 21%. The response of the employees themselves implies that there is a problem of skill, responsiveness and ethics among the civil servants of the city administration. The gap between the responses of the two groups also justifies this case. Hence, it is difficult to expect the effective achievement of the objectives of the CSRP without having skilled, responsive and ethical civil servants. This case is also raised by the key informants from Civil Service and Human Resource Development

Bureau (CSHRDB) of the city government as the main challenges of the achievements of the reform objectives.

Public entities are run for the public good, so there is a need for openness about their activities. This can be achieved through establishment of clear and trusted channels of communication and consultation to engage effectively with individual customers as well as stakeholders. According to a consultation draft of International Federation of Accountants (IFA, 2013); to demonstrate that public sectors are acting in the public interest at all times and to maintain public trust and confidence, the entities should be as open as possible about all their decisions, actions, plans, resource use, forecasts, outputs, and outcomes. They should restrict the provision of information only when the wider public interest clearly demands it. The ratings of openness and transparency of public sectors of city government of Addis Ababa Administration by employees and customers are presented as follows.

Table 3: Openness and Transparency

Indicators	Employees	Customers	
	Agree	Agree	Gap
1. The institutional framework allows for community and stakeholders express their views	50.9%	29%	21.9%
2. Public officials facilitate individual's access to information.	53.4%	45.2%	8.2%
3. Public sectors have open budgeting and planning institutional framework	60.2%	27.4%	32.8%
4. There is no barrier that hinder direct contact between manager and customer	51.4%	23.4%	28%

Source: Survey Data, 2016

The response of employees and customers for the availability of institutional framework that allows stakeholders express their views is 50.9% and 29% respectively. The gap between the two clearlysignal that there is serious limitation in designing mechanisms to allow stakeholders and community participate. Contrary to this individual's access to information has showed positive outcome. This shows some significant improvement in the officials' initiation in facilitating a conditions for individuals get access to information. Generally, the openness and transparency of public institution is expected to be observed in all aspects of their activities. More specifically, the public institutions are expected to be open and transparent in budgeting and planning. However, the gap identified through this study revealed that the budgeting and planning of the institutions are not open and transparent. Most of the government officials interviewed claimed that they inform the residents about any development programs through their elected representatives. They also opined that this is the representatives' duty, to inform mass of the people.

> "…we share detailed planning and budgeting with public representatives. Now, it is their [representatives] duty to further disseminate the information to the mass of the people" (interviewee, 2016).

However, key informant mentioned that, some local government officials do not understand the value of informing people. They believe a decision by the elected people's representatives means the people's decision. The naïve assumption is that government officials are representing people at the decision making table, so the decisions that is approved by the representatives are automatically approved by the local stakeholders. Thus, in their views it is no use informing people directly.

Despite that openness and transparency is one of the core components of good governance, but missing in the organizations of city governments of Addis Ababa. The final issues that need appraisal in the analysis of openness and transparency of the offices with respect to degree of opportunity customers have to access the managers or decision makers of the offices. While almost half of employees responded positively, only 23.4% of customers believe that there is no barrier hindering direct contact between manger and customers. The objective of people's participation in local development programs is various. Researchers such as McRae & Watts (2006) have pointed out that people's participation in local development programs provides a number of benefits. Among them: ensuring better services for people, mobilizing local knowledge and resources for best decisions, and sharing management activities to get the job done are the main one. The data gained from interview and focus group discussion signify that the offices do not have the culture of thinking that they are running the sectors by tax payers money and they have responsibility to inform how tax payers money is used. One of the key informant stated that open budget and planning is considered as secondary job for most officials.

Table 4: Public Participation

Indicator	Employes	Customers	
	Agree	Agree	Gap
1. The offices encourage the community to actively participate and follow up the activity of public institutions	51.9%	43.3%	8.6%
2. The offices conduct meaningful consultation and discussion with stakeholder	50.4%	23.8%	26.6%
3. The citizens participate in public service provision and giving feedback	49.1%	28.6%	20.5%
4. The citizens capacity of influencing public decision making is improved	42.3%	20.3%	22%

Source: Survey Data, 2016

As presented above, while 43.3% of the customers believe that the offices encourage the community to participate and follow up the activities of public institutions, the proportion of employees are 51.9% and the difference is only 8.6%. This is one of the indicators that scored lowest gap between the perception of customers and employees. This signifies the achievements scored in promoting public participation. However, the bright story does not go beyond this, as the data presented above indicated, the offices are still not doing well in conducting meaningful consultation and discussion with stakeholders. It seems that

the offices encourage people to participate merely for the sake of fulfilling the task of participation. Through participation, people should have meaningful contribution in local government decisions that affect them (Blair 2000). Unless peoples view and concern is incorporated in the decision making, it cannot be called meaningful participation at all. The participation is more of façade and it is not genuine when it comes to the end.

Many researches indicated that few public sector entities can achieve their intended outcomes solely through their own efforts. According to consultation draft of International Federation of Accountants (IFA, 2013), public sector entities also need to work with institutional stakeholders to improve services and outcomes, or for accountability reasons. Developing formal and informal partnerships with other entities, both in the public sector and other parts of the economy, allows entities to use their resources more efficiently and achieve their outcomes more effectively.

The other case in which the gap observed between the two categories of respondents is the case of participation of the public in service provision and feedback giving. The positive response of the employees and customers is 49.1% and 28.6% respectively. This implies that the participation of the public in service provision is very limited in the city. Their participation as a feedback sources for the activity is also insignificant. The government is not utilizing the opportunity of mobilizing the public in service provision and also using the public as a source of idea for service improvement is not significant. Furthermore, the capacity of the citizens in influencing public decision making is additional case where the gap is significant, i.e 22%. The ability of the public in influencing decision making is greatly related with the willingness of the government in conducting meaningful consultation and discussion with the public. So, as the practice of engaging in meaningful discussion and consultation with the public is very low, it is not surprising to find out the low capacity of the public in influencing government decision. What is to follow is the overall status of service delivery in the sample offices covered by this study.

Table 5: Public Service Delivery

Indicators	Employees	Customers	
	Agree	Agree	Gap
1. The services are predictable and dependable.	49.5%	30.2%	19.3%
2. Civil servants are committed and ready to serve the public	53.6%	30.3%	20.3%
3. The offices provide public service equally and fairly for all	57.4%	39.1%	18.3%
4. The quality and effectiveness of public services are improved	56.5%	33.3%	23.3%
5. There is efficient service delivery in the offices	53.5	32.3	21.2%

Source: Survey Data, 2016

As clearly indicated above, while only 30.2% of the customer's rate public services are predictable and dependable, the proportions of the employees are 49.5%. This gap is also observed with regard to the ratings of the two groups of respondents regarding commitment and readiness of civil servants in serving the public. Overall, the data clearly demonstrate that the service providers rate their services and their commitment as good whereas the customers are validating that the services are not dependable and the commitment of the civil servants is very low. Improvement will not occur unless the institutions admit their defects and collect feedback from their customers. This seems missing in the sample institutions as they are found to overrate their service and performance in majority of the indicators used.

Equality and fairness in service delivery is additional case that is included as indictor for comparative analysis. Equality and fairness ratings of employees and customers are 57.4% vis-a- vis 39.1% respectively. As many studies indicate fairness and equality in service delivery is highly related with predictability. This means when the public is treated equally and fairly in service provision, the service is going to be predictable and dependable. This is due to the fact that if people are treated equally and fairly, the customers feel that ones they fulfill the same conditions, they predict how they are going to be served and eventually build confidence in the services of the organizations.

The other criteria used to evaluate the role of CSRP for improvement of service delivery is quality and effectiveness of the public service. The gap is, like all other indicators, great in this case. In terms of improvement of service quality and effectiveness, there is still a gap that needs to be addressed by the institutions of city government. Finally, efficiency of service delivery is the last case where the research identified as a problem in the service delivery of the study area. This dimension is interesting that all the dimension used to evaluate service delivery did not go beyond 39%, which is exceptional compared to four indicators presented above. The up shoot is that customers do not feel much improvement in overall service deliver in the organizations.

5. Conclusions and Recommendations
5.1 Conclusions

The result of the study revealed that slight majority of employees believe that the reform has put in place the mechanisms of insuring responsibility and accountability of public officials, and led institutions to have formal code of conduct and performance standards. The employees also believe that, though not full, there is a practice of holding employees accountable for weak or non-performance and the reform enabled public sectors design a means by which effective remedies against maladministration is offered. The finding of the study shows that the reform helped public sectors to devise mechanisms of disclosing unethical conduct and corruption in public institutions, take a measure on corrupted officials. This implies the civil service reform enhance the responsiveness and accountability of the officials.

However, customer's evaluation of the reform is found to be contrary to this regarding stakeholder participation and responsiveness of the offices. The comparative analysis of both customers and employees in fact shows that public sectors in Addis Ababa city government are still in effective in identification of the customer's needs in advance and being responsive to it. The implementation of civil service reform

program has not led to significant improvement in public service delivery and increasing the responsiveness to the customers' needs. Regarding openness and transparency, though there is a gap, the reform enabled the institutions work with stakeholders. But the improvement in the transparency of budgeting and planning system is weak. The managers of the institution are found to be inaccessible to customers and public participation in institutions decision making is at low level. Though the civil service reform program developed major tools for the organizations to improve the openness and transparency of public institutions, it is not being properly adhered to and culturally imbedded in the organizations.

Though many studies indicated that the existence of a means by which peoples get remedy for maladministration is one way of boosting accountability in public sectors, this is lacking in all of the sample offices. The study noted that there is a means of disclosing administrative misbehavior and corruption, but the practice of taking measure on the corrupted officials and unethical workers is not experienced as such. These are the main challenges and problems expressed by the citizens whom in fact has been threaten the idea of making the public officials accountable and responsible for their actions. There is a means of collecting citizens' requests, complaints and suggestions. However, the good story ends there as the collected suggestions are not responded adequately and there is problem of commitment, ethics and responsiveness from civil servants in the offices.

On the other hand, the institutional framework is not bad in allowing citizens and stakeholders express their views. There are initiations by government officials to facilitate individual's access to information, but there are barriers that hinder direct contact between officials and customer. Public sectors carryout budgeting and planning activities in closed door and hence the role of the public in budgeting and planning is very insignificant. The budgeting process is done in a closed door- except, final announcement of the allocated budget through posting on the notice board or poster. As the offices do not encourage the community to actively participate and follow up the activity of public institutions, the capacity of the citizens in influencing government decision and action remained very low.

5.2 Recommendations

Based on the comparative results presented in proceeding parts a great gap is noticed between the responses of the two groups. As the employees are the one that implemented the reform, the researcher note that the employees are prone to biasness. In addition, it is believed that the feedback from customers has paramount importance in clearly pointing out ways to improve good governance in public sectors. Taking this in to account and backed up by theory and existing researches the researcher forwarded the following recommendations.

- It is recommended for the public sectors to use direct meeting, media and local FM radios to promote community participation in enhancing accountability and responsibility in public service delivery.
- The city government should take serious and exemplary actions on the officials and civil servants found to be committing corruption and those violating the rules.
- The city government should conduct strong monitoring of the proper implementation of the reform tool and components to ensure that its implementation is organizationally embedded.

- The city government needs to devise sound strategies to ensure that the services are based on customers demand and the civil servants are responsive.
- Addis Ababa city government should have to devise long term strategy to build ethical and committed civil servants that are capable and ready to serve the wider public.
- The study result showed that the role of civil service reform program in improving customers' participation in service delivery and on establishing an effective and efficient relationship with customers and key stakeholders is very limited. Therefore, it is recommended for the city government to devise a mechanism to increase the relationship between the public institution and the community around them.
- The city government should strategically work with education and training institutes in building the capacity of the institutions.
- The study outcome also showed that the role of civil service reform program is insignificant in improving the predictability of services rendered by the government institutions. Therefore, it is better for the government generally and as well as the city government specifically to come up with appropriate design based on in-depth investigations to increase the predictability of service rendered by the government institutions.

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Density and Quality of Spaces in Relation to Built-Forms:The Case of Commercially Active Centers in Addis Ababa (Pedestrian Density and Pedestrian Priority)

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Abstract

A vibrant and commercially active center is often the result of interesting, diverse building styles and or built-forms, pedestrian density along with variety of quality public places where people feel comfortable, spending time and shopping items for domestic and commercial functions in cities like Addis Ababa. The scale and design of buildings, pedestrian density, and other physical characteristics will determine the quality of built form and public spaces and how well they create an attractive and pedestrian friendly and welcoming environment in relation to built-up and pedestrian density.On the other hand, not many studies have been undertaken in relation to the concept and theory of "Pedestrian Density and Quality of Spaces in relation to build-forms" as well as a knowledge gap associated with these issues.

This research is aimed to analyze and explore the relationship among urban space quality, pedestrian density and built-form of the city in commercially active centers so as to contribute to a better understanding of the correlation among pedestrian density, built-form and quality of urban space. Hence, the study employed multiple data sources for investigation including aerial photos/Satellite-Images, Measuring and counting pedestrians by using exemplary cells (the number of customers per area of spaces), line maps along with on-site plot and block level measurements in the selected case study areas, field observation, questionnaire surveys, interviews, FGD and other related sources through quantitative and qualitative approaches (Triangulation).

Finally, the research ended with arriving at answers for research questions through both statistical and non-statistical techniques. The research result has highly addressed and concluded that Pedestrian friendly Streets with pedestrian density thresholds in commercially active built-environments are places that people like walking and want to stay in, with real character and sense of place. It concludes with an overview of emerging thinking/implications where further efforts are required in the future

Key words: *Nodal-points, Commercial-Active, Street-Density, Pedestrian-Density, Quality-Spaces, Built-form, pedestrian-priority, Addis Ababa.*

1. Introduction

A vibrant and commercially active center is often the result of interesting, diverse building styles and or built-forms, pedestrian density along with variety of quality public places where people feel comfortable, spending time and shopping items for domestic and commercial functions. The Built-Form addresses ways in which private redevelopment and public improvements can contribute to Addis Ababa's downtown and commercially active areas with poor and jam pedestrian density, which leads to uncomfortable built-environment. The scale and design of buildings and other physical characteristics will determine the quality of built form and public spaces and how well they create an attractive and pedestrian friendly, safe and welcoming environment in relation to built-up (FAR and BAR) and pedestrian density. It is strongly believed that commercially active areas in Addis Ababa are composed of substandard & jam pedestrian density and built up density with high coverage built-forms. It is also strongly believed that the higher built-up density in terms of FAR, the higher Pedestrian density, which leads to consider pedestrian priority streets

117

in commercial city centers, however the current situation indicates very serious problems associated with pedestrian movements in inner, intermediate and suburb commercial activity areas as the planning and design problems are being illustrated.

It is also very important to note that commercially active areas usually have very small resident populations. On the other hand, different sources indicate that there is evidently no consensus on the question of quality urban spaces and built-forms. Therefore, at certain built-up and pedestrian densities (thresholds), the number of people in commercially active centers within a given area is sufficient to generate the interactions needed to make certain activities, urban functions and amenities viable including pedestrian circulation spaces, outdoor spaces, green and open spaces, safety and security etc. Clearly, the greater the number and variety of urban activities, the richer the life of a consumers; thus, urbanity is based on density' (Lozano, 1990: 316). There are very few efforts being applied by urban planning institutions or professionals and politicians to examine, evaluate and control densities, particularly pedestrian densities, built-up densities (BAR and FAR) and built-forms, and their impacts on the qualities of urban public spaces in commercially active built-environments. Designers, Planners and politicians over the world are aware of the urgent need for action plans to increase the quality urban spaces and sustainability in the large cities like Addis Ababa, Ethiopia.

Addis Ababa is the capital city of Ethiopia with a population of 3.5 Million in 2016. As a chartered city, Addis Ababa has the status of both a city and a state. It is where the African Union and its predecessor the OAU are based. It also hosts the headquarters of the United Nations Economic Commission for Africa (UN-ECA) and numerous other continental and international organizations. Addis Ababa is therefore often referred to as "the political capital of Africa" due to its historical, diplomatic and political significance for the continent. It is also the primate city of the country.

Despite the fact that Addis Ababa is organically/biologically grown rather than technically grown that calls for proper urban design and planning interventions along the strong consideration of pedestrian density and built-up density (BAR & FAR) with proper pattern of built-forms in order to design quality spaces in commercially active built-environments. It is also important to note that the growth of Addis Ababa is without thorough planning intervention as the city centers composed of poor physical qualities including jam pedestrian densities and high percentage of ground coverage by dense commercial and mixed use built-forms. Built-up area ratio in the old and central part of the city may exceed 90%. Actually, more than 65% of the central part Addis Ababa is Slum neighborhoods (UN-Habitat, 2006).

Most of the commercial and mixed use built-environments in Addis Ababa are composed of single storied buildings and mostly dense due to the close distance among the business and commercial buildings with substandard and jam pedestrian density, high ground coverage of the building blocks expressed like low-rise built-forms with high ground coverage and absence of pedestrian priority being associated with street as primary urban and public spaces in commercially active built-environments. The usability of spaces inside the blocks of urban space is not efficient because most of the spaces inside the block are covered by building structures. In order to increase the efficiency of space, there is a need to analyze the pedestrian density in relation pedestrian priority and pedestrian friendly movements and built-up density, in terms of Floor Area Ratio (FAR) and percentage of land coverage by buildings (BAR) as well as built-forms in relation to quality of spaces. This study examines whether there are also economic benefits to businesses in walkable communities by determining pedestrian density as part of street density so as to detect quality of spaces in built-environment, which is one of the nervous challenges in Commercial active areas of Addis

Ababa from centers to suburbs.

Therefore, this study aims to investigate the impact of pedestrian density and built forms on quality of urban spaces particularly commercially active built-environments to keep pace with the expanding horizon of knowledge that provides strong theoretical grounding looks for application of knowledge associated to pedestrian density and flow, pedestrian priority, built-forms & quality of urban spaces to develop solutions. It may also help the policy makers, managers, urban designers and planners, city officials to improve their understandings on the issues of quality and density in relation to built-forms. On the basis of the above stark realities, the following purpose/aim is stated below for investigation.

It is with the above background of study and problem statement, the aim of the study is to analyze and explore the relationship among urban space quality, pedestrian and or built-up density and built-form of the city in commercially active city centers so as to contribute to a better understanding of the correlation between pedestrian density and quality of urban space. Therefore, the impact of pedestrian density and of built-forms on the quality of urban space in commercially active built-environments within different case areas were studied in Addis Ababa.

2. Review of Related Literatures

2.2. Concept of Quality Urban Space

Before discussing the concept of quality of urban spaces in commercial built environments in relation pedestrian density and built-forms, it is very important to realize that urban spaces should be clearly addressed. Thus, according to Krier (1979), urban spaces are defined as all types of spaces between buildings and geometrically bounded by elevations.

Similarly Spreiregen (1972) defines urban spaces as formal spaces which are the products of cities and usually moulded by building facades and the city floor including pedestrian friendly market oriented built-environments. He also indicates that these spaces must be distinguished from other spaces by their predominant characteristics such as their quality of enclosure; the quality of their detailed treatment or outfitting; friendly pedestrian circulations and the activity that occur in them. He added that if anyone of these qualities is sufficiently strong, it alone may establish the sense of urban space and place in commercial oriented centres as well. In discussing urban space, Carmona also makes a useful distinction of urban spaces as: "hard space" principally bounded by Architectural

Figure 2.1: Built-Forms with High FAR vs Medium BAR and the *"soft space" or parks, pedestrian walkways*

walls, and the "soft space" or parks, pedestrian walkways, gardens and linear greenways which have less enclosure or defined boundary and are dominated by the natural environment (see figure 2.1 above). Paul Spreiregen also describes the size variation of urban spaces an: "Urban and architectural spaces from a hierarchy of spatial types, based on their size. In urban planning and design this hierarchy ranges from the scale of small intimate court spaces on to grand urban space and culminating in the vast space of nature in which the city is set" (Spreiregen, 1972:126). In relation to urban spaces, many practitioners on the other hand have been attempted to investigate their qualities by defining urban space spatially to what extent they

are serving the customers at large in built environments (fig.2.1). Accordingly, (M. Goethals, 2007:4) defines quality of urban space as the extent to which that space satisfies the expectations of customers and beneficiaries particularly pedestrians. These expectations are determined by the values pursued by the customers in commercial areas for its development, more specifically its spatial development including pedestrian friendly commercial built-environments. They are expressed both in very general terms, the values pursued by the customers and in very specific configuration principles for that space in the process of making sure pedestrian friendly commercial areas.

2.3. Pedestrian Density and Flow Impacts on Quality of Urban Spaces

Different practitioners and researchers have also studied the pedestrian density and pedestrian flows in different countries under varying conditions ranging from indoor to outdoor walkway, sidewalks, movements in vibrant commercial and mixed use areas, movements under unidirectional or bidirectional pedestrian flows or under mixed traffic conditions. Pedestrian flow relationships have been developed by many researchers in the context of the study undertaken. Most of these models are based on a linear speed-density relation, except those given by Virkler and Elayadath (1994), Weidmann (1993) (as quoted in Daamen 2004) and Kotkar et al. (2010).

It is very important to note that the relation between pedestrian speed and pedestrian density becomes exponential under heavy pedestrian flow. Polus et al. (1983) developed single and three regime linear speed-density models for pedestrian flows on sidewalks in CBD of Haifa (Israel). They found that speeds are inversely proportional to pedestrian densities. In another similar study Al-Masaeid et al. (1993) found that the quadratic polynomial relation fits the speed-flow data the best. Tanaboriboon et al. (1986) developed flow relationships for sidewalks and walkways in Singapore and compared them with those obtained for the United States and the Britain. The relationship between speed and pedestrian density was found to be linear while flow-density and flow-speed relationships were quadratic. Seyfried et al. (2009) studied the unidirectional pedestrian flow using controlled experiments to measure the relation between density and speed of pedestrians. Contrary to the previous studies a linear relationship was found between the step length and speed even during low speeds of less than 0.5 m/s. It was also found that the space requirement of pedestrians moving at an average speed is less than the average space requirement.

The mean speeds in literature vary from 1.23 m/s to 1.50 m/s on sidewalks/walkways; the variation being from 1.23 m/s to 1.39 m/s in Asian countries (Hongfei et al. 2009, Kotkar et al. 2010); from 1.31 to 1.50 in European countries (Oeding 1963, Older 1968); and from 1.31 to 1.37 m/s in the US (Navin and Wheeler 1969, Fruin 1971). The average mean speed is lower in Asian countries and higher in European countries, which indicates towards the cultural effect on speed. Some researchers have calculated critical speed at maximum flow (capacity). This is found ranging from 0.61 m/s to 0.82 m/s on sidewalk or level walkways (Lam et al. 2003). Pedestrian walking speeds under mixed traffic are studied by Yu (1993, China), Gerilla (1995, Philippines) and Kotkar et al. (2010, India). The speed is found lower in China (1.26 m/s) and comparable in Philippines and India (1.38-1.39 m/s). Daamen (2004) found the mean speed of non-constrained pedestrians as 1.406 m/s whereas, that of constrained pedestrians were 1.454 m/s. It is observed from studies that an average speed in European countries is 1.41 m/s, 1.35 m/s in the United States, 1.44 m/s in Australia, 1.02 m/s in Africa & 1.24 m/s in Asia. This indicates that pedestrians in African countries walk at slower speed as compared to those in European, US, and Asian cities.

Pedestrian density is reported by various researchers either as jam density or as density at capacity to indicate quality of urban spaces as pedestrian friendly built-environment. Hongfei et al. (2009) found a very low jam density (1.65 p/m2) for a corridor in China, whereas, it was 4.83 p/m2 on a walkway in Singapore (Tanaboriboon et al. 1986). It is found varying between 3.6p/m2 and 5.10p/m2 under mixed traffic condition, the highest being observed in China (Yu, 1993) and lowest in Philippines (Gerilla, 1995). Kotkar et al., 2010 reported pedestrian density of 4.17p/m2 for Indian cities. It is found ranging between 2.7p/m2 and 3.99p/m2 in Europe and the USA (Friun, 1971). Some researchers have also indicated a very high value (greater than 4.2p/m2) of jam density (Weidmann 1993, Sarkar and Janardhan 1997). The jam pedestrian density at capacity flow is reported by other researchers also. It is found low (1.3–1.9 p/m2) for the US and United Kingdom (Virkler and Elayadath, 1994) and high (2.1 p/m2) for India (Sarkar and Janardhan 1997). Higher density observed in Asian cities and especially in India indicates accommodating nature of pedestrians who are willing to share the available space with other pedestrians more effectively in commercially active and mixed use built-environments.

Another important aspect related to pedestrian movements is the space occupied by a pedestrian and the minimum space required for comfortable walking in relation to commercial built-forms. The minimum area of an average pedestrian (without bulky clothes and baggage) is about 0.085 m^2. As pedestrian body shape is taken as an ellipse, they cannot fill completely a specific area, which leads to a pedestrian area of 0.11 m2, and a maximum density of 9.09p/m^2. In practice, a density between 2.0 and 2.9p/m2 is achieved for waiting pedestrians (Weidmann 1993, as quoted in Daamen 2004). Pushkarev and Zupan (1975) noted that pedestrians prefer a body buffer zone space of 0.27-0.84 m^2 including the space needed to make a step. Physical contacts may be avoided at densities of 3.0-3.5 p/m^2 (Weidmann 1993, as quoted in Daamen 2004). The data from South Africa clearly indicates that physical contact between pedestrians at higher density is not avoidable. Hall (1990) has examined the effect of culture on the distances maintained in human interactions and found that different cultures use spaces differently and this includes walking, sitting, standing, and talking as indicators of good urban design in the built-environments. The behavior of pedestrians at bottlenecks in Addis Ababa has not been studied so far.

Furthermore, this study examines the changes in the pedestrians' flow characteristics due to an increase in the width of the pedestrian facility, as well as, due to the bidirectional pedestrian flows on a facility and formation of bottlenecks due to encroachment of a facility by higher building coverage's or built-up density exceeding (BAR>65%) in terms of BAR. It also compares the results with those reported in literature to bring out with the differences in pedestrian behavior in relation jam pedestrian density or capacity. The findings of the study will be useful in the evaluation of the level of service on walking facilities in commercial and mixed use areas. These can also be used as important inputs for the development of dynamic continuum models to describe the pedestrian movements in the spatio-temporal domain associated with built-up and pedestrian density in relation to built-forms in commercially active & mixed use centers in Addis Ababa.

On the other hand, there is evidently no consensus on the question of urban quality, level of density particularly pedestrian and built-up densities in relation to commercial built forms. Steven also suggested that "Wisely used, density can be a valuable weapon in the planners' 'armoury', but indiscriminate use has revealed some limitations (P.H.M. Steven, 1960)." Hence, at certain pedestrian and built-up densities

(thresholds) with proper application & use, the number of people or customers within a given area is sufficient to generate the interactions needed to make certain urban functions or activities viable for better quality of spaces. Clearly, the greater the number and variety of urban activities, the richer the life of beneficiaries; thus, urbanity is based on 'density' (Lozano, 1990:316). Variations of the built from throughout the city will help to achieve a distinct 'sense of place' for each market oriented neighborhood and define activity levels to make pedestrian friendly commercial and mixed use built-environment by developing optimum pedestrian density. It is explicitly addressed in the analysis part below.

3. The Methods

To fulfill the objectives of this study, various methods have been applied. For the calculation of densities in terms of pedestrian density and (FAR & BAR) in relation to varying commercial and mixed use built-forms, the measurement of commercial plots, block area, ground coverage (BAR), total floor area ratio (FAR), building set-backs, pedestrian density together with pedestrian priority by taking cross sections, were calculated from the aerial photographs, on site counting of customers, Satellite image and line maps along with on-site Measurements from the case study built-environments of nodal and commercially active areas. In addition, survey corroborated with questionnaire and Interview has also been made to get in depth opinion. Observations (both overt and Covert), Video-graphic technique was also employed for collecting the pedestrian density data to reinforce the physical analysis with respect to pedestrian density, pedestrian flow and speed, pedestrian travel behavior and as well as built-up density in relation to built-forms. This research study has been engaged both qualitative and quantitative research approaches, which is called "triangulation". "Therefore, the Research method aims to achieve maximum validity in order ensures the reliability of the research. Hence, the frame that has been chosen is wider as time series data has to be analyzed. For the maximum reliability, research methods selected cross checks and validate the analysis and inferences."

The technique also used to analyze the interviews was based on Kvale's (1996) method of analysis. Out of the five possible approaches for analyzing interviews, recommended by Kvale, three were used: condensation– paraphrasing long interviews into succinct statements or shorter formulations; narrative– creating a coherent story out of the many happenings was reported in an interview; and interpretation– re-contextualizing of the statements within broader frames of reference. Applying condensation, the interviews from the fieldwork was first cleared from unnecessary and redundant information and abridged formulations was also made. These have then woven into the case study reports combined manner in such a way that they have been made coherent narrative. Finally, the narratives were made to correspond, as explained in the major strategy, to the predetermined research question-based topics. With regard to the questionnaire and measurements data, it was first entered in SPSS programme, version-22. In this regard, the SPSS analysis results would be focused on odds ratio used to examine the relationship between variables (response and Predatory variables) and Predatory variables level of significance for the model. In addition to the analysis of interviews and questionnaires; line maps, GIS, photographs, aerial photos and secondary written documents were interpreted in relation to the key issues of the research questions and were incorporated as part of the case reports all together.

4. Results and Discussions

Four case study commercially active centers in Addis Ababa, two in inner part of the city, one from Heyahulet Mazoria and one from Ayat suburb area were selected for the collection of pedestrian density flow data as well as Built-up Density in mixed condition to analyze the pedestrian density and built-forms

in commercially active and mixed use built-environments. Out of these, Piazza and National Theatre areas are located the main city centers.

The commercially active city centers selected have cultural, commercial, historical and retailing backgrounds; represent different customer groups and supports substantial pedestrian density activity and built-up density in relation to built-forms. Therefore, these 4 study locations were selected within Addis Ababa for on-site data collection. To understand the general behavior of the pedestrians while walking, the locations were selected such that they represent varied land use around the facility, change in facility by width, and the effective width of the facility available for pedestrians to walk on in building pedestrian friendly commercial environment. Some locations have uni-/bi-directional pedestrian flows and some are constrained in width available to the pedestrians. These allow studying and examining the pedestrian behavior under varying flow conditions on facilities in each commercial built-form as being illustrated in figure 3.1 below. The classification of selected locations based on the above criteria is given in Table 3.1 below. The sample locations are shown in Figure and table 3.1 below.

Table 1: Details of study locations from all case study areas

By width of the facility			By effective width of the facility	
Classification	Number of	Width of facility, m	Facility width, m	Effective Width,
Sidewalk	12	1.7 – 4.2	7.5	45
Wide sidewalk	6	>4.1, <9.2	6.3	50
Commercial blocks	4	> 9.2		
Carriageway	3	5.4*		

* Used by pedestrians, total width of the street is 11 m per direction separated by a median, 2016

On the other hand, (Built-up Density (FAR) Brings Pedestrian Friendly Environment), there is now clear evidence from the analysis below and review above that increasing built-up density in terms of floor area ratio/FAR/ reduces the need to travel great distances for local needs and reduces the reliance on cars for transport in business oriented areas. However, higher built-up density development or higher lot coverage is more compact and may affect the pedestrian movements and causes crowded pedestrian friendly environment. In former way, built-up density influences proximity, decreasing the distances between destinations and so making them more walkable. Built-up Density as being explained above, High Floor area ratio/FAR<2.0/ with low building converge (BAR>65%) also brings people closer together, which results in 'more eyes on the street' and contributes to the perceived and actual safety required to encourage physical activity, and more specifically walking in commercially active built-environments by making pedestrian friendly environment. It is also important to note that increasing built-up density (FAR) can result in a clustering of destinations, making it convenient for customers to access a variety of needs such as buildings, shops, malls, libraries, cafes, medical centers and so on, within one location in relation to built-forms. This clustering is associated with shorter travel distances and increased pedestrians for transport. People in high built-up density (FAR vs. low BAR) urban areas may achieve the recommended 30 minutes a day simply by walking to and from public transport and shops or commercial centers. It takes a certain number of people to support social infrastructure, such as schools and public transport, as well as a range of shops, services, local businesses and other amenities. Sufficient population density ensures that these local, walkable destinations have a customer base with pedestrian friendly built-environments with pedestrian facilities.

As being stated above, Video-graphic technique was employed for collecting the pedestrian density data as shown in fig 3.1 and 3.2. A trap of known length was marked on the pedestrian facility using a

self-adhesive white tape for measuring the pedestrian speed and flow. The video camera was kept at an elevated point so as to cover the pedestrian movement on the entire trap. The movements of pedestrians were recorded during the morning and evening peak periods (7.00 – 9.30 A.M, and 5.00 – 6.30 P.M) on a working day at each of the study locations. The required pedestrian density data were later extracted from the recorded videos. Looking at the continuous flow of pedestrians entering the trap the flow data was extracted on one minute basis though under fluctuating flows lower value of time interval would be more appropriate. The time taken by each pedestrian to cross the trap length was noted to an accuracy of 0.01s to determine pedestrian speed. Based on the pedestrian flow, pedestrian density per square meter is calculated. The inverse of pedestrian density yielded the area module. These were found for the entire study duration. It is important to note that the higher the built-up density in terms floor area ratio has direct influence on the pedestrian movements in the commercial built-environments as the higher the floor area ratio the higher pedestrian movements in the study areas.

4.2.   Pedestrian Density & Pedestrian Flow Relations and Characteristics

Before estimating various flow characteristics for pedestrians at different selected locations, the locations which are found similar (based on pedestrian flow conditions and width of the facility) have been clubbed together. In this regard, a sidewalk study location in Ayat area is excluded from the analysis. This is the only location which has divided sidewalk with bi/unidirectional flow. Bottleneck conditions prevailing on two of the wide-sidewalks are also excluded. Data from rest of the locations are combined under the heads sidewalk, wide-sidewalk, Commercial areas and carriageway and the flow characteristics like pedestrian flow, speed, density and area module are estimated. A single-regime approach is used to ascertain the relationship between pedestrian speed and density due to constraints of the data points. Various distributions like linear, logarithmic, power, polynomial, exponential, etc. are considered to arrive at the best fit distribution. Once this is ascertained, the mutual relationships between flow, density and speed are derived theoretically and their goodness of fit is examined based on data plot and statistical parameters like R^2, standard error and Chi-squared test. The goodness-of-fit statistics are calculated for the observed range of the data. In the case of sidewalks, wide-sidewalks and commercial precincts, a negative exponential relationship is found fitting pedestrian speed and density data the best.

The theoretical relationship between pedestrian flow and density, as well as, pedestrian flow and area module is exponential; and is logarithmic between pedestrian flow and speed. The developed relationships are given in table 3.2 below. In general, the goodness-of-fit defined by various statistics is found between satisfactory and good (based on R^2 value, >0.70), leaving speed-density relationship for wide-sidewalks for which it is quite low (<0.50), and is fair (>0.50 and <0.70) for flow-speed relationship of sidewalks and speed-density relationship of commercial areas. The data points are found to be highly scattered around the best fit curve in these cases. The flow relationships developed in the present study are similar to those reported for other world class cities for heavy density pedestrian back flow.

Table 2: Relationships between pedestrian flow characteristics from all four case study areas

Facility	Relation	Model equation	R^2 value	SE	Chi test*
Sidewalks	Speed-Density	$v = 1.576 \times e^{-k/3.03}$	0.817	13.50	9.25
	Flow-density	$q = 1.576 \times k\ e^{-k/3.03}$	0.726	23.63	10.68
	Flow-speed	$q = -3.03 \times v \times \ln(v/1.576)$	0.641	12.05	13.53
	Flow-space	$q = (1.576/M) \times e^{-1/3.03M}$	0.857	5.17	8.94
Wide-sidewalks	Speed-Density	$v = 1.492 \times e^{-k/2.857}$	0.364	41.25	19.21
	Flow-density	$q = 1.492 \times k\ e^{-k/2.857}$	0.911	37.19	6.17
	Flow-speed	$q = -2.86 \times v \times \ln(v/2.857)$	0.791	16.48	11.23
	Flow-space	$q = (2.857/M) \times e^{-1/2.857M}$	0.842	32.42	9.14
Precincts	Speed-Density	$v = 1.340 \times e^{-k/2.564}$	0.566	17.28	15.66
	Flow-density	$q = 1.340 \times k\ e^{-k/2.564}$	0.939	25.89	4.93
	Flow-speed	$q = -2.56 \times v \times \ln(v/1.340)$	0.861	4.79	8.78
	Flow-space	$q = (1.340/M) \times e^{-1/2.564M}$	0.959	21.09	5.71

The flow relationships developed for different types of pedestrian facilities are shown in *Figure 2 below*.

Figure 1: Conditions observed under study from all four case study areas in Addis Ababa, 2016

A) Poor Sidewalk

B) Narrow Sidewalk

C) Pedestrians & Animals together

D) Both Pedestrians & Vehicles, *high density*

E) Very Narrow Pedestrian walkway

F) Very High *Pedestrian Density*

G) No Built-form Setback and narrow Walkway

H) Better Pedestrian Walkway

I) Informal Activities Blocking Walkways

Figure 2: Conditions observed under study from all case study areas in Addis Ababa, 2016

Figure 2: Pedestrian Flow relationships developed for different pedestrian facilities in four case areas
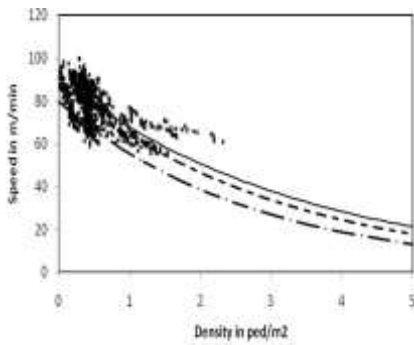
a) **Speed – Pedestrian Density**
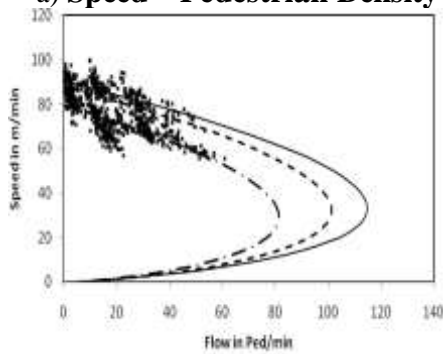
b) **Flow – Pedestrian Density**

c) **Speed – Pedestrian Flow**
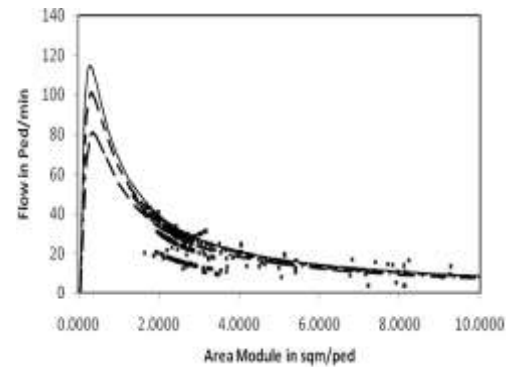
d) **Flow – Area module**

—— Sidewalks   - - - - - Wide-sidewalks   — · — Precincts

These relationships clearly indicate the difference in the three types of sidewalk facilities as classified in the present work. Based on the relationship between pedestrian flow characteristics and characteristics parameter values, the behavior of the pedestrians on sidewalks and wide-sidewalks is found to be more similar than that on commercial precinct in relation to the quality of pedestrian friendly spaces. This indicates that as the width of the pedestrian facility increases above 9.0 m a distinct change in the pedestrian behavior is noticeable *as* indicator of quality of urban spaces. The mean free speed of pedestrians decreased

Figure 3.3: Good quality of pedestrian spaces in building *pedestrian friendly commercial built-forms*

from 1.576m/s on a conventional sidewalk ($\leq$ 4.0 m) to 1.492m/s on a wide-sidewalk (5.33% reduction) and to 1.339m/s on a commercial precinct (15.04% reduction). These speeds are in the higher range of 1.23m/s to 1.50m/s given in the literature. The average speed of pedestrians is found to be 1.165m/s (Maximum 1.67m/s, Minimum 0.72m/s). The speed at capacity is 0.578m/s on sidewalks, 0.548m/s on wide-sidewalks and 0.493 m/s on commercial and mixed use built-environments. These speeds are lower than the range (0.61 m/s to 0.82m/s) reported in literature for sidewalks and level walkways as good quality of pedestrian spaces in building pedestrian friendly commercial built-forms.

As being explained in the literature that pedestrians in Addis Ababa walk at lower speed during side frictions on the facility due to congestion or jam pedestrian density. Similar behavior is observed in the present study also. At low densities (< 0.18p/m^2) and low flow values of up to 20p/ms the behavior of pedestrians on the three facilities is more or less similar. As the flow increases above 20p/ms, a higher reduction is observed in the pedestrian speed on commercial built-environments as is evident from the steepness of the speed-flow curve *(Figure 3.2 above)*. The flow at capacity is found to be 1.757p/ms on sidewalks, 1.568 p/ms on wide-sidewalks (10.75% low), and

Figure 3.4:Poor quality of pedestrian spaces in building *pedestrian friendly commercial built-forms with Jam Pedestrian Density*

1.263p/ms on commercial areas (28.11% low).The study locations of sidewalks are mostly in commercial or mixed activity areas and this may be the reason for higher flows that might reduce the quality of pedestrian spaces (fig. *4).*

As it has been observed that higher flow values in commercial areas as trip characteristics are mainly business oriented. The pedestrian density at capacity is found to be 3.3p/m^2 on sidewalks, 2.86p/m^2 on wide-sidewalks (5.6% reduction) and 2.56p/m^2 on commercial precincts (15.51% reduction). This is almost similar to the trend observed for speed. The values observed are higher than those reported for USA and UK (1.3 – 1.9 p/m^2). The jam pedestrian density is expected to be higher than 4.5p/m^2. This is higher than that reported for Europe and USA, but lower than the one reported from China as being addressed in the literature. This is supported by the pedestrian space available on a facility. The pedestrian buffer space (space occupied by a pedestrian along with half of the surrounding clearances between pedestrians) at capacity flow is found to be 0.33 m^2/p on sidewalks, 0.35 m^2/p on wide-sidewalks and 0.39 m^2/p on Commercial and mixed use built-environments. The increased space and freedom from boundary restrictions resulted in higher leisure walking behavior of pedestrians on wider facilities to check the quality of spaces. In all the four cases the physical contact between the pedestrians at capacity flow is avoided as suggested by the author. Various flow characteristics as estimated from figure 3.3 and 3.4 for different pedestrian facilities are given in table 3.3 below.

Table 3: Pedestrian flow characteristics under different conditions all case study areas

Facility / Condition	Free speed (µf), m/s	Flow at capacity p/ms	Area module (M) at capacity	At capacity	
				Speed m/s	Pedest. Density p/m^2
Sidewalks	1.576	1.757	0.33	0.578	5.03
Wide-sidewalks	1.492	1.568	0.35	0.548	4.86
Commercial Mixed use built-	1.339	1.263	0.39	0.493	6.56
Unidirectional	1.595	1.333	0.44	0.588	4.27
Bi-directional	1.576	1.768	0.33	0.568	6.13
Unrestrained	1.492	1.568	0.35	0.548	4.86
Restrained	1.212	1.345	0.29	0.413	6.45
Carriageway	1.415	2.067	0.34	0.703	4.92
Exclusive facility	1.502	1.493	0.37	0.553	4.70

Survey Results, 2016: Pedestrian flow characteristics

4.3. Built-up Density and Pedestrian Circulation Spaces

As already being explained in the review and analysis, "The size of commercial plot, the amount of plot which can be built up and the height of the building give the dimensions of the most visible aspect of built-up density: the amount of space which is built". Built-up density includes built-up area ratio (BAR) and floor-area ratio (FAR). In the procedure of actual calculations of built-up density including BAR & FAR, actual site, line and Nortek maps have been used. For all sites, coverage of the area are measured and called "ground coverage". These are measurements for the "site" which is the actual area of the commercial and mixed us plots in which a business or commercial complex is built on, and block level calculations in all cases included the addition of half of the width of the surrounding streets. In some cases the presence of public facilities such as small day care centers, or large areas with undetermined uses attached to them have been included, if these have been considered as variables that constitute as being a part of the type under analysis. The calculation comprises: total floor area ratio/FAR/: ratio of total built commercial and business area

Figure3. 5l: High Ground coverage, Morphology and building height situation in Piazza area

to area of land, building height: number of stories and built-up area ratio (BAR): built up area divided by the size of the commercial plot.

However, a naked eye observation on the case study areas morphology suffices to retrace the minimal role of planning intervention in `urban space consumption` over time in relation pedestrian movements. This predominance of haphazard development poses a substantial need for re-planning. The high building coverage's of commercial plot and block contributes for the absence of open and green spaces, circulations & mobility particularly impedes pedestrian flows, possibility to use recreational and commercial outdoor spaces as being illustrated on figure 5. Therefore, the analysis results unveil that less attention has been given for developing appropriate patterns of built form & morphology with proper density thresholds as prescriptions and norms to control pedestrian quality urban spaces in commercial and mixed use built-environment. As a result, planning controls were not developed as per prescribed maximum allowable densities (BAR<65% and FAR ›2.0). Many municipalities and design experts have been less strived to determine the minimum and maximum built-up density as 'norms and prescriptions' to plan and design quality commercial built environment in building better quality and pedestrian friendly urban spaces.

The figure 3.5 above also illustrates that the built up area ratio/BAR/ is exceeding 85% or approximately close to 90% that there is no space for pedestrian circulation and mobility, greenery, open spaces, contributes for the incidence of crime in the market oriented neighborhood and the surrounding urban environments. The figure 3.6 also depicts that the ground coverage in business plots are almost the same in all case study areas, which close to 1 or 100%. Hence, this built environment is highly occupied by building structures fail to accommodate the adequate quality elements as being stated above. Therefore, it clearly shows that built-up density would affect the urban built form and quality of commercial neighborhoods in terms of poor pedestrian friendly built environment.

4.4. Impediments to Walking in relation to Pedestrians

It is also important to note that respondents were also asked to indicate what personal/environmental as well as transportation system factors discourage them from walking more in commercially active built-environments. For each factor listed, respondents indicated the relative importance of that factor in their decision to walk (a ranking of 1 indicated "not a factor" while a ranking of 5 indicated "most important").

4.4.1. Personal and Environmental Factors

It has also been observed that examples of personal and environmental factors that would discourage walking in market oriented built-environments include weather, personal health/fitness levels, terrain, and concerns about safety and crime. In general, these factors are less significant in discouraging customers from walking as explicitly analyzed.

Every one of the factors received more votes in categories 1 and 2 ("not a factor" and "less important") than in categories 4 and 5 ("very important" and "most important"). The two personal and environmental factors receiving the highest relative importance were inattentive or aggressive drivers (safety) with an average score of 2.87, and too dark (average score of 2.78). Particularly noteworthy is that concerns about inattentive and aggressive drivers received a higher score than any factor, both in the personal/environmental and transportation system categories indicating that a focus on pedestrian safety and traffic calming in those active market areas that will be an important component in the development of a complete pedestrian friendly network.

Particularly encouraging is the low average score of "don't enjoy," which received an average score of 1.24, indicating that most respondents enjoy using their feet as a mode of transportation or pedestrians. Therefore, it is quite essential to plan and design pedestrian friendly commercial and mixed use environment in the city. The table .4 below provides a comparison of the relative respondent rankings on the factors.

Table 4: personal and environmental factors limiting walking in commercial environments from cases

What Personal and Environmental Factors Limit You From Walking More Often?				
			# of Responses by Priority Rating	
	# of Responses	Average Ranking Score*	STRONG (4&5)	LOW (1&2)
Physical (Pedestrian walkways)	813	1.38	43	770
Don't Enjoy	810	1.24	21	789
Personal Appearance	815	1.20	20	792
Aggressive Drivers (Safety)	820	2.87	310	510
Crime	828	2.30	162	666
Too Dark	822	2.78	241	581
Weather	821	2.64	189	632
Terrain	819	2.02	67	752
* Ratings scale from 1 (Not a Factor) to 5 (Most Important)				

Source: Questionnaire Survey, 2016

4.4.2. Transportation System Factors

The analysis results clearly shows examples of the transportation factors that potentially influence whether one might choose to walk include lack of sidewalks, crossing barriers (highway, streams),

unsafe street crossings, incomplete sidewalk networks (stopping and starting), sidewalk too close to moving traffic, and poor maintenance of sidewalks lead to poor pedestrian friendly built-environment . The most important factors, with average score listed, include: No sidewalks (2.86), Inadequate lighting (2.75), not enough separation between sidewalk and vehicle lanes (2.71) and Sidewalk connectivity issues (2.62)

The least important factors include (with average score): Lack of useable wheelchair ramps (1.40) and Sidewalks/pathways too difficult for wheelchairs (1.42). These low scores are particularly surprising given the fact that some mothers who regularly push their children in strollers indicated that wheelchair ramps are important to them for this reason. *Table 3.5* below provides a comparison of the relative respondent rankings on the factors associated with pedestrian movements and flow characteristics.

Table 3.5: Transportation Factors Limiting Walking assessed from all four case study areas

What Transportation System Factors Limit You From Walking More Often?				
	# of Responses	Average Ranking Score*	# of Responses by Priority Rating	
			STRONG (4&5)	LOW (1&2)
No Sidewalks	823	2.30	145	678
Crossing Barriers	823	2.15	165	658
Width of Streets	820	1.78	136	684
Not Enough Crossing Time	820	1.63	139	681
Paths Start and Stop	816	2.62	196	620
Not Enough Trails	816	2.66	189	627
Not Enough Separation	816	2.71	202	614
No Wheelchair Ramps	809	1.40	186	623
Sidewalks too Difficult for Wheelchairs	813	1.42	66	747
Distance/Time	816	2.56	151	665
Poor Maintenance	811	2.26	131	680
Poor Transit Stops	814	1.97	52	762
Inadequate Lighting	819	2.86	179	640
* Ratings scale from 1 (Not a Factor) to 5 (Most Important)				

Survey Results, 2016

4.5. Findings of the Study

The analysis results have found that higher built-up densities along with commercial and mixed-uses are associated with walking for transport through pedestrian density at all ages and that people living in higher density commercial built-environments undertake more walking and physical activity than people living in low density commercial areas. On the other hand an international literature review and analysis results on pedestrians found that built-up density was associated with walking for travel or pedestrian density in most studies.

The finding made sure that the challenge in finding the link and relationship between built-up densities and walking has been explored by trying to separate out the role of density from other built environment features. One key study found that walking for transport was most strongly related to land use diversity, intersection density, pedestrian density and the number of destinations within walking distance. Despite measurement challenges, it has been shown that higher built-up density commercial built-forms generally have a number of negative key elements that work together to create environments that support

might not pedestrians or walking in terms of pedestrian friendly commercial built-environments. Therefore, these findings clearly show that there is strong positive correlation in between pedestrian density and quality of spaces in commercially active centers in the built-environments in relation to built-forms and broadly affects the quality of spaces particularly pedestrian public spaces.

Similarly, this study on the other hand found that the impact of pedestrian and built up density as well as behavior of pedestrians walking on different type of facilities and under varying flow conditions. The pedestrians are studied on sidewalks categorized by the width of the facility, and under conditions like bidirectional or unidirectional flow, reduction in the effective width of the facility and the absence of an exclusive pedestrian facility at a location. The flow relationships are developed and characteristic values are found out. It is observed that the speed-density relationship follows exponential form on sidewalk of varying widths and linear form on a non-exclusive facility like side of a carriageway. Pedestrians behave similarly to each other within a close band of flow characteristics, up to a width of 9.0 m and beyond this the behavior changes drastically.

The study result also unveiled that the pedestrians behave similarly at very low density (or flow) irrespective of the type of a facility but behavior is different at higher built-up and pedestrian densities which are directly affecting the quality of urban spaces in the commercially active built-environments. The flow characteristics are found different from those observed in World class cities around the globe. The free speeds in Addis Ababa on sidewalks are found higher than that in most of the cities of African and Asian, though the average speeds are lower. This indicates that due to heavy pedestrian flows and limitation imposed by width of the facility pedestrians in Addis Ababa walk slower but given an ideal condition they may walk faster than their counterparts in other countries. "Therefore, the relationship between pedestrian density and quality of spaces in commercially active city centers in the built-environments in relation to built-forms is quite strong."

The Analysis result also indicates that the current situation of pedestrian density in almost all case study areas are exceeding 5.5p/m2 and is clear manifestations of jam pedestrian density as good indicator of poor quality spaces in commercially active centers in Addis Ababa. However, the literature review of best practice and observation unveil that the pedestrian density at capacity is found to be 3.3p/m2 on sidewalks, 2.86p/m2 on wide-sidewalks and 2.56p/m2 on commercial precincts. This is almost similar to the trend observed for speed. The jam pedestrian density is expected to be higher than 4.5p/m2. The pedestrians are found to maintain higher buffer space on wider facilities resulting in relaxed walking. Even at very high density, the pedestrians adjust the space available without causing body-to-body contact as indicated by area module at capacity flow, which are clear manifestations of poor quality urban spaces like weak pedestrian friendly built environments. It infers that the width of a facility along with density governs the pedestrian behavior.

On the other hand, the study confirmed that pedestrian and Built-up density characteristics are the basic determinants of quality spaces in commercially active built environments and built forms. It is evident that the higher the ground coverage (>65%) the lower quality by occupying spaces with dense built-forms for the above stated quality elements as well as pedestrian density exceeding 3.3p/m2. The analysis results further underlines that Jam pedestrian density could be perceived when it exceed 4.5p/m2highly deteriorates pedestrian friendly market oriented built-environment. Therefore, the lower the pedestrian density the higher pedestrian friendly built-environment and the lower ground coverage within the density thresholds (BAR: <65% in commercial centers) is showing the increasing trend of better quality of urban spaces. These are clear manifestations of the direct relationships among pedestrian density, built-up density (high FAR) and quality of spaces as already being deeply analyzed in cross case analysis. Hence, total floor area ratio (FAR) as component of built-up density has direct relationship with higher pedestrian movement and quality of spaces, like increasing total floor area ratio means increasing the

height of the commercial and mixed use buildings with many more flats so as to allow more people to work in business, and shopping in.

It is also worth mentioning that urban spaces design and planning should respect proper pedestrian circulation spaces with optimum pedestrian density (<3.3p/m2) along (Standard widths of street: 8m minimum, 12m, 15, 18, 25, 30, 40m etc) as well as proper dimensions of pedestrian walkways (3-5m) in the built-environment creating pedestrian friendly circulation spaces as basic determinants, vehicular spaces to install attracting sustainable built-environments. Street grids generally should allow better pedestrian circulation because they have more intersections and more connecting streets. Subdivision regulations could be revised to require a minimum number of connecting streets to existing roads and/or a limitation on the number of cul-de-sacs, or a similar regulation the encourages pedestrian-friendly street patterns in commercially active centers in order to declare pedestrian friendly built-environment. Similarly, the analysis result also unveils that creating a strong street wall in relation to built-forms by locating building frontages is at the required setback or, where no setback requirement exists, at the front property line of the commercial buildings. Where additional setback is necessary or a prevailing setback exists, activate the area with a courtyard or "outdoor room" adjacent to the street by incorporating pedestrian amenities such as plazas with seating or water features, for example with average and optimum building coverage (BAR) and high Floor area ratio (FAR) as built-up density in relation to built-forms. Otherwise, the results clearly have shown the poor quality of spaces in commercially active built environments.

It is also quite worthy to provide direct paths of travel for pedestrian destinations within large developments. Especially near rapid bus transit lines, create primary entrances for pedestrians that are safe, easily accessible, and a short distance from transit stops in order to install pedestrian friendly commercial built environments. Therefore, optimum pedestrian density is very important to maintain existing alleys for access in relation to built-forms so as develop quality urban spaces. It is also used to avoid vacating alleys or streets to address location-specific design challenges. In dense commercial neighborhoods, it is also possible to incorporate passageways for pedestrians into mid-block developments, particularly on through blocks that facilitate pedestrian access to commercial amenities from adjacent mixed use areas to maintain easy access to commercial areas from adjacent mixed use neighborhoods so as to avoid unnecessary or circuitous travel. Hence, paths should never be blocked by a fence that impedes the pedestrian flow, a kind of poor quality urban spaces indicator.

The study also found that personal, environmental and transportation factors that would discourage walking in market oriented built-environments include weather, personal health/fitness levels, terrain, and concerns about safety and crime as some determinants of pedestrian flow. The two personal and environmental factors receiving the highest relative importance were inattentive or aggressive drivers (safety) with an average score of 2.87, and too dark (average score of 2.78). Particularly noteworthy is that concerns about inattentive and aggressive drivers received a higher score than any factor, both in the personal/environmental and transportation system categories indicating that a focus on pedestrian safety and traffic calming in those active commercial areas that will be an important component in the development of a complete pedestrian friendly network. It is also strongly believed that personal, environmental and transportation factors are also boldly affecting the pedestrian density to make sure quality urban spaces by planning and design of pedestrian friendly public spaces. Hence, transportation factors that potentially influence whether one might choose to walk include lack of sidewalks, crossing

barriers (highway, streams), unsafe street crossings, incomplete sidewalk networks (stopping and starting), sidewalk too close to moving traffic, and poor maintenance of sidewalks lead to poor pedestrian friendly built-environment . Low scores are particularly surprising given the fact that some mothers who regularly push their children in strollers indicated that wheelchair ramps are important to them for this reason. Therefore, particularly encouraging is the low average score of "don't enjoy," which received an average score of 1.24, indicating that most respondents enjoy using their feet as a mode of transportation or pedestrians. Therefore, it is quite essential to plan and design pedestrian friendly commercial and mixed use environment in the city.

Finally, as being analyzed and explicitly addressed in the analysis results and review, the pedestrian densities exceeding 4.5p/m2 would create jam and poor pedestrian commercial and mixed use built-environments as implication. Similarly, the analysis result unveils that commercially active areas with built-up density including BAR exceeding 65 % and floor area ratio (FAR) less than 2.0 may discourage pedestrian flow characteristics and leads to weak pedestrian friendly commercial corridors. Therefore, in this post modern era, urban centers must be highly dominated by pedestrian movements and enhancing mass transit system instead of individual automobiles in the built-environments. It is also recognized that sidewalks are desirable in other locations to make pedestrian friendly built-environment. For example, sidewalks are required both sides of collector streets and on at least one side of local streets for new commercial and mixed use developments. Finally, the index provides a strategy for the City Administration to complete the sidewalk network in commercially active areas in efficient way - that is, to build those sidewalks which are most critically needed first, and then systematically complete the entire sidewalk network in order of priority so as install pedestrian friendly built-environment through optimum or capacity pedestrian density. Therefore, the impact of density on quality of spaces in relation to built-forms is very significant according to the findings of the study.

5. Conclusion and Recommendations

5.1. Conclusion

This study concludes that built-up densities of commercial and mixed-uses, are associated with walking for transport through pedestrian density at all ages and that people living in higher density commercial built-environments undertake more walking and physical activity than people living in low density commercial areas. On the other hand an international literature review and analysis results on pedestrians found that density was associated with walking for travel in most studies. This study also made sure that the challenge in finding the link between built-up densities and walking has been explored by trying to separate out the role of density from other built environment features. One key study found that walking for transport was most strongly related to land use diversity, intersection density, pedestrian density and the number of destinations within walking distance.

The study on the other hand concludes that the impact of pedestrian and built up density as well as behavior of pedestrians walking on different type of facilities and under varying flow conditions. It is observed that the speed-density relationship follows exponential form on sidewalk of varying widths and linear form on a non-exclusive facility like side of a carriageway. Pedestrians behave similarly to each other within a close band of flow characteristics, up to a width of 9.0 m and beyond this the behavior changes drastically.

Similarly, it concludes that the pedestrian density at capacity is found to be 3.3p/m2 on sidewalks,

2.86p/m2 on wide-sidewalks and 2.56p/m2 on commercial precincts (15.51% reduction). This is almost similar to the trend observed for speed. The jam pedestrian density is expected to be higher than 4.5p/m2. The pedestrians are found to maintain higher buffer space on wider facilities resulting in relaxed walking. Even at very high density, the pedestrians adjust the space available without causing body-to-body contact as indicated by area module at capacity flow, which are clear manifestations of poor quality urban spaces like weak pedestrian friendly built environments. It infers that the width of a facility along with density governs the pedestrian behavior.

5.2.Recommendations

This study has been structured to underline recommendations about pedestrian travel, pedestrian friendly commercial built-environments, built-up density thresholds, provision of new pedestrian facilities, Repair and upgrade of existing facilities, Signalized pedestrian crossings, pedestrian density in relation to built-forms. The research result highly addresses, Pedestrian friendly Streets with pedestrian density thresholds in commercially active built-environments are places that people like walking and want to stay in, with real character and sense of place. It has to be recommended that all customers in this market oriented centers should have to have access to good quality spaces and connectivity to where they work, and live, possibility to use pedestrian spaces, safe and secured environment, accessibility for amenities, circulation and mobility.

Finally, the study underlines the following recommendations to be taken by the city administration and other concerning body so as to bring about good quality of urban spaces in the commercially active built-environments, in relation pedestrian density and built-forms:

- The city administration should increase pedestrian travel, and the majority must have explicit goals or targets so as improve pedestrian friendly built-environment;
- The policies, activities undertaken, and guidelines should be followed by each sub-city to provide pedestrian facilities together with optimum pedestrian density.
- The City Administration must receive complaints and requests about specific issues, and pressure to improve the overall pedestrian network;
- Pedestrian density and pedestrian flow characteristics should be used to plan pedestrian friendly commercial and mixed used use built-environments;
- Pedestrian facilities are important components that should Incorporate features such as white markings, signage, and lighting so that pedestrian crossings are visible to moving vehicles during the day and at night so as to make sure pedestrian friendly commercial environment through optimum pedestrian density.
- Optimum pedestrian density should be taken as very important component to maintain existing alleys for access in relation to built-forms so as develop quality urban spaces.
- place public use areas such as restaurant seating, reception, lobbies, and retail, along street-facing walls where they should be visible to passersby as pedestrian friendly environment
- The pedestrian buffer space (space occupied by a pedestrian along with half of the surrounding clearances between pedestrians) at capacity flow should be found to be 0.33 m2/p on sidewalks, 0.35 m2/p on wide-sidewalks and 0.39 m2/p on Commercial and mixed use built-environments.
- Consistent architectural detail or good built-forms with optimum built-up density (<65%) and design elements must be well emphasized to provide cohesive urban spaces along proper pedestrian circulations (<3.3p/m2) as being addressed in the analysis.

- The City Administration should plan and design pedestrian friendly commercial and mixed use environment in the city through Sidewalk Priority Index.
- Pedestrian density at capacity should be found to be 3.3p/m2 on sidewalks, 2.86p/m2 on wide-sidewalks and 2.56p/m2 on commercial precincts. This is almost similar to the trend observed for speed. The jam pedestrian density is expected to be higher than 4.5p/m2.
- Pedestrian and Built-up density characteristics should be the basic determinants of quality of commercially active built environments and built forms. It is evident that the higher the ground coverage (>60%) the lower quality by occupying spaces with dense commercial built-forms for quality elements as well as pedestrian density exceeding 3.3p/m2 for poor pedestrian friendly built-environment.
- The city administration should be moving towards providing wider sidewalks on both sides of both collectors and arterial streets. The study areas currently requires sidewalks on both sides of arterials & collectors streets;
- The city Administration and concerned body should have to address issues and policies regarding accessibility in terms of pedestrian priority and they do feel that the city administration guidelines from structural plan are robust or progressive enough.
- The city administration should have policies on the placement of street furniture not only one had a system to zone the differing segments of sidewalks, as well as guidelines on where street furniture, such as public telephone, hydrants and parking meters, can be placed;
- All pedestrian friendly built-environments should have GIS (Geographic Information Systems) that are supposed to be interested in introducing a system. The world cities are currently testing handheld computers with GIS maps for sidewalk inspections and so on;

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Implementation of Good Governance in Rendering Services to Students: The Case of Ethiopian Civil Service University

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Abstract

The challenges have been particularly evident in Ethiopia that is characterized by poor governance. The general objective of the study was to assess the implementation of good governance in rendering services. The study employed both quantitative and qualitative approach by means of questionnaire and focused group discussions. Data were organized and analyzed using the Likert's four-point scale. The findings indicate that the implementation of good governance has had both positive results and challenges. The students are served with decisions that are consistent with rules and regulations of the university. The students have been provided their basic needs while balanced competing interests in a timely, appropriate and responsive manner. Students have achieved favorable results that meet their basic goals efficiently and effectively. The students develop the goal congruence among their multi culture to reach a broad consensus. Although the implementation process has brought about tangible results, they are not as much as free from some challenges. Lack of staff commitment; limitations in information distribution; lack of timely and appropriate responsive systems; inefficient and ineffective in resource utilization; and insufficient practical learning process were the challenges pinpointed. At last, considering student value; using resource maximization principles; understanding customers' expectations in service provisions; systematizing customers' feedback; delivering consistent services and developing customer participatory role programs and continuous awareness creation training in the area of the elements of good governance to the students and staffs are the recommendations identified for the future development of good governance system of the university.

Keywords: *Good governance, Elements of good governance, Performance*

1. Introduction

Good governance is about the processes for making and implementing decisions. Governance in the public sector needs to take into account legal and constitutional accountability and responsibilities. When working in the field of governance, one operates in an area where one size does not fit all (UNDP, 2016). The concept of public sector reform has evolved from isolated occurrences and is now seen largely as a global movement. The implications of good governance coupled with the stimuli impinging upon public sector reform have led to the formalization of new governance for new times (World Bank, 2009). According to (Adebabay,2011), the Ethiopian government seems to have strong conviction in that the existence of an efficient and effective civil service serves as the backbone of a responsive administration and without which sustainable development cannot be materialized. The capacity building programs in these services are made because of the conviction that building the capacity of employees in government institutions enhances the service satisfaction of its citizens. The main rationale behind civil service reform in Ethiopia is the need to reinvent public service which resembles the new political and economic order of the nation.

The challenges have been particularly evident in Ethiopia that is characterized by poor governance and corruption. Despite endowed with resources that may bring about economic miracles in the country, due to poor governance, the country is one of the lowest in any of the economic and social indicators (Selemon Dibaba, 2015).To satisfy this urgent need, the Ethiopian Civil Service University started operation in 1995, but was formally established in February, 1996 as an autonomous institution with legal status by the Council of Minister Regulation No. 3/1996. Since then, the Ethiopian Civil Service University has been able to make tremendous contribution in capacity building through the provision of short-term courses and specialized undergraduate and postgraduate programs; rendering research and consultancy services; and community services (ECSU, 2014).

According to (Lema, M,2011), the inefficiencies and ineffective processes in terms of organizational structure, management practices, outdated work processes and procedures, poor utilization of resources – human and materials; poor appraisal systems, lack of rewards and recognition systems, poor working conditions and corruption have affected good governance of the public sector in Ethiopia. The service delivery were not developed and managed adequately, systematically and rationally. The administrative commitment to reform is often criticized as insufficient, since many institutions are operating under poor conditions, the staff in many offices are not consulted and motivated; and clients' interests are not taken into account (Lema, M, 2011).

Although the achievements of the good governance implementation process of the university have been observed, the ECSU is still not free from challenges. Lack of transparency, lack of urgent responsiveness, poor complaints handling systems, lack of quality services (food, accommodation, health care, ICT), corruption behaviors, lack of inputs, lack of monitoring and supporting systems, lack of education quality packages implementation, lack of empowerment, ineffective standard of service delivery, lack of effective and efficient decision making process are the main indicators of the limitations in implementing good governance of the university (ECSU, 2016). The variables to be treated in the study include accountability, transparency, responsiveness, equity and inclusiveness, effectiveness and efficiency, rule of law, participatory and consensus oriented.

It is important to investigate performance and challenges in the implementation process of the elements of good governance system. Thus, the purpose of this study is to assess the implementation of good governance in rendering services to students. Based on this background information, the study tried to address the following basic research questions.

➢ How are the elements of good governance being performed?
➢ What are the challenges in the implementation process of good governance?

The general objective of the study was to assess the implementation of good governance in rendering services of ECSU to its students that includes assessing the performance of the implementation process of each items of the elements of good governance; assessing the results of the implementation process of good governance; identifying challenges in the implementation process of good governance; and to suggest recommendations. Since it is difficult to investigate all the students of the institutions, centers and schools of the University, the study focused only on masters programs of graduating class students of the year 2016. Due to time and resource constraints, the number of programs and respondents were restricted to be selected.

The result of the study highlights the importance of good governance for the Ethiopian civil service university to examine the provided services in order to develop dynamic improvements. The institution can understand the system implementation trends in relation to education service provisions to gain insight about their efficiency and effectiveness. It highlights success parts of the implementation process of good governance of the university that should be enhanced and failures that should deserve the attention of concerned bodies to take corrective measures. In addition, the study forwards possible recommendation for further improvement. It is also hoped that the research paper will have contribution in conducting further research on the issue of good governance process of the university as initiating paper for the University's staff. Therefore, this study will have significant importance in identifying the current implantation performance and factors hindered the emergence of system of good governance in the university.

2. Review of Related Literature

2.1 Definitions

There is no single and exhaustive definition of good governance, nor is there a delimitation of its scope that commands universal acceptance. Depending on the context and the overriding objective sought, good governance has been said at various times to encompass: full respect of human rights, the rule of law, effective participation, multi-actor partnerships, political pluralism, transparent and accountable processes and institutions, an efficient and effective public sector, legitimacy, access to knowledge, information and education, political empowerment of people, equity, sustainability, and attitudes and values that foster responsibility, solidarity and tolerance (IFAD, 1999). Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision (UNESCAP, 2014). Good governance is also defined as *"the manner in which power is exercised in the management of a country's social and economic resources for development"*. Governance can be, therefore, seen as the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences (Addisu Legas, 2015).

2.2 Conceptual framework of good governance

According to the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP, 2014), good governance has eight major elements. These are accountability, transparency, responsiveness, equity and inclusiveness, effectiveness and efficiency, the rule of law, participatory and consensus oriented. Good governance requires fair legal frame works that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. In a good governance the rules and regulations that is implied should be clear and friendly enough to general public and should also motivate the nation to follow the implied laws of the country (Adane Bekele, 2013).

2.3 Good governance in Ethiopia: Opportunities and challenges

According to Rania, H. (2013), in Africa, governance is characterized by poor institutional performance, inadequate parliament, lack of the independence of the judiciary system, corrupt police force, political instability, abuse and misuse of political offices, insufficient budgetary accountability, lack of respect for the rule of law and human rights, and bureaucratic bottleneck and above all corruption. According to Selemon Dibaba (2015), since 1992, the country has enjoyed a comparative advantage through remarkable changes that had set the ground for the possibility of ascertaining good governance in the country. Constitutionally established federal state, unwavering political commitment of the government, prevalence of peace and tranquility in the country, economic liberalization, promulgation of favorable development policies, establishment of democratic institutions like Human Rights Commission and Office of the Ombudsman, huge human and natural resources would certainly help to buttress the ground work for instituting good governance in Ethiopia. The cornerstone for instituting good governance in Ethiopia are already in place but still there is more to be desired. Good governance cannot be attained only through the efforts made by the government. Civil society organizations, the entire public, institutes of higher learning, the private sector, and religious organizations should be able to find their niche in contributing to the enhancement of good governance in Ethiopia.

3. The Methods

3.1 Research Design and Data Collection Instruments

The explanatory variables of the study are the elements of good governance. The study employed both quantitative and qualitative approaches to capture the in-depth and wider data for the analysis. Primary as well as secondary data were gathered. The structured questionnaire and focus group discussions were used as data collection instruments. The importance of collecting and considering primary and secondary as well as quantitative and qualitative data were used to triangulate which in return is used to make the result of the study reliable.

3.2 Study population and Sample Size Calculation

Both non-probability and probability sampling methods were employed in the sampling and selection process. The study population is divided into strata, first in terms of programs. There are three levels programs of the University that include first degree, masters, and PH.D programs. From these programs, master program of graduating class of the year 2016 was purposively selected for the study. There are also six institutes of the masters' class students of the university. From these institutes, four were selected purposively because they constitute more number of students. From these institutes, sample of students were selected randomly. Many statistical books discuss methods for estimating sample size. Some writers suggest 0.05% of a defined population as sufficient; and this could be relevant for a large population. The total population of students in these four institutes was 543. For this population, expected sample size considered was 230 (Taro Yamane, 2011), which is about 42% of the total population.

3.3 Data Collection Procedure

The questionnaire contained both close-ended and open-ended types. Initially the questionnaire was prepared in English which is simple, clear, and understandable to respondents. This was complemented with focused group discussions and personal observation. Data collectors were oriented to understand the questionnaire and data collection procedures from respondents in line with the peculiarities of each respondent. The data collectors collected the primary data at the time of survey. The questionnaire was filled by the respondents with the help of the data collectors. Focus group discussion (FGD) was also one of the methods used to collect qualitative data. The information gathered through focused group discussions was used to triangulate and complement the data collected through other methods. The researcher was a facilitator for the group discussions.

3.4 Data Entry and Analysis Method

In the questionnaire, there were both close-ended responsive quantitative method and open-ended qualitative approach. The closed-ended quantitative method were developed using the Likert scale format (considered on 1-4 points scale, '1' represents the lowest level of satisfaction or disagreement, whereas '4' represents the highest level of satisfaction or high agreement). The points of the scale indicate the degree of satisfaction or agreement level of the respondents. After the completion of data collection, coding and organizing, the data was used for data analysis. For the purpose of data analysis, Statistical Package for Social Science (SPSS) software was used. The quantitative analysis is described using tables and statistical frequencies that describe in terms of numbers, percentages and cumulative percentages. Qualitative analysis was done to strengthen the quantitative analysis of the study in terms of qualitative expression.

3.5 Ethical Considerations and Dissemination of Results

The researcher introduced the purpose of the study as it was used only for the study and not for any other hidden agenda by the researcher and requested the respondents to participate in the study on a voluntary basis through the data collectors' orientation. The researcher considered the research values of voluntary participation, anonymity and protection of respondents. The researcher also assured the respondents of confidentiality of the information given and protection from any possible harm that could arise from the study since the findings would be used for the intended purposes only The final result will be used to the university so that it can be used to improve their existing implementation performance in rendering services to students.

4. Results and Discussion

4.1 Good Governance is Accountable

Accountability is a key tenet of good governance. Who is accountable for what should be documented in policy statements. In general, an organization is accountable to those who will be affected by its decisions or actions as well as the applicable rules of law. Accountability is a fundamental requirement of good governance. An institution has an obligation to report, explain and be answerable for the consequences of decisions it has made on behalf of the community it serves. Accountability is one of the basic elements of good governance in which central and local government bodies are obliged to report, explain and be answerable for the consequences of decisions they make on behalf of the citizens they serve. As can be observed from table 1, the respondents responded to the items related to the accountability which is a fundamental requirement of good governance. All the items

responded related to the accountability show that the accountability system and practices of the university are either disagrees, neutral, agree or strongly agree. The observation of the individual items in the table, however, reveals that different responses among respondents. The table shows the level of respondents' agreement in percentages.

Table 1: Is the governance accountable?

Items		Disagree	Neutral	Agree	Strongly Agree	Total
The university provides access to information and information sharing to its students	Frequency	10	28	76	86	200
	Percent	5	14	38	43	100
	Cum. percent	5	19	57	100	
The university has obligation to report and explain the decisions it has made in relation to the students	Frequency	14	15	87	84	200
	Percent	7	7.5	43.5	42	100
	Cum. percent	7	14.5	58	100	
Managements/staffs exercise commitment and discipline in service provisions	Frequency	15	36	86	63	200
	Percent	7.5	18	43	31.5	100
	Cum. percent	7.5	25.5	68.5	100	
The university develops quality in leadership	Frequency	22	29	89	60	200
	Percent	11	14.5	44.5	30	100
	Cum. percent	11	25..5	70	100	
Decision makers in the university are accountable to its students	Frequency	20	42	86	52	200
	Percent	10	21	43	26	100
	Cum. percent	10	31	74	100	
Overall percent		8.1	15	42.4	34.5	100
Overall cumulative percent		8.1	23.1	65.5	100	

Scale: 1=Disagree, 2=Neutral, 3=Agree, 4= Strongly Agree.
Source: Own survey, 2017

Accordingly, 42.4% of respondents responded to agree, 34.5% to strongly agree. 15% rated to neutral level. While only 8.1% of the respondents believe disagree to accountability in good governance. Generally, only 23.1% of the total respondents responded below the neutral, while 76.9% of respondents responded above neutral level. The data shows that most of the respondents responded as they are satisfied in the items of accountability. Students get access to information about decisions, obligations, management commitment and their needs from the university. However, the element is

not free from some limitations. Few of the respondents indicated their disagreement with the system they observe on the open-ended section of the questionnaire. Lack of staff commitment and limitations in quality leadership are some problems that the respondents are addressed. The perceptions of the focused group discussions also contributed to limitations pinpointed by the respondents.

4.2 Good governance is transparent

Transparency means that information should be provided in easily understandable forms and media; that it should be freely available and directly accessible to those who will be affected by governance policies and practices, as well as the outcomes resulting from the reform; and that any decisions taken and their enforcement are in compliance with established rules and regulations. Transparency is built on the free flow of information. Institutions and information has to directly accessible to those concerned with them, and enough information is provided to understand and monitor them. It promotes openness of government action, decision-making processes, and consultative processes among public sector and all stakeholders. The governance system of customer service is a series of activities designed to enhance the level of customer satisfaction—that is, the feeling that a product or service has met the customer's expectation. Customer service is performed in most of educational institutions today and there are even departments dedicated to providing student services. However, real customer service must involve more than a department or a handful of individuals through the commitments of effective leaderships. Providing a true service-centered environment is everyone's job.

As can be observed from table 2, the respondents responded to the items related to transparency which is one of the fundamental elements of good governance. All the items responded related to the transparency show that the transparency system and practices of the university are either disagree, neutral, agree or strongly agree. The observation of the individual items in the table, however, reveals that different responses among respondents. Table 2 shows the level of respondents' agreement in percentages. Accordingly, 41.2% of respondents responded to agree, 31.4% to strongly agree. 19.5% rated to neutral level. While only 7.9% of the respondents believe disagree to the transparency in good governance. Generally, only 27.4% of the total respondents responded below the neutral, while 72.6% of respondents responded above neutral level.

Table 2: Is the governance transparent?

Items	Responses	Disagree	Neutral	Agree	Strongly Agree	Total
Information is provided in easily understandable and transparent ways	Frequency	7	31	80	82	200
	Percent	3.5	15.5	40	41	100
	Cum. percent	3.5	19	59	100	
The University provokes its policy and strategies to its students transparently	Frequency	15	25	90	70	200
	Percent	7.5	12.5	45	35	100
	Cum. percent	7.5	20	65	100	
Information is freely available and directly accessible to the students	Frequency	16	33	83	68	200
	Percent	8	16.5	41.5	34	100
	Cum. percent	8	24.5	66	100	
The university exercises openness and transparent in decision-making processes	Frequency	19	62	68	51	200
	Percent	9.5	31	34	25.5	100
	Cum. percent	9.5	40.5	74.5	100	
The leaders encourage openness and trustworthiness of the services	Frequency	22	44	91	43	200
	Percent	11	22	45.5	21.5	100
	Cum. percent	11	33	78.5	100	
Overall percent		7.9	19.5	41.2	31.4	100
Overall cumulative percent		7.9	27.4	68.6	100	

Scale: 1=Disagree, 2=Neutral, 3=Agree, 4= Strongly Agree.
Source: Own survey, 2017

The data shows that most of the respondents responded as they are satisfied in the transparency of the university. It can also be interpreted as an indicator of transparency in good service provision to the students of the university. The students have been provided information and opportunities in their decision making interests transparently that helps them while getting the services. However, from focused group discussions and some of the respondents indicated their disagreement with the transparency of the services they get on the open-ended section of the questionnaire. Openness and transparent in decision-making processes; openness and trustworthiness and directly accessible of information are the major limitations.

4.3 Good governance follows the rule of law

Good governance requires fair legal frameworks that are enforced by an impartial regulatory body for the full protection of stakeholders. Laws, regulations and codes of conduct should be fair and enforced impartially. Here, five items were presented to the subject to evaluate the performance in rule of law in the teaching-learning process that they have been getting from their university.

Table 3: Is the governance follows rule of law?

Items	Responses	Disagree	Neutral	Agree	Strongly Agree	Total
The university managements practice full respect to students	Frequency	3	38	92	67	200
	Percent	1.5	19	46	33.5	100
	Cum. percent	1.5	20.5	66.5	100	
Decisions are consistent with rules and regulations of the university	Frequency	11	34	83	72	200
	Percent	5.5	17	41.5	36	100
	Cum. percent	5.5	22.5	64	100	
The university management understands and practices rules and regulations of the university	Frequency	11	34	91	64	200
	Percent	5.5	17	45.5	32	100
	Cum. percent	5.5	22.5	68	100	
University managements and its departments are designed/structured to serve the best interests of its students	Frequency	12	33	73	82	200
	Percent	6	16.5	36.5	41	100
	Cum. percent	6	22.5	59	100	
The university determines practical strategies that are sustainable and effective in reducing grievances	Frequency	12	47	99	42	200
	Percent	6	23.5	49.5	21	100
	Cum. percent	6	29.5	79	100	
Overall percent		4.9	18.6	43.8	32.7	100
Overall cumulative percent		4.9	**23.5**	67.3	100	

Scale: 1=Disagree, 2=Neutral, 3=Agree, 4= Strongly Agree.
Source: Own survey, 2017

As can be observed from table 3, the respondents responded to the items related to rule of law which is also one of the fundamental elements of good governance. All the items responded related to the rule of law show that the system and practices of the university are either disagrees, neutral, agree or strongly agree. The observation of the individual items in the table, however, reveals that different responses among respondents. The table shows the level of respondents' agreement in percentages.

Accordingly, 43.8% of respondents responded to agree, 32.7% to strongly agree. 18.6% rated to neutral level. While only 4.9% of the respondents believe disagree to the rule of law in good governance. Generally, only 23.5% of the total respondents responded to the maximum of neutral, while 76.5% of respondents responded above neutral level. The data shows that the students have been getting services inconsistent with rules and regulation of the university. The students get management respect from the university. Decisions provided are consistent with rules and regulations of the university. Grievance reducing system, practicing rules and regulations of the university and respecting students are the major strengths of the governance system. On the other hand, the major problems that the respondents and focused group discussions pinpointed in relation to rules of law include limitation in complain handling system; lack of empowerment and lack of continuity in curriculum development.

4.4 Good governance is responsive in service provisions

Good governance requires that institutions and their processes are designed to serve the best interests of stakeholders within a reasonable timeframe. Institutions should always try to serve the needs of the entire stakeholders while balancing competing interests in a timely, appropriate and responsive manner. Responsiveness is the quality of being responsive; reacting quickly; as a quality of people, it involves responding with emotion to people and events. As a consequence, the rapid and wide-reaching demand for higher education requires, where appropriate, all policies concerning access to education to give priority in the future to the approach based on the merit of the individual. Institutions' members serve a variety of functions and roles for student life, student unions, student activities, counseling, career development, orientation, enrollment management, racial and ethnic minority support services, and retention and assessment. Relevance in governance system in service provisions should be assessed in terms of the fit between what students expect of institutions and what they do. This requires ethical standards and political impartiality. The university has to understand and serves all the needs of its students in a timely, appropriate and responsive manner.

The university has to understand and serves all the needs of its students in a timely, appropriate and responsive manner. As can be observed from table 4, the respondents responded to the items related to responsive in service provision which is one of the fundamental elements of good governance. All the items responded related to the responsiveness show that the practices of the university are either disagree, neutral, agree or strongly agree.

<center>Table 4: Is the governance responsive in service provisions?</center>

Items	Responses	Disagree	Neutral	Agree	Strongly Agree	Total
Employees of the university are always willing to help students	Frequency	9	34	112	45	200
	Percent	4.5	17	56	22.5	100
	Cum. percent	4.5	21.5	77.5	100	
The university provides the needs of its students while balancing the interests of all the students	Frequency	8	44	106	42	200
	Percent	4	22	53	21	100
	Cum. percent	4	26	79	100	
Accessibility of quality services to the students in a timely, appropriate and responsive manner	Frequency	22	46	96	36	200
	Percent	11	23	48	18	100
	Cum. percent	11	34	82	100	
The university understands and serves all the needs of its students	Frequency	30	46	88	36	200
	Percent	15	23	44	18	100
	Cum. percent	15	38	82	100	
Employees of the university have the knowledge to answer students' questions	Frequency	22	47	96	35	200
	Percent	11	23.5	48	17.5	100
	Cum. percent	11	34.5	82.5	100	
Overall percent		9.1	21.7	49.8	19.4	100
Overall cumulative percent		9.1	30.8	80.6	100	

Scale: 1=Disagree, 2=Neutral, 3=Agree, 4= Strongly Agree.
Source: Own survey, 2017

The observation of the individual items in the table, however, reveals that different responses among respondents. The table shows the level of respondents' agreement in percentages. Accordingly, 49.8% of respondents responded to agree, 21.7% to neutral. 19.4% rated to strongly agree. While only 9.1% of the respondents believe disagree to the responsiveness in good governance. Generally, 30.8% of the total respondents responded to the maximum of neutral, while 69.2% of respondents responded above neutral level. The data shows that the students have been getting services inconsistent with responsiveness. There is accessibility of quality services to the students in a timely, appropriate and responsive manner. Students get access to the needs of their interest. Furthermore, the subjects indicated their disagreement with the quality services they get on the open-ended section of the questionnaire. The limitations identified from the responses of the respondents on the open-

ended questions and focus group discussions are lack of awareness in balancing the needs of all students and timely and appropriate responsive systems.

4.5 Good governance is equitable and inclusive

A community's wellbeing results from all of its members feeling their interests have been considered by council in the decision-making process. This means that all students of different regions and city administrations should have opportunities to participate in the process. Regardless of comfort when referring to students as customers, the bottom line is that there are principles from the customer service literature that higher education institutions can adopt to empower students to be successful. Instead of getting caught up students, the focus should deliberately shift to helping them make the most of their experiences on the university campuses. The responses of the respondents pointed out the achievements in the items as stated below.

Table 5: Is the governance equitable and inclusive?

Items		Responses				Total
		Disagree	Neutral	Agree	Strongly Agree	
All men and women students have opportunities to realize their equitability	Frequency	11	32	96	61	200
	Percent	5.5	16	48	30.5	100
	Cum. percent	5.5	21.5	69.5	100	
The university encourages openness, participation and transparency in students	Frequency	10	34	101	55	200
	Percent	5	17	50.5	27.5	100
	Cum. percent	5	22	72.5	100	
The university provides equal opportunities in all cases of the services provided	Frequency	20	37	98	45	200
	Percent	10	18.5	49	22.5	100
	Cum. percent	10	28.5	77.5	100	
All groups of students have opportunities to participate in the decision making process	Frequency	24	54	84	38	200
	Percent	12	27	42	19	100
	Cum. percent	12	39	81	100	
Overall percent		8.125	19.625	47.375	24.875	100
Overall cumulative percent		8.125	27.75	75.125	100	

Scale: 1=Disagree, 2=Neutral, 3=Agree, 4= Strongly Agree.
Source: Own survey, 2017

As can be observed from table 5, the respondents responded to the items related to equitable and inclusive which is one of the fundamental elements of good governance. All the items responded

150

related to the equitable and inclusiveness show that the practices of the university are either disagree, neutral, agree or strongly agree. The observation of the individual items in the table, however, reveals different responses among respondents. The table shows the level of respondents' agreement in percentages. Accordingly, 47.375% of respondents responded to agree, 24.875% to strongly agree. 19.625% rated to neutral level. While only 8.125% of the respondents rated to disagree in relation to equitable and inclusiveness in good governance. Generally, only 27.75% of the total respondents responded to the maximum of neutral, while 72.25% of respondents responded above neutral level. This implies that most of the students have opportunities to get equitable of services and opportunities to participate in their decision-making process. Students are achieved equal opportunities in all cases of the services provided. All men and women students have opportunities to realize their equitability. On the other hand, from some respondents and focused group discussions, lack of equal opportunities in decision making process has its own limitation.

4.6 Good governance is effective and efficient

Good governance means that the processes implemented by the organization to produce favorable results meet the needs of its stakeholders, while making the best use of resources – human, technological, financial, natural and environmental. The responses of the respondents pointed out the achievements in the items as stated below. As can be observed from table 6, the respondents responded to the items related to efficiency and effectiveness which is also one of the fundamental elements of good governance. All the items responded related to the efficiency and effectiveness show that the efficiency and effectiveness system and practices of the university are either disagree, neutral, agree or strongly agree. The observation of the individual items in the table, however, reveals different responses among respondents. The table shows the level of respondents' agreement in percentages.

Accordingly, 49.9% of respondents responded to agree, 27.6% to strongly agree. 17% rated to neutral level. While only 5.5% of the respondents believe disagree to the element of good governance. Generally, only 22.5% of the total respondents responded to the maximum of neutral, while 77.5% of respondents responded above neutral level. Most of the items evaluated show that the items in the efficiency and effectiveness are either strongly agree or agree. This implies that the students get favorable results that accrued from effective and efficient implementation process of good governance.

On the other hand, the respondents responded their disagreement with efficiency and effectiveness their needs they get on the open-ended section of the questionnaire and focused group discussions. The major problem that the respondents and focused group discussions pinpointed was the inefficient and ineffective uses of human, technological and financial resources while providing services. In addition, the problems that respondents pinpointed include absence of syndicate/ discussion/ study rooms; weak in development of research methodology; overloaded of assignments; unfair grading and evaluation system; and insufficient practical learning process.

Table 6: Is the governance efficient and effective?

Items	Responses	Disagree	Neutral	Agree	Strongly Agree	Total
The university practices quality of effective leadership	Frequency	12	31	96	61	200
	Percent	6	15.5	48	30.5	100
	Cum. percent	6	21.5	69.5	100	
The university implements favorable results that meet the needs of the students	Frequency	6	28	108	58	200
	Percent	3	14	54	29	100
	Cum. percent	3	17	71	100	
The university promotes efficient services and quality of student outputs.	Frequency	14	30	99	57	200
	Percent	7	15	49.5	28.5	100
	Cum. percent	7	22	71.5	100	
The university is enhancing its students efficiency and effectiveness	Frequency	9	31	107	53	200
	Percent	4.5	15.5	53.5	26.5	100
	Cum. percent	4.5	20	73.5	100	
The university uses all resources efficiently and effectively while providing services	Frequency	14	50	89	47	200
	Percent	7	25	44.5	23.5	100
	Cum. percent	7	32	76.5	100	
Overall percent		5.5	17	49.9	27.6	100
Overall cumulative percent		5.5	22.5	72.4	100	

Scale: 1=Disagree, 2=Neutral, 3=Agree, 4= Strongly Agree.
Source: Own survey, 2017

4.7 Good governance is participatory

Participation by both men and women, either directly or through legitimate representatives, is a key cornerstone of good governance. Participation needs to be informed and organized, including freedom of expression and concern for the best interests of the organization and society in general. Anyone affected by or interested in a decision should have the opportunity to participate in the process for making their decision. This can happen in several ways – community members may be provided with

information, asked for their opinion, given the opportunity to make recommendations or, in some cases, be part of the actual decision-making process.

Table 7: Is the governance participatory?

Items		Disagree	Neutral	Agree	Strongly Agree	Total
The university organizes students to develop their experiences and team spirit	Frequency	18	28	93	61	200
	Percent	9	14	46.5	30.5	100
	Cum. percent	9	23	69.5	100	
Students participation in relevant issues in the university	Frequency	10	30	104	56	200
	Percent	5	15	52	28	100
	Cum. percent	5	20	72	100	
Students get opportunities to be informed and organized, including freedom of expression and concern for the best of their interests	Frequency	12	34	99	55	200
	Percent	6	17	49.5	27.5	100
	Cum. percent	6	23	72.5	100	
The university provides students the opportunity to participate in the process for making their decisions	Frequency	19	41	92	48	200
	Percent	9.5	20.5	46	24	100
	Cum. percent	9.5	30	76	100	
The University hold sustainable student meetings and experience sharing	Frequency	23	39	98	40	200
	Percent	11.5	19.5	49	20	100
	Cum. percent	11.5	31	80	100	
Overall percent		8.2	17.2	48.6	26	100
Overall cumulative percent		8.2	25.4	74	100	

Scale: 1=Disagree, 2=Neutral, 3=Agree, 4= Strongly Agree.
Source: Own survey, 2017
As can be observed from table 7, the respondents responded to the items related to participation which is one of the fundamental elements of good governance. All the items responded related to the participation shows that the participation practices of the university are either disagree, neutral, agree or strongly agree. The observation of the individual items in the table, however, reveals different responses among respondents. The table shows the level of respondents' agreement in percentages.

Accordingly, 48.6% of respondents responded to agree, 26% to strongly agree. 17.2% rated to neutral level. While only 8.2% of the respondents disagree to the element of good governance. Generally, only 25.4% of the total respondents responded to the maximum of neutral, while 74.6% of respondents responded above neutral level. The data shows that students get participation opportunities. Students participate in their relevant issues in the university to be informed and organized, including freedom of expression and concern for the best of their interests. On the other hand, the respondents indicated their disagreement with participation opportunities they get on the open-ended section of the questionnaire. The major problems that the respondents and focused group discussions pinpointed were unfair opportunities in participation of students in their decision making processes and weak expression of their interest.

4.8. Good governance is consensus Oriented

Good governance requires consultation to understand the different interests of stakeholders in order to reach a broad consensus of what is in the best interest of the entire stakeholders and how this can be achieved in a sustainable and prudent manner. All the items responded related to consensus oriented shows that the practices of the university are either disagree, neutral, agree or strongly agree. The observation of the individual items in the table, however, indicates different responses among respondents. The table shows the level of respondents' agreement in percentages. Accordingly, 50.6% of respondents responded to agree, 26.5% to strongly agree. 14.9 % rated to neutral level. While only 8% of the respondents believe disagree to consensus oriented practices of good governance.

Generally, only 22.9% of the total respondents responded to the maximum of neutral, while 77.1% of respondents responded above neutral level. On the other hand, the respondents indicated their disagreement with the broad consensus items of the elements of good governance process they get on the open-ended section of the questionnaire. The major problem that the respondents and focused group discussions pinpointed was lack of equal treatment of different interest of students. These shows that the university did not understand the different interests of all its students in order to reach a broad consensus of what is in the best interest of the entire students.

Table 8: Is the governance consensus oriented?

Items		Disagree	Neutral	Agree	Strongly Agree	Total
The university develops the goal congruence between multicultural students in view of educational goals	Frequency	12	23	94	71	200
	Percent	6	11.5	47	35.5	100
	Cum. percent	6	17.5	65.5	100	
The university involves serious consideration of every group member's considered opinion	Frequency	19	31	95	55	200
	Percent	9.5	15.5	47.5	27.5	100
	Cum. percent	9.5	25	72.5	100	
The university seeks to resolve or mitigate the objections of the minority to achieve the most agreeable decision	Frequency	17	27	102	54	200
	Percent	8.5	13.5	51	27	100
	Cum. percent	8.5	22	73	100	
The university addresses concerns generating new multiple alternatives	Frequency	13	36	110	41	200
	Percent	6.5	18	55	20.5	100
	Cum. percent	6.5	24.5	79.5	100	
The university understands the different interests of its students in order to reach a broad consensus of what is in the best interest of the entire students	Frequency	19	32	105	44	200
	Percent	9.5	16	52.5	22	100
	Cum. percent	9.5	25.5	78	100	
Overall percent		8	14.9	50.6	26.5	100
Overall cumulative percent		8	22.9	73.5	100	

Scale: 1=Disagree, 2=Neutral, 3=Agree, 4= Strongly Agree.
Source: Own survey, 2017

5. Conclusion and Recommendation
5.1 Conclusion

The data was collected and analyzed in terms of the items of elements of good governance. The evaluation on the implementation performance of the elements of good governance in the university has had both positive results and limitations. However, the positive results dominate the limitations. The findings indicate that improvements in implementation of the items of the elements of good governance are evidently on the rise. Regardless of the results while implementing good governance, the university adopts to empower the students to be successful. The students achieved favorable results that have positive effect to meet their needs. The university is accountable to those who are affected by its decisions. Information is directly accessible to the students and enough information is provided to understand and monitor them transparently. The rule of law of the university conducts

fair and impartial in service rendering. The students have been provided their basic needs while balanced competing interests of the students in responsive manner. All students have equal opportunities to participate in their decision process. The students develop the goal congruence among their multicultural and mitigate the objections of the minority in order to reach a broad consensus of what in the best interest of the entire students.

Although implementation of good governance has brought about tangible results, it is not free from some challenges. The findings indicated that lack of staff commitment; limitations in quality leadership; lack of openness and transparency in decision-making processes; limitations in information accessibility; limitation in complain handling system; lack of empowerment; lack of continuity in curriculum development; lack of awareness in balancing the needs of all students; lack of timely and appropriate responsive systems; lack of equal opportunities in decision making process; inefficient and ineffective in resource utilization; insufficient practical learning process; unfair participation of students in their decision making processes; weak expression of their interest; and lack of understanding the different interests of all students in order to reach a broad consensus of what is in the best interest of the entire students are the challenges.

5.2 Recommendation

The university should highlight success parts of the implementation that should be enhanced and developed; and limitations that should deserve the attention of concerned bodies of the university to take corrective measures. *Developing leadership and staff commitment can* bring added value to the university, including through their determination, proactive service, relatively high productivity and an awareness of quality. The university staff should respect rules and regulation of the university without any preconditions. In such way, transparency will be in place. The university leaders, staffs and students should know their responsibilities. The university should develop resource utilization principles that promotes efficient and effectiveness of service provisions to the students. It should allocate the available resources in a fair and reasonable way that make the best use of the available resources to ensure the best possible results for their students. The university should listen to students, collect information and analyze the data to see any trends in students' expectations. This is the best way to exceed expectations of its students to stay one step ahead of everybody else. Without feedback from stakeholders, especially from the students, there is very little hope of improving the experience. Possible feedback should be given to students on their performance. Therefore, there is the need to ensure regular feedback. Creating a customer-first culture and participation is very important for efficient and effectiveness of the institution. Thus, the university should deliver services consistently to its students and develop continuous and sustainable students' participatory systems. At last, continuous awareness creation training in the area of the elements of good governance to the students and staffs are also the recommendation identified for the future implementation of good governance in rendering services to students of the university.

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Achievements, Challenges and Prospects of Education and Training Services to Students: The Case of Ethiopian Civil Service University

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Abstract

Service provisions were with low level of leadership competencies; low level of human resource development; low level of civil servants' performance resulting from incompetence. The main purpose of this study was to investigate the major achievements, challenges and prospects in the process of education and training services. The study employed both quantitative and qualitative approaches by means of questionnaires and focused group discussions. Data were organized and analyzed using the Likert's four-point scale. The findings indicate that the customers achieved the services that help them in developing their knowledge, skills and attitudes and develop their competency. The relevance of policy and strategies of the educational programs; service qualities in training and teaching-learning process; respecting religious and cultural diversity; practical based teaching-learning process; ethical coordination and special attention for female and disadvantageous regions' students; effective and efficient service provisions; and availability of enough educational materials are the major services that result customers in achieving their desired goals. To be best practical research and development institution; to be demand driven higher education institution and to be a learning center by video assisted teaching-learning methods are the major prospects of the respondents. However, delivering a consistent customer experience services across all channels; systemizing a customer feedback process; understanding customer expectations are identified as the major problems. At last, understanding customers' expectations, choosing the right technology, systematizing customers' feedback, delivering consistent services and developing customer participatory role are the recommendations identified for the future development of service delivery of the university.

Keywords: *Education, Training, Service provision, Service delivery, Strategy*

1. Introduction

Throughout the World, universities change the society and remain the center of change and development. The recognition of the importance of education and training in recent years has been heavily influenced by the intensification of competition and the relative success of organizations where investment in employee teaching and training are considerably emphasized (Gordon, 2007). The functions of the university are to develop the people physically, mentally and spiritually. Better understanding among teachers and students, introduction of modern teaching methods and dedication of teachers and students can improve the culture of higher education (MoI, 2002). According to Adebabay (2011), the Ethiopian government seems to have strong conviction in that the existence of an efficient and effective civil service serves as the backbone of a responsive administration and without which sustainable development cannot be materialized. This capacity building in these services are made because of the conviction that building the capacity of employees in public

institutions enhances the service satisfaction of its citizens. The Ethiopian Civil Service University (ECSU) is mandated to design and offer specialized educational programs in Bachelor, Master's and Doctoral Degrees which enhance the capacity, integrity and leadership role of the public service. Thus, ECSU has been providing services in the area of capacity building of public sector through specialized education, training, consultancy, research and community services. The University is also expected to give special attention to the capacity building needs of previously disadvantaged regions and to women in regards to admission and support mechanisms policy (ECSU, 2015).

One of the reasons of the need for reforming the civil service reform program in service delivery include that service delivery were not developed and managed adequately, systematically and rationally. As a result they were with low level of leadership competencies; low level of human resource development; low level of civil servants' performance resulting from incompetence and low level of morale; and inefficient service as a result of poor design of work and wrong employees' attitude towards clients or citizens (Adebabay, 2011). Now, it is important to investigate whether the University intervention has achieving good performances or not. Although the achievements and challenges of the services have been observed, studies by independent researchers have not been made enough yet. Based on this background information, the researcher tried to get answers for the following basic research questions.

- ➢ What are the achievements in the process of service provisions?
- ➢ What are the challenges have been facing during the services provisions?
- ➢ What are the prospects of the customers?

The general objective of the study is to identify the major achievements, challenges and prospects of education and training services. Since it is difficult to investigate all the programs of the University, the study focus only on the two programs/i.e education and training/. Since it is also difficult to investigate all the institutions' programs/masters and first degree levels/, the study focus only on masters programs of graduating class students and trainees attending the trainings during the data collection period from the training center. Thus, due to time and resource constraints, the number of programs and respondents were restricted to be selected. The result of the study highlights the importance of service provisions for the Ethiopian Civil Service University to examine the provided services in order to develop dynamic improvements. It highlights success parts of the implementation process of service provisions of the university that should be enhanced and failures that should deserve the attention of concerned bodies to take corrective measures. It is also hoped that the research paper will have contribution in conducting further research on the issue of service provision process of the university as initiating paper for the University's staff.

2. Review of Related Literature

2.1 Definitions

Customer service is the act of taking care of the customer's needs by providing and delivering professional, helpful, high quality service and assistance before, during, and after the customer's requirements are met (Khan, 2011). Developing demand-driven services have the crucial role in institutional development in education and training programs. Institutions work to identify needs in

short-term, mid-term and long-time. Service delivery is a component of business that defines the interaction between providers and customers where the provider offers a service, whether that is education or training, and the customer either finds value or loses value as a result. Training is a learning process that involves the acquisition of knowledge, sharpening of skills, concepts, rules, or changing of attitudes and behaviors to enhance the performance of employees. Thus, service delivery principles have to be installed and implemented to achieve effective and efficient performance in capacity building of citizens (Kamran, 2012).

2.2 Conceptual Frameworks and Guiding Principles

A service delivery framework is a set of principles, policies and not constraints used to guide the design, development, operation and retirement of services delivered by a service provider with a view to offering a consistent service experience to a specific user community in a specific institution context. A service delivery framework is the context in which a service provider's capabilities are arranged into services (Khan, 2011). Guiding principles for service delivery are required to provide a more uniform and structured approach and its service development and delivery applicable to all information. Institutions deliver a wide range of services to meet a broad range of needs. The guiding principles on service delivery will also help enable capacity building within services in order to make best possible use of resources. In applying these principles institutions will need to consider competing issues such as available resources, high demand, level of need and complexity of responses. The principles also include aligned to strategic priorities, citizen-centric, simple and accessible, integrated, measured and sustainable, strong partnerships and adaptable regional and rural services (Emery, 2001). According to Wallace (2010), the success of the institution is dependent upon providing high-quality service to students; employees need to be reminded that every single one of them, regardless of their level of interaction with students, is in the business of serving students; when it comes to experiencing service satisfaction, perception is reality in the minds of every student.

2.3 The Role and Descriptions of Student Affairs

According to United Nations Education, Social and Cultural Organization (UNESCO, 2002), the entity of student affairs and services is increasingly recognized as a professional force of importance in higher education around the world. It addresses different models of professional preparation and training as well as ongoing professional development that assists staff in keeping up with changing students. As UNESCO (2002), all functions in higher education must be properly managed, including student affairs and services. It is recognized that the importance of effective management in student affairs and services, including the role of an overall manager for student affairs/services whose responsibilities are to provide co-ordination in developing functions and activities that enhance student learning and success within the context of a student affairs/services vision: (a) mission and policy; (b) appropriate resources and budget; (c) regular assessment, evaluation and strategic planning; (d) human resources, including professional development opportunities for staff, and recruitment/retention of staff representative of the institution's goals for diversity and equity; (e) partnerships with other areas of the institution; (f) technology infrastructure and training; and (g) information management and marketing of services/programs. These services are facilitated by experienced professionals and dedicated higher education staff. They are available for whole class

or individual support. Some of the major types of service described are described as follows. According to World Declaration on Higher Education (WDHE, 1998), Admissions, Student housing, Accommodation, Dormitory, dining, health services, learning resource centers, academic advising, counseling services, student organizations, recreation, multi-cultural/ Ethnic minority student services, student discipline/conduct standards, disability services and women's center.

2.4 The Need for and Achievements in Education and Training Services

According to Nancy (1990), two major conceptions of educational achievement are characterized: achievement as basic skills, and facts versus achievement as higher order skills and advanced knowledge; integrate divergent views of achievement; carry clear instructional implications, and focus on long-term goals of education; conceptions of educational achievement are prime means by which we communicate a sense of the goals of education; currently popular conceptions of educational achievement are not sufficient to that task; and to provide more guidance to researchers and practitioners.

The public conceptions of achievement need to be better in at least three ways: in providing a more comprehensive, integrated framework and language for describing the intellectual goals of schooling; in providing dearer consideration of instructional implications that follow from the nature of desired educational achievement; and in providing attention to the long-term as well as short-term educational achievements desired for this nation's students. According to Khan (2011), education and training development helps in developing leadership skills, motivation, loyalty, better attitudes, and other aspects that successful workers and managers usually display. The following are some of the needs for training services.

Help in addressing employee weaknesses -Most workers have certain weaknesses in their workplace, which hinder them from giving the best services. Training assists in eliminating these weaknesses, by strengthening workers skills. A well-organized training program helps employees gain similar skills and knowledge, thus bringing them all to a higher uniform level. This simply means that the whole workforce is reliable, so the company or organization doesn't have to rely only on specific employees.

Development of knowledge and skills of employees – Training and development helps in increasing the job knowledge and skills of employees at each level. It helps to expand the horizons of human intellect and an overall personality of the employees.
Acting to improve service performance-By analyzing the results of monitoring service performance, an organization should check whether its service is achieving targets and, if not, determines the reason(s). The organization then needs to identify the steps required to improve its service, set priorities for action, and implement the necessary changes.

Improved quality of services- Employees gain standard methods to use in their tasks. They are also able to maintain uniformity in the services they give. This results with institution that gives satisfying services.

Improvement in workers performance - A properly trained employee becomes more informed about procedures for various tasks. The worker confidence is also boosted by training and development. This confidence comes from the fact that the employee is fully aware of his/her roles and responsibilities. It helps the worker carry out the duties in better way and even find new ideas to incorporate in the daily execution of duty.

Ensuring customers satisfaction - Training and development makes the employee feel satisfied with the role they play in the company or organization. This is driven by the great ability they gain to execute their duties.

2.5 Higher Education in Ethiopia: Opportunities and Challenges

Ethiopia is embarked on a higher education expansion and reform programs of impressive dimensions. Expansion will create new universities, mount new courses, and triple enrolments. Reforms introduce increased institutional autonomy, curriculum revisions and new funding arrangements. In pursuing needed higher education expansion and reform, Ethiopia is seeking to do many of the right things (e.g., autonomy, revenue diversification, funding formula, system support agencies). These reforms face a formidable challenge in that many of them will require substantial changes in the existing institutional culture. Evidence that the new Higher Education Proclamation signals a meaningful shift in the prevailing government mind-set has been slow to materialize (William Saint, 2004). According to William Saint (2004), the ambitious enrolment expansion goals of Ethiopia's higher education reform programs seem likely to be achieved. Supported by truly massive government investments in the construction of classrooms, libraries and dormitories at recently created universities and public degree enrolments. Achieving the reform's quality objectives, however, remains problematic. Expenditure per student is already very low and is likely to be pushed lower by rapid expansion. As noted above, a substantial shortfall in the numbers of academic staff available to support this expansion seems inevitable.

According to Kate Ashcroft and Philip Rayner (2011), the Ethiopian Government gives higher education a central position in its strategy for social and economic development. This has some advantages (for example 40 percent of the education budget goes on higher education) but also disadvantages. Ethiopia has radically expanded the numbers of its higher education institutions: from two Federal universities to 22 in just over a decade with another 10 to open soon. There has also been a rapid expansion of the private sector and it now accounts for nearly 25 percent of student enrollments. In the new public universities especially, this rapid expansion has caused resource and other problems.

3. The Methods
The study methodology first identifies research design and data collection instruments; study population, sampling procedure and sample size calculation, data collection procedure, data entry and analysis method, ethical considerations and result dissemination process.

3.1 Research design and data collection instruments

The explanatory variables of the study are the types of the services provided. This type of study favors the use of structured questionnaire, observation and focused group discussions. The study employed both quantitative and qualitative approaches to capture the in-depth and wider data for the analysis. The structured questionnaire and focus group discussions were used as data collection instruments. The primary data was collected primarily through structured questionnaire, observation, and focus group discussions. The secondary data was gathered from university documents and its website on the topic under investigation. Instead of concentrating only on structured questionnaire, the study triangulates the data that was gathered through questionnaire with the data that was obtained from different focused group discussions, and different university reports concerning the issue under study. The importance of collecting and considering primary and secondary as well as quantitative and qualitative data were used to triangulate and supplement the diverse data generated from different sources which in return is used to make the data and the result of the study findings reliable.

3.2 Study population and sample size calculation

The target population of the study was masters' programs graduating class students and trainees of the university. A total number of 625 graduating class students of masters programs and all of 110 of timely trainees were considered as population of the study. Both non-probability and probability sampling methods were employed in the sampling. The study population is divided into strata, first in terms of programs. There are three levels programs of the University that include first degree, masters, and PH.D programs. From these programs, master program of graduating class of the year 2015 was purposively selected for the study. There are also six institutes of the masters' class students of the university. From these institutes, four were selected purposively because they constitute more number of students. It is difficult to precisely determine how a sample could be. Many statistical books discuss methods for estimating sample size. There are several software programs available to help with sample size calculations. Some writers suggest 0.05% of a defined population as sufficient; and this could be relevant for a large population. The total population of students in these four institutes was 625. For this population, expected sample size considered was 230 (Taro Yamane, 2011), which is about 42% of the total population.

3.3 Data Collection Procedure

The data for this study come mainly from primary sources. The questionnaire contained both close-ended and open-ended types. Initially the questionnaire was prepared in English which is simple, clear, and understandable to respondents. The data was collected through a designed questionnaire and administered to respondents of the study. This was complemented with focused group discussions and personal observation. Data collectors were oriented to understand the questionnaire and data collection procedures from respondents in line with the peculiarities of each respondent. The questionnaire was filled by the respondents with the help of the data collectors. Three focused group discussions (FGDs) were held in the study area. The information gathered through focused group discussions was used to triangulate and complement the data collected through other methods. The researcher was a facilitator for the group discussions.

3.4 Data entry and analysis method

In the questionnaire, there were both close-ended responsive quantitative method and open-ended qualitative approach. The closed-ended quantitative method were developed using the Likert scale format (considered on 1-4 points scale, '1' represents the lowest level of satisfaction or disagreement, whereas '4' represents the highest level of satisfaction or high agreement). The points of the scale indicate the degree of satisfaction or agreement level of the respondents. After the completion of data collection, coding and organizing, the data was used for data analysis. For the purpose of data analysis, Statistical Package for Social Science (SPSS) model was used. The study analysis design basically focused on descriptive. The quantitative analysis is described using tables and statistical frequencies that describe in terms of numbers, percentages and cumulative percentages. Qualitative analysis was done to strengthen the quantitative analysis of the study in terms qualitative expression.

3.5 Ethical considerations and dissemination of results

The researcher introduced the purpose of the study as it was used only for the study and not for any other hidden agenda by the researcher and requested the respondents to participate in the study on a voluntary basis through the data collectors' orientation. The researcher considered the research values of voluntary participation, anonymity and protection of respondents. The researcher also assured the respondents of confidentiality of the information given and protection from any possible harm that could arise from the study since the findings would be used for the intended purposes only. The final result will be used to the university so that it can be used to improve their existing implementation performance of service provisions to its students. The research can also be used for policy assessment, and reference to further research.

4. Results and Discussions

4.1 Education supporting services

Academic support services is crucial to provide comprehensive services to help students achieve a successful University experience by increasing academic performance, retention, and graduation rates. Particularly, supporting services work to foster an institutional climate of the success of students. The key to helping students engage meaningfully in their studies and then graduate is: to know who the students are? What they bring to the teaching and learning space? What are their needs? What are their fears and concerns? Answers to these questions provide the impetus for structuring a meaningful and consistent response that reaches the common denominator among students. This is probable the most important intervention since the experiences students have with other students, with staff and faculty are important catalyst for helping them forward, stalling their progress, sending them off to a competitor institution or getting them to give up all together. Higher education leaders must work with all constituent groups to forge the best possible strategies to train, develop and graduate students. These should be the drivers for developing the best possible student retention strategy and changing a culture of lackluster student, staff and faculty services.

As can be observed from the table 1, all of the participants responded to the items related to the evaluation of education and training supporting services in teaching-learning and training processes. All the items evaluated show that the supporting services the customers get from their staff are either strongly agree, agree, neutral or disagree. The observation of the individual items in the table,

however, reveals that difference exists among respondents. For instance, the items which were evaluated more favorably (either strongly agree or agree) were, in descending order, health care services (71.8%); the dormitory services (67.3%); cafeteria services (57.2 %); food services (42.7%) and recreation/sport services (36.4%). Likewise, the items evaluated disagree/ unsatisfactory, in descending order, were the recreation services (35.5%); food services (33.6%); cafeteria services (22.7%); dormitory facilities (16.4%) and health services (14.5%).

In addition to student respondents, trainees were also used as respondents for the purpose of cross justifications on some common items' services they have been getting from the University. Accordingly, they justified the rank of the two items which were evaluated more favorably were, in descending order, food and cafeteria services.

Table 1: Evaluation of education supporting services

Items	Strongly agree	Agree	Neutral	Disagree
Health service facilities	21 (19.1%)	58 (52.7 %)	15 (13.6%)	16 (14.5%)
Dormitory facilities	33 (30 %)	41 (37.3 %)	18 (16.4 %)	18 (16.4%)
Cafeteria facilities	26 (23.6%)	37 (33.6 %)	22 (20 %)	25 (22.7%)
Restaurant/ Food services	11 (10 %)	36 (32.7 %)	26 (23.6 %)	37 (33.6%)
Recreation/ sport services	10 (9.1%)	30 (27.3 %)	31 (28.2%)	39 (35.5%)

Source: Own survey, 2017

The data shows that most of the respondents of the two programs responded as they are satisfied in getting the services. The data shows that many customers get the services accordingly. It can also be interpreted as an indicator of good service provision among the customers about their right and obligations in their relationship with the university staff. Even if the performance of all the items strongly agree or agree is greater than 36.4%, they do have strong impact on the services provisions. A minority of the respondents were also still complaining mainly in food and recreational services provided.

Table 2: Evaluation of training supporting services

Items	Strongly agree	Agree	Neutral	Disagree
Restaurant/ Food services	24 (26.7%)	49 (54.4 %)	16 (17.8 %)	1 (1.1%)
Cafeteria facilities	26 (28.9%)	32 (35.6 %)	22 (24.11%)	10 (11.1%)

Source: Own survey, 2017

4.2 Education Aiding Services

Customer service is a series of activities designed to enhance the level of customer satisfaction—that is, the feeling that a product or service has met the customer's expectation. Customer service is performed in most of educational institutions today and there are even departments dedicated to providing student services. However, real customer service must involve more than a department or a handful of individuals. Providing a true service-centered environment is everyone's job. That emphasis must start at the top and the inspiration for delivering has to be more than lip service. Some would argue that higher education has focused less on the process of good customer service and more

on the final product of producing educated graduates. If students fulfill all of the course requirements set before them, the institution awards them a diploma in recognition of their accomplishment. Universities have not been as concerned about whether students felt satisfied while completing their degree requirements. Institutions tend to emphasize instead that students need aiding services to work hard while at university to complete their degrees.

As can be observed from table 3, the majority of the participants have responded as they have been agreed in relation to the items related to the education aiding services. Most of the items evaluated shows that the aiding services the customers get from their staff are either strongly agree or agree. The observation of the individual items in the table, however, reveals that difference exists among respondents. For instance, the items which were evaluated more favorably (either strongly agree or agree) were, in descending order, library services (96.4%); classroom facilities (93.7%); computer services (78.1 %); and internet access services (58.2%). Likewise, the items evaluated disagree/ unsatisfactory, in descending order, were the internet access services (18.2%).

Table 3: Evaluation in aiding services of the teaching-learning process

Items	Strongly agree	Agree	Neutral	Disagree
Library services	72　(65.5%)	34 (30.9%)	1 (0.9%)	3 (2.7%)
Classroom facilities	63　(57.3%)	40 (36.4%)	4　(3.6%)	3 (2.7%)
Computer services	38　(34.5%)	48 (43.6%)	17 (15.5%)	7 (6.4%)
Internet access services	13　(11.8%)	51 (46.4%)	26 (23.6%)	20 (18.2%)

Source: Own survey, 2017

In addition to student respondents, trainees were also used as respondents for the purpose of cross justifications on some common items' services they have been getting from the University. Accordingly, they justified the rank of the three items which were evaluated more favorably (strongly agree or agree) were, in descending order, training materials (85.6%), classroom facilities (84.5%) and computer services (47%). Furthermore, the subjects indicated their disagreement with the education aiding services they get on the open-ended section of the questionnaire. Classroom accommodation e.g Above 30 students in one class; shortages of library sockets; lack of practical laboratory services; weak internet access; limitation in computer services; lack of GIS computer; limitation in provision of hard copy; no studio class for project works; lack of rooms for group assignments and studies and discontinuity of electric light are the major problems that the respondents are identified. Since these problems are critical for service provision in direction of the university, the services require critical solution.

Table 4: Evaluation in aiding services of the training process

Items	Strongly agree	Agree	Neutral	Disagree	No response
Training materials	43 (47.8%)	34(37.8%)	10(11.1%)	-	-
Classroom facilities	35 (38.9%)	1 (45.6%)	12(13.3%)	1 (1.1%)	-
Computer services	23 (25.6%)	19(21.4%)	4 (4.4%)	8 (8.9%)	36(40%)

Source: Own survey, 2017

The data shows that the students and trainees were satisfied with the delivery of aiding educational and training services of the institution. The findings show that providing library services that include wide range of textbooks, journals, newspapers, government publications; access to computer and internet services; provide teaching/training materials and facilitated classrooms to facilitate study and research of the customers. Aiding services of the education and training process assists students and trainees developing their plan that is consistent with their life goals, providing customers with accurate information about academic progression and degree requirements, helping students' access campus resources that will enhance their ability to be academically successful.

4.3 Service qualities in education and training process

Service quality is a comparison of expectations with performance. The teachers' quality with the right technology given to the students by their instructors work is another key element in educating students in teaching activities. This is because responsibility of teaching work of the students left to the lecturers. Ten items were presented to the subject to evaluate service qualities of the teaching-learning process that they have been getting from their instructors. The results are presented in table 5. As can be observed from the table 5, the majority of the participants have responded their agreement to the items related to the direct teaching-learning quality of their programs. Most of the items evaluated show that the quality of services the students get from their staff are either strongly agree or agree. The observation of the individual items in the table, however, reveals that difference exists among respondents.

Table 5: Evaluation of direct service qualities in teaching-learning process

Items	Strongly agree	Agree	Neutral	Disagree
The relevance of the programs in relation to demand	36 (32.7%)	63 (57.3%)	11 (10%)	-
Student center teaching methodology	34 (30.9%)	63 (57.3%)	10 (9.1%)	3 (2.7%)
Teachers quality with the right technology	25 (22.7%)	70 (63.6%)	14 (12.7%)	1 (0.9%)
Staff coordination towards students	28 (25.5%)	63(57.3%)	19 (17.3%)	-
The goal congruence between teachers and students in view of educational goals	33 (30%)	56 (50.9%)	18 (16.4%)	3 (2.7%)
The development and quality of the curriculum	22 (20%)	65 (59.1%)	16 (14.5%)	7 (6.4%)
Advising services in research work	21 (19.1%)	58 (52.7%)	28 (25.5%)	3 (2.7%)
Fairness in grading exams	31 (28.2%)	45 (40.9%)	22 (20%)	12(10.9%)
Consultancy services	28 (25.5%)	40 (36.4%)	32 (29.1%)	10 (9.1%)
Availability during consultation hours	24 (21.8%)	40 (36.4%)	36 (32.7%)	10 (9.1%)

Source: Own survey, 2017

For instance, the items which were evaluated more favorably (either strongly agree or agree) were, in descending order, The relevance of the programs in relation to students demand (90%); student center teaching methodology (88.2%); teachers quality with the right technology (86.3); staff coordination towards students (82.8%); goal congruence between teachers and students in view of

educational goals (80.9%); development and quality of the curriculum(79.1%); availability during consultation hours (71.8%); fairness in grading exams(69.1%); consultancy services(61.9%); and availability during consultation hours(58.2%). Likewise, the items evaluated disagree/ unsatisfactory, in descending order, were fairness in grading exams (10.9%); availability during consultation hours (9.1%); and consultancy services (9.1%). From this data, one can observe that there is the provision of improved quality of services. Students gain standard methods to use the services in their future tasks. The relevance of the programs in relation to demand of the customers; student/trainee-center teaching/training methodology; teachers quality with the right technology; staff coordination towards the customers; the goal congruence between customers and teachers in view of customers' goals; the development and quality of the curriculum; advising services in research work; fairness in grading exams; consultancy services and availability of teachers during consultation hours indicated as the university with high service quality met student needs. These academic quality services facilitated by experienced professionals and dedicated higher education staff. The institution provides opportunities for students to develop leadership skills and individual responsibility through participation and leadership in student activities and organizations.

In addition to student respondents, trainees were also used as respondents for the purpose of cross justifications on some common items' services they have been getting from the University. Accordingly, they justified the rank of the six items which were evaluated more favorably (strongly agree or agree) were, in descending order, staff coordination towards trainees (90%); trainee center training methodology (88.9%); practicable and relevance of trainings (88.9%); goal congruence between trainers and trainees in view of educational goals (86.6%); trainers quality with the right technology (85.5%) and the relevance of the programs in relation to their demand (83.3%).

Table 6: Evaluation of direct service qualities in training process

Items	Strongly agree	Agree	Neutral	Disagree	No Response
Staff coordination towards trainees	49 (54.4%)	32 (35.6%)	1 (1.1%)	-	8 (8.9 %)
Trainee center training methodology	55 (61.1%)	25 (27.8%)	3 (3.3%)	-	7 (7.8 %)
Practicable and relevance of trainings	47 (52.2%)	33 (36.7%)	2 (.2%)	-	8 (8.9 %)
The goal congruence between trainers and trainees in view of educational goals	56 (62.2%)	22 (24.4%)	6 (6.7%)	-	6 (6.7 %)
Trainers quality with the right technology	56 (62.2%)	21 (23.3%)	6 (6.7%)	-	7 (7.8 %)
The relevance of the programs in relation to training demand	53 (58.9%)	22 (24.4%)	4 (4.4%)	1(1.1%)	10 (11.1%)

Source: Own survey, 2017

The relevance of the programs in relation to education and training demand results students with the institution that gives satisfying direct service qualities in teaching-learning process. The respondents also indicated their disagreement with the quality services they get on the open-ended section of the questionnaire. The major problems that the respondents pinpointed include absence of syndicate/ discussion/ study rooms; weak in development of research methodology; weak relationship among

students and administration staff; large number of courses per semester; overloaded of assignments; unfair grading and evaluation system; and insufficient practical learning process.

4.4 The Relevance of Policy and Strategies of the Education and Training Programs

As a consequence, the rapid and wide-reaching demand for higher education requires, where appropriate, all policies concerning access to higher education to give priority in the future to the approach based on the merit of the individual. Institutions' members serve a variety of functions and roles for student life, as well as professionals working within housing and residence life, student unions, student activities, counseling, career development, orientation, enrollment management, racial and ethnic minority support services, and retention and assessment. Relevance in higher education should be assessed in terms of the fit between what students expect of institutions and what they do. This requires ethical standards, political impartiality, critical capacities and, at the same time, a better articulation with the problems of society and the world of work, basing long-term orientations on societal aims and needs, including respect for cultures and environmental protection.

As can be observed from table 7, the majority of the respondents have responded their agreement to the items related to the policy and strategy of the University in relation to the educational goals of the students. All of the items evaluated show that evaluation of the relevance in policies and strategies the students get from their staff /either strongly agree or agree/ are above 55.5%. The observation of the individual items in the table, however, reveals that difference exists among respondents.

Table 7: Evaluation of the relevance in policies and strategies in education services

Items	Strongly agree	Agree	Neutral	Disagree
Principles that help services provision	27 (24.5%)	65 (59.1%)	11 (10%)	7 (6.4%)
Guidance to deliver quality services in education	33(30%)	53 (48.2%)	17 (15.5%)	7 (6.4%)
Systematizing student feedback process	15 (13.6%)	52 (47.3%)	32 (29.1%)	11 (10%)
Cross-departmental collaboration to work on student support initiatives	15 (13.6%)	51 (46.4%)	29 (26.4%)	15 (13.6%)
Complain handling system	13 (11.8%)	47 (42.7%)	31 (28.2%)	19 (17.3%)

Source: Own survey, 2017

For instance, the items which were evaluated more favorably (either strongly agree or agree) were, in descending order, principles that help services provision (83.6%); guidance to deliver quality services in education (78.2%); systematizing student feedback process (60.9%); cross-departmental collaboration to work on student support initiatives (60%); and complain handling system (55.5%). Likewise, the items evaluated disagree/ unsatisfactory, in descending order, were complain handling system (17.3%); cross-departmental collaboration to work on student support initiatives (13.6%); and systematizing student feedback process (10%). In addition to student respondents, trainees were also used as respondents for the purpose of cross justifications on some common items' services they have been getting from the University. Accordingly, they justified the rank of the six items which were evaluated more favorably (strongly agree or agree) were, in descending order, training quality (85.5%); principles that help services provision (83.3%); cross-departmental collaboration to work on training support initiatives (78.1%); systematizing trainees feedback process.

Table 8: Evaluation of the relevance in policies and strategies in training services

Items	Strongly agree	Agree	Neutral	Disagree	No response
Training quality	70(44.4%)	37(41.1%)	1(1.1%)	1(1.1%)	11(12.2%)
Principles that help services provision	39(43.3%)	36(40%)	1(1.1%)	1(1.1%)	13(14.4%)
Cross-departmental collaboration to work on training support initiatives	31(34.4%)	39(43.7%)	7(7.8%)	-	13(14.4 %)
Systematizing trainees feedback process	36(40%)	34(37.8%)	8(8.9%)	1(1.1%)	11(12.2%)
Complain handling system	26(28.9%)	36(40%)	10(11.1%)	2(2.2%)	16(17.8%)

Source: Own survey, 2017

The data indicates that the relevance in policies and strategies in education and training services increase student retention by providing a personal contact that students often need and request, thereby connecting them to the institution and provide clear and accurate information regarding institutional policies, procedures and programs. The relevance in policies and strategies in education and training services fit between what students expect of institutions and what they do. The policies describe ethical standards, political impartiality, a better articulation with the problems of society and the world of work, basing long-term orientations on societal aims and needs, including respect for cultures and environmental protection. Principles that help services provision; guidance to deliver quality services in education and training; systematizing student/trainees feedback process; cross-departmental collaboration to work on student/trainees support initiatives; and complain handling systems are the major indicators of the policies relevance. Furthermore, the respondents indicated their disagreement with the relevance in policies they get on the open-ended section of the questionnaire. The responses of the respondents are summarized as follows. Lack of awareness in policies and strategies; lack of complain handling systems and weak student-support staff cooperation are the major problems identified.

4.5 Achievements of Education and Training Services

Regardless of comfort when referring to students as customers, the bottom line is that there are principles from the customer service literature that higher education institutions can adopt to empower students to be successful. Instead of getting caught up students, the focus should deliberately shift to helping them make the most of their experiences on the university campuses. By infusing principles from the customer service literature, institutions of higher education can help retain and graduate their students. There have been encouraging results accrued from the service provisions. The responses of the respondents pointed out the achievements in the items as stated below.

Table 9: Evaluation of perceive in educational achievements

Items	Strongly agree	Agree	Neutral	Disagree
Believes in long-term goals of education	46 (41.8%)	57 (51.8%)	6 (5.5%)	1 (0.9%)
Improvement of confidence in responsibilities and duties in better way	45 (40.9%)	55 (50%)	8 (7.3%)	2 (1.8%)
Higher order educational knowledge and practical skills	9 (35.5%)	60 (54.5%)	7 (6.4%)	4 (3.6%)
Attitudes and culture development	45 (40.9%)	52 (47.3%)	10 (9.1%)	3 (2.7%)
Principles and practices that help best service provisions in the public	36 (32.7%)	59 (53.6%)	14 (12.7%)	1 (0.9%)
Aspiration and appreciation toward high intellectual ideas	37 (33.6%)	57 (51.8%)	14 (12.7%)	2 (1.8%)

Source: Own survey, 2017

As can be observed from table 9, the majority of the respondents have responded their agreement to the items related to evaluation of perceive in educational achievements of the University in relation to their educational goals. Accordingly, all of the items evaluated show that evaluation of perceives in educational achievements the students get from their staff /either strongly agree or agree/ are above 85.4 %. The observation of the individual items in the table, however, reveals that difference exists among respondents. For instance, the items which were evaluated more favorably (either strongly agree or agree) were, in descending order, believes in long-term goals of education (93.6%); improvement of confidence in responsibilities and duties in better way (90.9%); higher order educational knowledge and practical skills (90%); attitudes and culture development (88.2%); principles and practices that help best service provisions in the public (86.3%) and aspiration and appreciation toward high intellectual ideas (85.4%).

In addition to student respondents, trainees were also used as respondents for the purpose of cross justifications on some common items' services they have been getting from the University. Accordingly, they justified the rank of the five items which were evaluated more favorably (strongly agree or agree) were, in descending order, higher order training and practical skills (81.1%); principles and practices that help best service provisions in the public (78.8%); improvement of confidence in responsibilities and duties in better way (77.8%); attitudes and culture development (76.6%); and the relevance of training programs with on job service (75.6%).

Table 10: Evaluation of perceive in training achievements

Items	Strongly agree	Agree	Neutral	Disagree	No response
Higher order training and practical skills	36(40%)	37(41.1%)	2(2.2%)	-	15(16.7%)
Principles and practices that help best service provisions in the public sectors	31(34.4%)	40(44.4%)	2(2.2%)	-	17(18.9%)
Improvement of confidence in responsibilities and duties in better way	35(38.9%)	35(38.9%)	2(2.2%)	-	17(18.9 %)
Attitudes and culture development	38(42.2%)	31(34.4%)	1(1.1%)	-	20(22%)
The relevance the programs with on job services	33(36.7%)	35(38.9%)	5(5.6%)	-	17(18.9 %)

Creating a customer-first culture; building in students' team sprit; customer center service provision; practical skills on job services; attitudes and culture development; improvement of confidence in responsibilities and duties in better way and improvement in the fulfillment in the objectives of education in relation to knowledge, skills and attitude development are responded as they have achieved from the University. Regardless of achievements when referring to students and trainees as customers, the data shows that the institutions adopt to empower the customers to be successful. The focus has helping them make the most of their experiences on the university campuses. The institution helps retain and graduate its students and trainees. There have been encouraging results accrued from the service provisions.

4.6 Challenges and future perspectives of Respondents

Although the University has brought about tangible benefits, they are not as much as free from some problems. The mentioned problems are facing in the following ways. Delivering a consistent customer services across all channels; understanding customer expectations and knowing how to exceed them; finding skilled customer services professionals that can lead a strategy; leading in advocacy efforts that shape the changing landscape of higher education of the University; launching an initiative to collaborate with student affairs worldwide; and limitations in responsibility and participation are identified as limitations.

The ECSU is playing critical roles through worldwide thinking in collaboration with many worldwide higher education institutions in working on specialized higher education programs efficiently and effectively. Thus, the respondents pinpointed their future prospects and suggestions. To be best practical research and development institution; to be model for the other universities in academic service provisions; to be competent university in academic services in the country; to be demand driven higher education and training programs; and o be a learning center by video assisted teaching-learning methods are the major prospects of the respondents that the University look for more services provisions. Continuity of its aim in continuous improvement in civil service capacity building of the citizens, particularly for civil servants; increase intake capacity of new students and trainees across all regions; continuously develop dynamic and new curriculums; continuous follow up, monitoring and evaluation of services provisions; and focus on practical rather than theoretical education and training programs were also identified as prospects of the university.

Generally, the university provides achievements that the public need to be better in the long-term as well as short-term educational and training achievements desired for this nation's students. The issue of the desired educational and training achievements of citizens is especially acute today. The conceptions can be characterized as the achievement of basic skills and facts, and higher order skills and advanced knowledge. Several points have been made. Believes in long-term goals of education; higher order educational knowledge and practical skills; improvement of confidence in responsibilities and duties in better way; attitudes and culture development; principles and practices that help best service provisions in the public; and aspiration and appreciation toward high intellectual

ideas are the main indicators of the achievements in the service provisions of education and training service processes.

There have been encouraging results accrued from the service provisions. Providing the appropriate support services that help multi-cultural students to achieve their educational goals and develop their personal career paths. The institution is also administering the disciplinary process in a manner that respects the due process rights of students while maintaining the integrity of the institution; providing appropriate assistance and opportunities for students with disabilities so that they are able to compete equally with their peers in the academic environment; providing programs designed to enhance graduation rates, the development of leadership abilities and the personal growth of women students. It is well acknowledged that the university is increasingly finding itself in an environment that is conducive to understanding the role and importance of service delivery.

The university is also acknowledged as a model of higher education institution in demand based capacity building of the nation. It involves the university's purposeful attention to differences among learners, and provides an excellent model for multicultural education because its goal is inclusion. The university inspired change that can make a significant contribution toward the success of all students and trainees. The institution is among the fastest-changing and most exciting areas of the global economy. It works with universities and others at the forefront of these changes, helping them to respond to new challenges and opportunities while retaining the best of their legacy values. The University is committed to providing a supportive learning environment for all students. Specialized learning support is available to Higher Education students who came from disadvantage regions, women students and have a disability and/or learning difficulty, in the form of classroom assistance, exam support and loan of specialist learning equipment. The University recognizes continuously and appreciates diversity in relation to, and across the intersections of, race, color, national origin, religion, sex, sexual orientation, gender identity and expression, age, socioeconomic status, and disability. Believing in inclusive environments, the university is also emphasize the importance of understanding, approaching, and owning diversity and equity from a personal, interpersonal, institutional, and global level.

5. Conclusion and Recommendation
5.1 Conclusion

The data was collected and analyzed in terms of the services provided to the students and trainees of the University. The study has indicated both positive results and limitations. However, the positive results dominate the limitations. Accordingly, based on the analysis, the findings of the study pointed to the difference among the items observed. It appears that many customers get the services accordingly. However, a minority of the respondents were still complaining in some services provided. The value the higher education institution will ever create is the value that comes from customers. Customer value is an asset to the institution. Hence, in order to maintain the customers, the institution ensures that the right services, supported by the right promotion and making it available at the right time for the customers. Establishing a professional relationship with customers empowers the institution with the knowledge of what the customers need. The institution focuses on delivering

what is of value to its customers. This will generate the potential for the institution as well. Education supporting services; educational aiding services; service qualities in training and teaching-learning process; the relevance of policy and strategies of the educational programs; and education and training.

Achievements are the major strengths of the service provisions. Respecting religious and cultural diversity; practical based teaching-learning process; good continuous assessment and practical presentations system; building in students' team sprit; the congruence among teachers and students; ethical coordination and special attention for disadvantageous regions; develop change army implementation system; student-center service provision; encourage students to develop their knowledge, skills and attitudes; more of democratic university than others; and effective and efficient teaching-learning system are also pinpointed as the strengths of the services. The respondents also pointed their prospects for the university as it has to be the center of excellence in higher education.

Although the University has brought about tangible benefits, they are not as much as free from some problems. The mentioned problems are facing in the following ways. Delivering a consistent customer services across all channels; understanding customer expectations and knowing how to exceed them; finding skilled customer services professionals that can lead a strategy; leading in advocacy efforts that shape the changing landscape of higher education of the University; launching an initiative to collaborate with student affairs worldwide; and limitations in responsibility and participation are identified as limitations.

5.2 Recommendation

Based on the analysis of findings and the conclusion made, I have come up with certain recommendations for the challenges. Understanding students and trainees' expectations and knowing how to exceed them; improve the achievements of the institution choosing the right technology to create better experiences; systemizing a customer feedback process; delivering consistent customer services; developing ethical role, responsibility and participatory function; continuing to build the capacity to create knowledge, skills and attitudes; and enhancing participation and promoting the role of women are the major recommendations that the institution has to improve for the future development. At last, continuity of change army buildings; increase intake capacity of new students; develop dynamic and new curriculums continuously; continuous follow up, monitoring and evaluation of services provisions; develop special tutorial class for female and for students from emerging regions; retaining and developing the best practices, focus on practical rather than theoretical education programs; focus on efficient and effective utilization of resources; and continuity and sustainability of the strengths are also the recommendations identified for the future development of the institution service delivery.

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Challenges of Public Service Delivery in Bole Sub City: the Case of Trade and Industry Sector

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Abstract

The purpose of the study was to assess the challenges and Opportunities of Public Service Delivery in Bole Sub City Trade and Industry sector. To meet the objective of the study, descriptive survey method was employed. To gather the necessary data, questionnaire and interviews were the main instruments employed. The results obtained from the study revealed that majority of the employees are clear about their organization's mission, vision and shared values. Moreover, most leaders supporting their employees and give on time solution to customers' complaints. Reform tools such as BSC and Change Army were positive contribution in delivering service. Service standards are set by the sector and most customers have knowledge about it. However, there is a limitation in continuously improving service standards by the sector. Furthermore, lack of capacity building trainings, skill and attitude gaps on employees, shortage of human power, budget, office furniture, high employee turnover and poor working environment are the major challenge of service delivery in sector. Increasing number of customers from time to time in connection with the expansion of the sub city is another factor for not delivering services based on service standards set. Based on the findings and the conclusions it is recommended that the sector needs to build employee capacity, establish motivation system, and alleviate the shortage of human power, budget, office furniture, high employee turnover and poor organizational environment. Besides, it needs to communicate further about standards and the requirements of service, and the office alignment need to be reorganized.
Key Words*: Service delivery, Service standard, service requirements and Reform tools.*

1. Introduction

It is widely accepted that organizations of these days are confronting a very tough and complex business world. The pace of change is increasing at an alarming rate. In relation to this fact, Belete (2001:4) assures that any organization regardless of its size or natural existence has been facing challenging business environment that can determine its existence, success or failure.

In the past, customers have no choices to buy services or products and there is no access to information. In other words, sellers or service providers had more power than customers in deciding the price, quality, and quantity and cycle time for delivering the services or the products.

In contrast, the scenario of today's business is very different from that of the past. Various factors contributed for this paradigm shift. Globalization and the development of ICT made the world a small village so that the customer can buy anything regardless of distance. In agreement with this reality, Harvard Business essentials (2003:8) revealed that organizations typically respond to the challenges of new technologies, new competitors, new markets, and demands for greater performance with various programs, each designed to overcome obstacles and enhance business performance.

Because of these reasons, the dominant force in the customer-seller relationship shifted from seller to customer side (Hammer and Champy, 1993:18). That is, the customer has a power in deciding the price and the quality of service rendering. Customers now tell suppliers what they want, when they want it, how they want it, and what they will pay (ibid, 18). This leads to a fierce competition among organizations than ever. Hence, to be successful in this dynamic business environment, organizations are obliged to consider the needs of their customers (Milakovich, 1995:5). Due to these facts, public service providers have to plan to deliver outstanding services or products by improving the quality, with reasonable price and with minimum waiting time. By doing so, service providers can attain customer satisfaction.

Ethiopia is undertaking vast organizational transformation efforts in the public sector to bring about economic development and good governance in the country. To this end, the government has designed package of public service reform programs since 2002. Customer service delivery is one of the sub- programs of public service reform program. The program is designed to improve the quality of services provided by public institutions including the establishment of compliant handling mechanisms.

The public service delivery policy document of the Federal Democratic Republic of Ethiopia indicated the prevalent problems that limit the efficiency and effectiveness of the Ethiopian civil service. Some of them are lack of accountability, attitudinal problems, hierarchy of organizational structures, lack of adequate knowledge and skills, lack of transparency, lack of international best practices, etc. This indicates that the implementation of public civil service delivery is tangled with various problems Federal Democratic Republic of Ethiopia (FDRE, 2001).

Bole Sub City which is the focus of this study is one of the ten sub cities in Addis Ababa City Administration. Trade and Industry is one of the service providing sectors in the Sub City. Like other sectors in the sub city, different reform tools such as BPR Citizen Charter, and BSC were implemented in the sector to improve service delivery. Moreover, capacity building trainings were given to employees on reform tools so that they can effectively implement the tools.

The public service delivery policy document of the Federal Democratic Republic of Ethiopia indicates that the civil service before 1994 was unknown for giving attention for public civil service delivery. That is, the governmental institutions were not in a position to satisfy the needs of their customers. This fact forced the government to design public service delivery policy in 2002.

The implementation of public service delivery in the country has been confronted by different problems that limited its effectiveness. On the other hand, there are potential opportunities that must be exploited in order to succeed in the implementation in order to satisfy the needs of the customers.

The research conducted by the Ethiopian Civil Service University on the implementation of service standards in Addis Ababa city Administration Trade and Industry sector indicated that the service standards set have not been met (ECSU, 2008:36) . There is no previous research that attempted to investigate the reason why service standards were not met specially in Trade and Industry sector of Bole Sub City. Hence, The General objective of this study is to assess the challenges that faced service

providers and the potential opportunities to improve service delivery in Bole Sub- City Trade and Industry sector. To this end, the study is aimed at addressing the following basic research questions:-

(1) What are the major challenges related to Human Resource capacity (Knowledge, skill and attitude) that limits public service delivery in Bole Sub City Trade and Industry sector?
(2) What are the major challenges related to systems and structures that limits service delivery in the sector?
(3) What are the major challenges related to input that limits service delivery in the sector?
(4) What are the opportunities to be exploited to improve service delivery in the sector?

2. Review of Related Literature

2.1 Concepts of Service Delivery

Service has a special character as compared to products. As argued by Chesbrough and Davie (2010), Service can't be inventoried. It is intangible and it has a subsequent consumption when produced and this nature of service leads to the basic demand that service requires close interaction between the provider and the customer (end user). Service has an intangible nature. Organizations involved in service delivery needs to be more vigilant and function proactively to stay competitive in the service sector. According to Grönroos (2001), service has a unique feature which differs from a product. The most important characteristic of service is manifested in its nature that it is a process unlike to a product which can be perceived as a thing and be inventoried.

Service is also characterized by its simultaneous production and consumption which according to Grönroos (2001), service leaves service providers to be engaged in more interactive processes with customers. Discussing about the notion of service, Grönroos (2001) stated that for the service to be produced and delivered to the end user, service providers integrate their most valuable resources like employees, technologies, physical resources, governing systems and customers as well in the best possible way so that service quality can be assured.

Unlike to a product in tangible form, customers of service see and perceive a service from its process point of view and how it is delivered to them and this according to Grönroos (2001), gives service to have a characteristic of process consumption. This clarifies that, service providers strive to satisfy their customers by integrating their resources and systems to make the service provision process as attractive as possible so that their customers will be and stay loyal to them. Goldstein et al (2002) also argued that service is a combination of processes, human resource skills, materials which needs to be appropriately integrated in order to reach or achieve a planned or designed service.

For service organization or service provider, satisfying or fulfilling the expectation of its customer is one of the major goals. It is stated in the article of Goldstein et al (2002) that for service providers, their main task is to reduce the mismatch or gap between what the organization planned to provide and what the end users (customers) are expecting to benefit from the service they have been offered.

Keltner and Finegold (1996) briefly discussed and explained that customers in the current time are becoming more and more aware of the different service types to be offered. This situation, according

to Keltner and Finegold (1996) makes service industries not only concentrate on the reasonable price they ask for the service they provide but also to be more concerned on the quality of service to stay competitive.

It is mostly viewed that in many service provider organizations, a reduction in the price of service is taken as a means to attract customers. But more has to be done than mere price reduction to retain customers and keep them satisfied. Elaborating this idea, Keltner and Finegold (1996) argued that training front line employees and creating integrated service process enhances the quality of service.

Grandey et al. (2005) argued that there is a positive and rewarding response from customers for service providers who have employees with a positive smile during service encounters. Positive impressions are critical and really matter being as a major role for service providers. Organizations should be able to create favorable conditions for positive impressions to be developed during service encounters. Some of the techniques in which organizations can control the display of positive impressions among their employees during service encounters are through training their employees, monitoring and rewards.

Authentic smiles from employees who are representative of their service providing organization help create positive relationship with their customers. And this type of genuine relation between employees and customers can result from skilled impression management.

3. The Methods
3.1 Research Design and Methodology

A research design is the program that guides the researchers in the process of collecting, analyzing and interpreting the data. The researcher decided to use the descriptive survey research design to provide solutions to the research problems. Descriptive research involves gathering data that describe events and then organizes, tabulates, depicts, and describes the data collection. This research design is used because it often uses visual aids such as graphs and charts to aid the reader in understanding the data distribution. Because the human mind cannot extract the full import of a large mass of raw data, descriptive statistics are very important in reducing the data to manageable form (Glass & Hopkins, 1984).

3.2 Sources of Data

In this study, the data are collected from two major sources from the selected samples. The first sources were the directors from the selected samples institutions and the second sources were the civil servants working in the selected sample institutions.

3.3 Sample size and Sampling Techniques

Bole Sub City Trade and Industry sector was selected purposively for this case study. The Sub City is one of the ten sub cities in Addis Ababa City Administration. The sub City has a total of 14 weredas. Out of 130 total employees working in the Trade and Industry sector of the sub city 98 employees were randomly selected to fill the questionnaire. The rationale for selecting simple random sampling

was aimed to give equal probability of selection for the entire population. Moreover five directors were purposively selected for interview. Representative sample size was determined by using Taro Yamane's formula.

$$S = N/1 + N(e)^2$$

Where: S = required sample size, N = the population size and e = the margin of error
 Thus, in this study the sample size was determined by using this formula
N= 130 employees, e= 5 %,
$S = 130/1 + 130 (0.05)^2 = 98$
Based on the result of the calculation the sample size for a total Population of Bole sub City Trade and Industry employees which were 130 was 98 employees.

3.4 Instruments and Procedures of Data Collection

For this study, primary data gathering instruments particularly questionnaires and structured interviews were used

Questionnaires

This kind of data collection method is most popular and preferred by most researchers due to the fact that it is easy to accommodate and get response in case of big enquires. It consists of questions in structured form or set of forms (Kothari 2004). The researchers designed a set of questionnaires based on the basic research questions and in light of the review of the related literature for Bole sub city Trade and Industry sector employees. The questionnaires were made to include both close-ended and open-ended questions. The closed ended questionnaire was developed using Likert scale format (considered on 1-4 point scale), '1' represents the 'low level of satisfaction', whereas '4' stands for 'high level of satisfaction'. The draft questionnaires were reviewed by colleagues. Based on the comments the researcher improved it. Then, the questionnaires were duplicated and distributed to 98 employees. Completed questionnaires were collected. The return rate was 78 (80%), which met a greater satisfactory level of returns.

Interviews

This kind of data collection method engages presentation of oral –verbal communication and the response is via in the same way (oral-verbal). This method involves personal interview or if it is possible, through telephone interviews (Kothari 2004). The purpose of this interview helps to know what the management's perspective was towards the major challenges of service delivery in the sector. The researcher designed an interview guide to interview five heads heads of wereda Trade and Industry offices.

3.5 Method of Data Analysis

As the researcher explained before, the collection of data and method of analysis are based on descriptive method. Since the analysis is descriptive that provides description of individuals, groups or situations. The quantitative and qualitative data collected from primary data through questionnaires and interviews were categorized and presented in table forms as per their similarities, then, analysed with the help of data analysis software - Statistical Package for Social Sciences (SPSS V.21) package and put in descriptive statistics like percentage. Depending on the results of the analysis, necessary

discussions were made to clarify the issues. Moreover, the data obtained from interviews were analyzed and were used to elaborate the ideas and sometimes to show the difference as a means to triangulate the data obtained by questionnaires. The analyzed data were interpreted by the researcher so as to get meaningful information on the study.

4. Findings and Discussions

4.1 Presentation and Analysis of Data

This part of the study deals with the presentation and analysis of the data collected from the sample respondents to seek appropriate answers for the basic questions raised at the beginning of this study. To this effect, a total of 98 questionnaires were distributed to employees of sample institutions. Out of these, 78 of the employees filled the questionnaire and returned. The rate of return of questionnaire was 80 %. Moreover, interviews were done with five heads of sample institutions. Based on the responses obtained, analysis and interpretation of the data are presented as follows.

Table 4.1: General Profile of Respondents

No.	Questions	Scale	Frequency	%
1	Gender	Male	40	51.3
		Female	38	48.7
		Total	78	100
2	Qualification	< Diploma	3	3.8
		Diploma	19	24.4
		First Degree	56	71.8
		Total	78	100
3	Experience of respondents	1-5 years	38	48.7
		6-10years	15	19.2
		11-15 years	5	6.4
		> 15 years	5	6.4
		Total	78	100

The above table shows that out of the total number of employees, who participated in the study, 40 (51.3 %) respondents were male and 38 (48 %) respondents were female. This shows that there was gender balance in the study.

The data shows that Employees below diploma level were 3 which is 3.8 % , with diploma were 19 which is 24.4%, and first degree were 56 which is 71.8% out of the total respondents. This shows most respondents have first degree and implies that their levels of education had significant implication on their responses to the questions posed to them by the researcher

With respect to the experience of respondents in the organization, the above data shows that employees with 1 to 5 years of experience were 38 which is 48.7 %, 6 to 10 years' experience were 15 which is 19.2 %, 11 to 15 years were 5 which is 6.4% and above 15 years of experience were 5 which is 6.4 % of the total respondents. This information shows that the majority of the respondents have an experience between 1 and 5 years of experience.

Table 4.2: Employee's Capacity (knowledge, skill and attitude)

No.	Questions		Scale				Total
			Very High	High	Medium	Low	
1	Employees have enough Knowledge of to deliver effective service	Frequency	21	32	24	1	78
		%	26.9	40	30.8	1.3	100
2	Employees have skills to implement their plan	Frequency	12	36	26	-	74
		%	16.2	48.6	35.1	-	100
3	Employee possess positive attitude to serve customers	Frequency	15	18	42	4	78
		%	19.2	23.1	52.6	5.6	100
4	Employees understand the organization mission, vision and values	Frequency	22	30	22	3	77
		%	28.6	39	28.6	8	100
5	Leadership support employees in delivering effective customer service	Frequency	11	22	35	8	77
		%	14.3	29.9	45.5	10.4	100
6	The leadership decide on time for issues that needs decision	Frequency	9	,26	34	8	77
		%	11.7	33.8	44.2	10.4	100

Employees response to whether they posses enough knowledge about the service they provide to their customers, the above table shows that 21 (26.9%) of them replied as very high, 32 (40%) of them replied as high, 24 (30.8%) them replied as medium, while 1 (1.3%) of them replied as low level. This data shows that most of the employees which is (66.9%) of them responded as more than high level. This implies that employees possess enough knowledge to deliver quality services to their customers.

Regarding to whether employees possess enough skills for delivering satisfying customer service, 12 (16.5 %) of them responded as very high, 36 (48.6 %) of them responded as high, 26 (35.1%) responded as medium level. The above data shows that most of the employees which were (65.1%) have skills between high and very high levels. This implies that most employees possess the necessary skills to deliver quality service. Moreover, the interview with mangers revealed that employees have skill gaps for service delivery.

With respect to employees attitudes to serve their customers, the above data shows that 15 (19.2%) of them responded as very high, 18 (23.1%) of them responded high, 41 (52.6%) responded medium, while 4 (5.6 %) them responded as low levels. This data shows that almost half of the employees' attitude towards serving their customers is below medium level. It implies that employees attitude have contributed for delivering services below the service standard set by the sector. Moreover, the interview with mangers revealed that there are some employees which lack the right attitude to serve customers.

Whether employees understand the mission, vision and shared values of their organization in delivering customer service, the above data shows that 22 (28.6 %) of them responded as very high, 30 (39 %) of them responded high, 22 (28.6 %) responded medium, while 3 (8%) them responded low level. This indicates that most of the employees in the sector which are beyond medium level understand their organization's mission, vision and shared values.

Regarding the level of the leadership support to employees in delivering effective customer service, the data in the above table show us that 11(14.3 %) of them responded as very high, 22 (29.9 %) of

them responded as high, 35 (45.5%) responded as medium, while 8 (10.4%) them responded as low level. About 56 % of the employees responded between medium and levels means that there is some gap in leadership support to employees for delivering efficient and effective services to customers.

Whether decision making were on time by leadership on issues raised by customers during service delivery, the above data shows that 9 (11.7%) of them responded as very high, 26 (33.8 %) of them responded as high, 34 (44.2%) responded medium, while 8 (10.4%) them responded as low level. It indicates that almost half of the respondents replied on this issue between medium and low levels. This implies that there is some limitation on the part of the leadership to decide on time in customer service delivery

Table 4.3: Organizational System for Service Delivery

No.	Questions		Scale				Total
			Very High	High	Medium	Low	
1	Presence of service standards in the organization	Frequency	20	35	19	1	75
		%	26.7	46.6	25.3	1.3	100
2	Revision of the organization service standards	Frequency	6	9	27	32	74
		%	8.1	12.2	36.5	43.2	100
3	Communicating the organization's service standards to customers by different means	Frequency	16	35	13	11	75
		%	21.3	46.7	17.3	14.7	100
4	There is a system for employees capacity building in the sector	Frequency	5	14	30	28	77
		%	6.5	18.2	39	36.4	100
5	There is a Monitoring and Evaluation system in the sector to improve service delivery	Frequency	5	33	27	11	76
		%	6.6	43.4	35.5	14.5	100
6	There is a system to motivate employees based on their performance	Frequency	3	16	34	25	78
		%	3.8	20.5	43.6	30.1	100
7	There is customers grievance handling System in the organization	Frequency	9	37	26	5	77
		%	11.7	48.1	33.8	6.5	100
8	BSC implemented so as to manage performance in the organization	Frequency	12	34	26	5	77
		%	15.6	44.2	33.8	6.5	100

With respect to the question whether there were service standards or not, the data in the above table show that 20 (26.7%) of them responded as very high, 35 (46.6%) of them responded as high, 19 (25.3%) responded as medium, while 1 (1.3%) them responded as low level. It showed that majority of the employees responded on this issue above medium levels. Most employees revealed the existence of service standards in the sector implies that service standards are there in the sector and they know it as well.

With respect to whether the service delivery standards are continuously improved, the data in the above table show that 6 (8.1%) of them responded as very high, 9 (12.2%) of them responded as high, 27 (36.5%) responded as medium, while them responded 32(43.2%) as low level. It indicates that majority of the employees which is 79.7 % medium and below medium levels. This implies that service standards were not continuously improved by the sector. Moreover, the interview with leaders

revealed that the sector has not been measuring customer satisfaction and continuously improve service delivery process

Employees response to whether standards and requirements of service are known by the customers, 16 (21.3%) of them responded as very high, 35 (46.7%) of them responded as high, 13 (17.3 %) responded as medium, while 11 (14.7 %) them responded as low level. This data shows that majority of the employees which is 68% replied above high level on this issue. It implies that most customers have enough knowledge about service standards and requirements of services set by the sector. However, there are still some customers who didn't know the standards and requirements of the services since 14.1 % of the respondents replied as low level.

The response of employees regarding the existence of a system to build their capacity of delivering quality customer service, the data in the above table show that 5 (6.5 %) of them responded as very high, 14 (18.2 %) of them responded as high, 30 (39%) responded as medium, while 28 (36.4%) them responded as low level. This shows that most of the employees which is 75.4% replied between medium and low levels on this issue. This implies that there is no adequate system for building employees capacity for delivering quality customer service. Moreover, the interviewed leaders strengthen the quantitative data by indicating that there were no appropriate trainings to build employees capacity in the sector.

Employees response with respect to the existence of a monitoring and evaluation system to improve service delivery in the sector, the data in the above table show that 5 (6.6%) of them responded as very high, 33 (43.4%) of them responded as high, 27 (35.5%) responded as medium, while 11 (14.5 %) them responded as low. Most respondents almost half of the respondents replied as there is no monitoring and evaluation system in service delivery. It implies that there is a gap in establishing and implementing monitoring and evaluation system by the sector to improve the service delivery. However, the data collected from interview show the presence of monitoring and evaluation system, but there is a limitation in assessing the system continuously to improve the service delivery process.

Employees response the presence of result based employee motivation system to improve employees performance, the data in the above table shows that 3 of the respondents which is (3.8%) responded as very high, 16 of them which is (20.5 %) of them responded as high, 34 of them which is (43.6 %) responded as medium, while 25 of them which is (30.1 %) them responded as low level. This shows that majority of the respondents which is 73.7 % responded medium and below medium levels. It implies that there is no enough motivation system in the sector to enhance employees' performance so that they can deliver efficient and effective services for customers. Moreover, the interviewed leaders indicated that there is no system to motivate employees based on their performance.

Regarding complaint handling system to issues raised by customers in service delivery, the data in the above table show that 9 of the respondents which is (11.7%) responded as very high, 37 of the respondents which is (48.1 %) responded as high, 26 of the respondents which is (33.8%) responded as medium, while 5 of the respondents which is (6.5%) them responded as low level.

This shows that most of the respondents which is 93 % responded as medium and above medium levels. It implies that there is a system for handling service delivery related complains by customers. Besides the interview data showed that the presence of complaint handling system.

Regarding the implementation BSC in the organization in delivering satisfying services to customers, 12 of the respondents which is (15.6 %) responded as very high, 34 of the respondents which is (44.2 %) responded as high, 26 (33.8%) responded as medium, while 5 of the respondents which is (6.5%) responded as low level. It indicates that majority of the respondents which is 93.6% responded as medium and above medium levels. This refers the implementation BSC in the sector has a contribution for delivering satisfactory service to customers. Moreover, the data collected from interview strengthen the above data in such a way that the sector's balanced scorecard helped in assessing customers' needs during the planning phase.

Table 4.4: Organization Structure for Service Delivery

N o .	Questions		Scale				Total
			Very High	High	Medium	Low	
1	The organizational structure is favorable for delivering better services to customers	Frequency	6	28	33	9	76
		%	7.8	36.4	42.9	11.7	100
2	The office layout is favorable for delivering better services to customers	Frequency	4	16	29	27	76
		%	5.3	21.1	38.2	35.1	100
3	The Change army (1 to 5 team) helps for delivering better services to customers	Frequency	4	29	34	9	77
		%	5.2	37.7	44.2	11.8	100

Respondents response to whether there is appropriate organizational structure for delivering quality service to customers, the data in the above table indicate that 6 of the respondents which is (7.8 %) responded as very high, 28 of them which is (36.4 %) responded as high, 33 of them which is (42.9%) replied as medium, while 9 (11.7 %) them replied as low level. It indicates that almost half of the respondents replied between lo and medium levels. This implies that there is inconvenience of organizational structure in the sector for service delivering. Besides, the interview data indicate that the organizational structure in the sector especially in wereda Trade and Industry offices are not suitable service delivery.

The respondents' response to whether office alignment is suitable for delivering satisfying service, the data in the above table show that 4 (5.3 %) of them replied as very high, 16 (21.1 %) of them replied as high, 29 (38.2%) of them replied as medium, while 27(35.1%) of them responded as low level. It indicates that most of the respondents which is 73.3 % replied medium and below medium levels. This implies that the office alignment in sector limits delivering satisfying service to their customers. Moreover, the interview with mangers revealed that the office alignment is not suitable for service delivery.

Regarding the contribution of change army (1to5) to deliver satisfying services, 4 (5.2%) of them replied as very high, 29 (37.2%) of them replied as high, 34 (44.2%) of them replied as medium, while 9 of the respondents which is (11.8%) responded as low level.

The above data shows that majority of the respondents which is 81.9 % replied as between high and medium level. This shows that the change army in the sector has some contribution to deliver satisfying service to customers.

Table 4.5: Process Input for service delivery

No.	Questions		Scale				Total
			Very High	High	Medium	Low	
1	There is enough Human and Resource for effective service delivery in the sector	Frequency	8	30	22	18	78
		%	10.3	38.6	28.1	22.8	100
2	There is enough budget for effective service delivery in the sector	Frequency	1	15	34	27	77
		%	1.3	19.5	43.9	35.1	100
3	There is enough office furniture for effective service delivery in the sector	Frequency	1	14	34	27	76
		%	1.3	18.4	44.7	35.5	100
4	There is IT enabler for effective service delivery in the sector	Frequency	1	38	24	14	77
		%	1.3	49.4	31.2	18.2	100
5	There is conducive work environment for effective service delivery in the sector	Frequency	-	13	16	47	76
		%	-	17.1	21.1	61.8	100

Respondents response regarding the availability of enough man power for delivering satisfying customer service, the data in the above table indicate that 8 of the respondents which is 10.3 % of replied as very high, 30 (38.6 %) of them replied as high, 22 (28.1 %) of them replied as medium, while 18 (22.8 %) of them replied as low level. The above data indicates that almost half of the respondents which are 50.9 % replied as medium and low levels. It implies that there is some shortage in manpower in the sector. Moreover, the interview data collected from leaders shows that there is a shortage of manpower and the presence of high employee turnover in the sector.
This shows that the data collected from interview is similar with the data collected by questionnaires.

With respect to the availability of enough budget for service delivery, the data in the above table show that 1 of the respondents which is 1.3 % of them replied as very high, 15 of the respondents which is (19.5 %) of them replied as high, 34 of the respondents which is 43.9% replied as medium, while 27 of the respondents which is 35.1 % them replied as low level. This indicates that majority of the respondents which is 79.1 % replied medium and below medium levels. It implies that there is shortage of budget that limits the delivery of satisfying customer service. Moreover, the data from interview with leaders revealed that there is a Shortage of budget for service delivery in the sector.

Regarding whether there is enough office furniture for service delivery, 1 (1.3 %) of them responded as very high, 14 (18.4 %) of the responded as high, 34 (44.7 %) of them responded as medium, while 27 (35.5 %) of them replied as low level. It indicates that majority of the respondents which is 80.2 % replied between medium and low levels. It implies that the shortage of office furniture limit the sector to deliver satisfying service to customers. Moreover, the interview with managers revealed that there is a shortage of office furniture for service delivery in the sector.

Respondents' response regarding the availability an Information Technology enabler for service delivery, 1 of the respondents (1.3%) of them replied as very high, 38 of the respondents which is (49.4 %) of them replied as high, 24 of the respondents which is (31.2 %) replied as medium, while 14 (18 %) them responded as low level. This indicates that almost half of the respondents replied the unavailability of Information Technology for service delivery. Moreover, the interview data showed that the availability of IT. However, they revealed that interruption of net work as a major problem for service delivery.

Regarding the availability of conducive environment for delivering quality service, 13 of them which is (16.7%) of them responded as high, 16 of the respondents which is (20.5 %) replied as medium, while 47 of them which is (60.3%) replied as low level. It shows that most of the respondents which is 60 % replied on this issue as low level. It implies that poor working environment limits quality service delivery in the sector. Moreover, the data from interviewed leaders regarding inputs needed for service delivery, they mention there is a shortage of electric power supply; inconsistent network availability and high employee turnover are the major challenges of service delivery in the sector.

Table 4.6: Customers Contribution for Service Delivery

No.	Questions		Scale				Total
			Very High	High	Medium	Low	
1	customers fulfill service requirements to get services	Frequency	4	27	33	12	76
		%	5.3	35.5	43.4	15.8	100
2	customers challenge service providers to get quality service	Frequency	9	39	23	5	76
		%	11.8	51.3	30.3	6.6	100

Employees' response to whether customers fulfill the requirements of the service delivery beforehand, the data in the above table 4 (5.3 %) of the respondents replied as very high, 27 (35.5 %) of them replied as high, 33 (43.4 %) of them replied as medium, while 12 (15.8%) of them replied as low. The data shows that about 60 % of the respondents replied between medium and low levels. This implies that most customers do not fulfill service requirements to get efficient services. Moreover, the interview with leaders revealed that the increase in the number of customers from time to time in connection with the expansion of the sub city is one factor for delivering service below set standard.

Employees response to whether customers question their rights for quality service, 9 (11.8 %) of them replied as very high, 39 (51.3 %) of them replied as high, 23 (30.3 %) replied as medium, while 5 (6.6 %) them replied as low level. This data indicates that 90.6 % of the respondents replied medium and above medium levels. It implies that majority of the customers ask their rights to get quality service.

5. Conclusion and Recommendation

5.1. Conclusion

Based on the basic research questions and in line with the preceding research findings and considering the review of related literature, the following conclusions are drawn:

Regarding the competency needed for service delivery, most employees possess the enough knowledge. However, there is some skill and attitude gap on employees to deliver efficient and effective service to customers.

Employees in the sector are in a good position in understanding their organization's mission, vision and shared values. However, there is some gap in leadership support to employees for delivering efficient and effective services to customers. Besides, there is some limitation on the part of the leadership to decide on time in customer service delivery.

Service standards are set in the sector and most employees have knowledge about. However, customer satisfaction has not been measured and service standards are not continuously improved. Moreover, there is some a limitation in communicating service standards and requirements to customers.
There is a system for handling service delivery related complains by customers in the sector. However, there is no adequate system for employees' capacity building, service delivery monitoring and evaluation, employee motivation systems in the sector to enhance employees' performance for delivering quality customer service.

Implementation of reform tools like BSC has a contribution for delivering quality services to customers in the sector. Moreover, the balanced scorecard helped in assessing customers' needs during the planning phase.

Regarding the structure, the change army in the sector has some contribution for delivering quality service to customers. However, the organizational structure and the office alignment in the sector have not been suitable for delivering quality service to customers especially in wereda Trade and Industry offices.

With respect to inputs needed for service delivery, there is shortage of manpower and high employee turnover in the sector. There is also shortage of budget, Information Technology (IT) and office furniture for service delivery. Inconsistent network availability and interruption of electric power supply are the major challenges of service delivery in the sector. Besides, the working environment is one negative factor for service delivery for service delivery in the sector.

Customers' fulfillment of service requirements will have a positive contribution on the efficiency and effectiveness of service delivery process. Even though most customers fulfill service requirements to get efficient services, there are still some customers who are contributing for delays in services to be delivered below standards in the sector.

5.2. Recommendation

Based on the major findings and conclusions drawn with respect to the challenges of and opportunities of service deliver in Bole Sub City Trade and Industry sector, the following are recommended.

To deliver satisfying service to customers, employees' capacity needs to be built. This employee capacity building work should be done by undertaking appropriate training need assessment.

Moreover, tailor made trainings have to be designed and delivered so that it can fill the knowledge, skill and attitude gaps identified by training need assessment.

Leadership support to employees in service delivery plays a great role to satisfy the needs of customers in the sector. In this regard, leaders in the sector have to play their roles in supporting employees to facilitate service delivery.

Even though customer complains handling mechanisms are in a good situation in the sector, it needs to be further strengthening by assessing the strength and weaknesses of the performance of the system so that it can more satisfy customers.
Communicating the service standards and the requirements of the service to customers by different means like citizen charter is important for the achievement of standards. The sector need to continuously measure customer satisfaction and improve the service standards set to meet the present and future demands of customers. Moreover, the customers' knowledge gap regarding the standards and the requirements of the services need be filled or at least minimized by further communication through different means.

Appropriate monitoring and evaluation system was established by the sector to improve its service delivery process. Regarding this the sector needs to continuously assess it and use it to improvement the system so as to satisfy its customers.

Establishing and implementing performance based employee motivation system is very important to enhance the performance of employees in organizations. Moreover, the Balanced Scorecard (BSC) has been implemented as a performance management and measurement system in the sector. Accordingly, the sector needs apply performance based motivation system to deliver satisfying services to their customers.

It is known that organizational structure and other team based structures have a detrimental role in delivering satisfying service to customers. Thus, the office alignments in the sector need to be reorganized in such a way that facilitates the service delivery process.
It is obvious that service delivery process is facilitated by inputs such as HR, budget and other resources like office furniture. Moreover, supporting the service delivery process by Information Technology (IT) and creating conducive organizational environment will enhance its process. In this regards, the sector needs to alleviate the shortage of manpower, budget, office furniture, high employee turnover and poor organizational environment for service delivery in the sector.

Customers' fulfillment of service requirements will have impact on the efficiency and effectiveness of service delivery process. Some customers of sector who do not fulfill service requirements because they didn't know the requirement beforehand will contribute for under achievements of service standards. Hence, the sector needs to communicate the standards and the requirements of service to customers effectively using different modes of communication such as Citizen Charter, Boucher, leaflets, posting on billboards, etc.

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Work Life Balance and Its Effects on Employees Performance in selected Public Institutions at Federal Government of Ethiopia

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Abstract

Today Work life (WL) imbalance is common in different organizations, where work place is characterized by stress, lack of employees' commitment, job dissatisfaction and overall dissatisfaction which leads to absenteeism, turnover and reduced performance coupled with lack of ownership and reluctance to serve customers. The major objective of this study was assessing work life balance (WLB) and its effects on employees' performance in selected public institutions of federal government. To this end mixed research approach with descriptive, correlational and explanatory research designs was used. Primary data was collected from 400 employees (selected by simple random sampling technique from six randomly selected institutions) and 120 conveniently selected customers, through questionnaire. In addition, key informants were interviewed and team leaders were participated in focused group discussion (FGD). Accordingly, the study found out that work inter with other non-work life; lack of WLB policies and programs, work place stress, dissatisfaction with work and gap in employees' performance. WLB has perfect and positive relationship with job satisfaction, while perfect but negative relation with stress which in turn mediates WLB and employees' performance. Recognizing employees' life out of work, creating awareness and developing WLB policies and programs, modifying contents and contexts of job, adjustment on salary scale and equal payment for equal jobs are recommended. WLB is worth noting concept that has multiplier effects, so its consideration in human resource management system is paramount.

Key Word: Work Life Balance, Public Institution, Employees performance, Job satisfaction, Stress, customer satisfaction, Work life balance policies and programs.

1. Introduction

Increased complexity of work place and general environment has both opportunities and challenges for any organization irrespective of its size and nature. Now a day the pace of change is more rapid than ever, that put organizations under constant pressure so as to provide goods and services with right quality and quantity (Acas, 2013). On top of this, organizations and their people face growing challenges from work place stress as it is increasingly common feature of modern life and has devastating impact on performance. On the other hand, unsupportive managers, heavy workloads and corporate cultures that promote long hours of work are the contributors for the prevalence of work-life conflict and thereby stress dissatisfaction and reduced performance. Needs of employees are quite often overlooked and employees feel that they are not supported because of over

191

emphasis to organization which can affect employee's attitudes and their satisfaction towards their job with overall impact on their performance (http://www.idpublications.org/wp).

Such ever changing condition of 21st century and work place problems can be survived by devising strategy that enable optimum utilization of resource, particularly human element of the organization that manage and organize other resources so as to utilize them efficiently and effectively. Therefore, strategies which are related to human aspect of the organization have no other comparable option as any effort to make people engaged, physically and mentally sound and satisfied has huge effect on their performance (Watson, 2012).

Starting from couples of years back, work life balance (WLB) has been the top agenda for human resource practitioners, employees and organizations as a best strategy for organizations in relation to its workforce (Mcpherson & Reed, 2007). WLB is all about balancing individuals work life with their life out of work (family, social, self, etc.). It is having right combination of participation in paid work (defined by hours and working conditions) and other aspects of life (Lakshmi & Gopinath, 2013). Work life balance benefits employees through greater sense of job security, work place wellbeing, and increased job satisfaction as a result of reduced level of stress from work and home pressure among others; whereas employers are advantageous from loyalty and commitment, increased level of employee retention thereby reduced cost of absenteeism and turn over, etc. which all results in boosting performance (Hartel et al., 2007 cited in www.ersj.eu; Estes &Michael, 2005).

WLB is worth noting concept that concerned with the whole life of employees who are expected to serve as professionally and ethically as possible with their knowledge, skill and expertise so as to add quality and satisfaction to customers who are the source of competitive advantage. While this is the fact, in reality there is problem in relation to WLB as it has been given little attention either knowingly or unknowingly and resulted in poor motivation of workforce engagement, increased work place stress and job dissatisfaction which in turn negatively affects employees' performance and overall satisfaction of customers.

Therefore, in reality WL imbalance is observed in different public sectors of Ethiopia as there are no WLB policies and programs like flexi time, telecommunicating, job sharing, leave, employee benefits and the like as a result of which the work place is characterized by stress, minimum level of active engagement/commitment of employees, job dissatisfaction and overall dissatisfaction which leads to absenteeism, turnover and reduced performance/productivity coupled with lack of ownership and reluctance to serve customers. If these problems continue un researched and lack attention it has devastating effect on individual employees as it affects their life on both work and out of work, families of employees, organizations/public institutions, private organizations.

which are supposed to be customers, partners and supporters of public institutions, the society and economy of the country as a whole.

However, almost all studies relate WLB with one of these specific aspects rather than analyzing and assessing effects of WLB on employees' performance both directly and indirectly. Though various studies are conducted in developed countries (Europe) and some parts of Asia to solve the problem, too little is done in the context of Africa with some exception (Nwagbara & Akanji, 2012; Asiedu et al., 2013); particularly Ethiopia where the culture, social life, economic, political, technological and even working culture is totally different, it is possible to say nothing is done to solve problems/gaps observed in the areas of WLB to the best of our knowledge.

Moreover, even if it is supported by few researchers like Hagargi (2013), today WLB becomes issue of both sexes, all levels and all professions due to increased changes in workplace demands as opposed to early periods during which WLB was seen as issue of female employees only. Therefore, there is gap even in countries where much is done, as most research works are emphasized on WLB of female employees (Malone et al., 2013; Swatirai et al., 2013; and many others), while few attentions are given to male employees. By considering all the above facts and gaps, this study focused on WLB and its effect on employees' performance in selected public institutions at federal government of Ethiopia.

Bearing this in mind the major objective of this study was to assess WLB and its effect on employees' performance in selected public institutions at federal government of Ethiopia and more specifically the study aims to:

- ✓ describe existing practice of work life balance,
- ✓ explain the relationship between WLB and work place stress,
- ✓ explore the relationship between WLB and job satisfaction,
- ✓ Examine the relationship between WLB and employee performance.

2. Review of Related literatures

2.1 Theoretical Literature

History of WLB is trace back to 1970s during when traditional assumption of "male breadwinner model" which argued paid work as the primary role of men and domestic labor and dependent care as the primary role of women started to decline, particularly in developed countries due to increased number of women who entered and remained in the work force. This was followed by a number of changes including equal opportunities legislation, women involvement in the labor market which leads to family-friendly policies, etc as discussed by various authors in Harris and Foster (n.d). Theories of motivation and leadership would provide a sound base for the concept of WLB. So, the driving force behind the emergence of WLB as a top agenda of governments, human resource practitioners and academicians, etc. have been changing demographics, the decline of the traditional family, an increase in dual-career couples, and a rise in the

number of single parents (mean that employees are assuming more responsibilities outside work).

Parkes & Langford (2008) explained work-life balance as ability of individuals in meeting commitments of work, family and other non-work responsibilities. Greenblatt (2002) added that work-life balance is "absence of unacceptable levels of conflict between work and non-work demands". Now a day organizations have awareness about importance of balancing employees work and out of work responsibilities and adopt different WLB policies and programs which lead to improvements in employees' well-being and performance. In line with this, Deery (2008) and others (Hartel et al., 2007; Estes & Michael, 2005) forwarded strategies that help to balance work and family life including provision of flexible working hours, allowing flexible work arrangements(job sharing and working from home), provision of training opportunities, provision of adequate resources for staff, determining correct level of staffing, allowing adequate breaks during the working day, provision for various types of leaves, rewarding staff for completing their tasks, provision of health and well-being opportunities such as access to gymnasiums or at least time to exercise, and encouraging sound management practices. There is no clear policy related to WLB in Ethiopia, however variety of WLB components like leaves, training opportunities, health facilities and part time works are touched by the Ethiopian government civil service proclamation policy.

Imbalance between demands of job on one hand, and resources and capabilities owned by employees to meet those demands on the other hand results in work-related stress (Stress at Work, nd). In support of this Information Sheet for Employees (2011) define stress as a state involving varying degrees of anxiety, fear and agitation that results when a person is demanded by a situation, a relationship or a specific task which is not easily met or which a person feels he or she cannot meet properly. As argued by Andrew (2001) stress management is about developing new perspectives in our lives and learning time management techniques. As to him in order to manage stress generated from an unbalanced work life, there is a need to delegate some of one's extra work activities. These could serve as ways of creating a positive work-life balance which will help to manage stress. This implies taking into account issues of work-life balance in human resource practices could be an effective tool for managing stress. However, this is not the case in many workplaces as individuals and their organizations face a growing problem of managing stress at work hampered by lack of understanding about the concept of work-life balance and how to use it as an effective tool; as a result stress at work is an increasingly common feature of modern life and has devastating impact on performance from different angles, so organization managers need to emphasize on work life policies and strategies so as to make their employees happy and satisfied by reducing stress if the organization need to be successful (Avey et al., 2009 as cited in Shahzad et.al., 2011). Inclusion of work-life balance as organizational policy becomes critical tool in managing stress and increases performance.

Job satisfaction is about one's state of feeling in relation to her/his work. It is feeling that results from balancing many specific likes and dislikes experienced in connection

with the job and related to achievement of personal objectives. Job satisfaction can be influenced by variety of factors like quality of relationship with supervisor, quality of physical environment, degree of fulfillment in work, hours of work, fellow workers, opportunities on the job for promotion and advancement, overtime regulations, interest in work, machines and tools, participation, leaves policy and personal adjustment (health and emotionality). In sum job satisfaction can be influenced/predicted by employees feeling in relation to job (nature of work or work itself) and their feeling in relation to the environment (context of work like flexibility provided to balance work and non-work commitments) and it predicts work behavior such as absenteeism, turnover, etc. and it benefits the organization in terms of reduction in complaints and grievances, absenteeism, turnover, and termination; as well as improved punctuality and boosted worker morale (http://bconsi.blogspot.com/2013/06/most-common-indicators-of-job-satisfaction.html, http://researchonline.jcu.edu.au/22530/).

Employee Performance is key and critical area of any organization up on which success or failure of the organization is highly dependent. Employee's job performance depends on some combination of ability, effort, and opportunity. But, the measurements can be done in terms of outcomes or results produced (Estes & Michael, 2005). Performance is defined as the record of outcomes produced on a specified job function or activity during a specified time period. According to this definition, performance is set of outcomes produced during a certain period of time and it is not only related to the action but also involves judgment and evaluation process (http://www.gbmr.ioksp.com/pdf/vol.%206%20no.%201/Kim.pdf)-wlb).Organizations need high performance of its employees, so as to meet its goal and able to achieve competitive advantage. That is why management must look for various ways (WLB policies and programs) in improving employees' performance (Frese, 2002 as cited in Orogbu, 2015)

There are challenges that organizations face in balancing their employees work and personal life. The main challenge regarding practices of WLB is absence of sound work-life policies and programs, gap in using WLB benefits even if they are there due to employees' lack of awareness and their reluctance to use WLB benefits since they are more likely to be perceived as uncommitted to their job (Hall, 1990), perception that using WLB practices will have a negative impact on career prospects and on the relationship with coworkers (Kodz et al., 2002). As "time spent at the workplace is often used as an indicator of employees' contributions and commitment to the organization, participation in work-life practices that make employees less visible (e.g. telework, flexible hours, family leave) has been associated with lower performance evaluations, smaller salary increment, and fewer promotions" (Daniele, 2012).

2.2. Empirical Literature

As it is discussed by different scholars WLB enable employees to better manage their work and roles out of work, thereby affect employees' attitude and behaviors towards their job and the organization including level of their stress, job satisfaction and their intention to quit. Some empirical studies (e.g. Lakshmi & Gopinath, 2013; Parkes &

Langford, 2008) have showed that the experience of work life balance is positively related to employees' performance and organizational performance. More specifically, work life balance has been shown to have positive outcomes such as low turnover intention, low level of stress, job satisfaction and employees' performance improvement (Cegarra et al., 2012). Study conducted in New Zealand by Equal Employment Opportunity suggests, organizations which encourage work-life balance in principle and in practice will reap the benefits of increased employee engagement, discretionary effort and therefore productivity (EEO, 2007). Previous studies (Bright Horizons, 2011) find out that those with work life balance support, reported lower stress levels and less likely to say that stress is related to conflicting demands between the two responsibilities. Studies show strong links between work-life balance policies and reduction in worker stress, reduced sick leave usage, greater flexibility, job satisfaction, loyalty, reduced absenteeism, improved recruitment and retention rates with associated cost savings, increased productivity, an improved corporate image. According to European Diversity Research and Consulting (n.d) the most frequently implemented work-life balance programs in Europe includes part-time work, flexible start and finish times, flexible break times, phased out/phased in part time, health checks, seminars on stress and time management, and telecommuting. Flexibility to balance work and life out of work i.e. WLB is important factor in boosting employee job satisfaction as it was researched by SHRM (2012). According to Rania et al. (2011) preceded by career opportunities, recognition, work/task itself, pay and good relationship; Work life balance has positive relations with employees' satisfaction. Moreover, various research findings (Virick et al., 2007; Howard et al., 2004; Kinnie et al., 2005; Noor, 2011; and many others) found that work-life balance is positively related to job satisfaction. Generally speaking practicing work-life balance has effect on job satisfaction, commitment to the organization, level of job stress and turnover intention; all of which in turn affect employees' performance, reduce costs related to absenteeism and loss and replacement of valued employees, customer satisfaction, and organizational productivity (Lazar et al., 2010).

2.3. Conceptual Framework of the Study

Figure 1: Conceptual Frame work of the study

3. The Methods

The study used mixed research approach which provides a better understanding of a research problem with descriptive, correlation and explanatory research designs. Target Population of this study were six federal public institutions of Ethiopia with population size of 3441 employees from which 400 sample employees were selected for data collection purpose.

The researchers used Taro's (1967) formula for sample size determination:

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

where   *n= the size of the sample*

N = the size of the population=3441

e = the margin of error=5%

$$n = N/1 + N(e^2) = \frac{3441}{1 + 3441(0.05^2)}$$

n = 400

7

Table 3.1: Proportionate Sample Size for each of the Six Sampled Institutions

S/No	Institutions	Population	Sample
1	Ministry of Civil Crevice (MoCS)	351	41
2	Ministry of Education (MoE)	830	96
3	Ministry of Environment and Forestry (MoEF)	206	24
4	Ethiopian Custom and Revenue Authority (only head office) (ERCA)	1200	140
5	Document Authentication and Registration Agency (DARA)	474	55
6	Ministry of Labor and Social Affairs (MoLSA)	380	44
	Total	3441	400

Source: Researchers Compilation, 2016

To select the six institutions and sample of employees from each of these institutions simple random sampling technique especially lottery method was used. In addition, purposive sampling technique was used to select managers for interview and team leaders for FGD. Moreover; convenience sampling technique is employed to select 20 customers from each institution.

Data collected from different primary sources through questionnaire, interview and FGD was recorded, edited, organized, coded, presented, analyzed and interpreted in relation to research questions. For analyzing quantitative data correlation analysis was utilized and the result was displayed by using descriptive statistical tools (tables, graphs and charts). On the other hand, thematic analysis and narration were used for analyzing qualitative data. In addition to this person's correlation was used to show the relationship between the independent variable (Work life balance) and dependent variable (Employees' performance).

4. Results and Discussions

4.1 Results on WLB practices

As the study found out majority (64.4%) of respondents agreed that work roles interfere in employees 'role out of work with some variation among sectors. On the other hand, burden that employees have at home have direct impact on their performance as agreed by more than half (57.2%) of respondents. Moreover, there is possibility when the time that employees spends on their job makes difficult to fulfill their family and other responsibilities as agreed by 55.4% of respondents. On the other hand, roles expected from employees on their job makes difficult to comply with their family and other responsibilities.

Additionally, as it is depicted in table 4.14 below, majority (71.3%) of respondents mentioned as balancing their work and out of work life has been getting harder over the past few years, though 16.4% and 12.3% of them replied 'easier' and 'the same' respectively. Here almost all institutions share the same view.

Table 4.14: Opinion of Respondents about whether Balancing Work and Life become harder or easier

| Generally, do you find that balancing your work and family or personal life has been getting easier or harder over the past few years?								Total
Response by Institution		MoCS	MoE	MoLSA	MoEF	ERCA	DARA	
Easier	Frequency	7	9	6	3	30	9	64
	Percentage	17.1%	9.5%	15.0%	13.6%	21.7%	16.7%	16.4%
Harder	Frequency	34	63	34	19	90	38	278
	Percentage	82.9%	66.3%	85.0%	86.4%	65.2%	70.4%	71.3%
The same	Frequency	0	23	0	0	18	7	48
	Percentage	0.0%	24.2%	0.0%	0.0%	13.0%	13.0%	12.3%
Total	Frequency	41	95	40	22	138	54	390
	Percentage	100%	100%	100%	100%	100%	100%	100%

Source: Survey Result, May 2016

In addition to this, there is little opportunity for flexi and per time work, paid leave for family issues, telecommuting, compressed work week though it is needed as agreed by most respondents and supported by interview and FGD. The study indicates that there is lack of health and wellbeing opportunity (as replied by 86.2%) and little practiced financial support for employees even though it is needed for employees as replied by most (90.3%) of respondents and supported by interview and FGD. In line with this, there is maternity/paternity leave even if there is a variation among institutions. Concerning training opportunity, majority of respondents replied as there is little availability and use of training opportunity. And even the little opportunity by itself is not timely and provided not for the right person.

4.2 Results on WLB and Employees Stress

The study revealed out that employees are burdened with over responsibility of work and face shortage of time for other responsibilities out of work as they work for more than 40 hours per day without additional payment. As the study point out, majority (86.2%) of respondents feel stressed in the work place oftenly due to work responsibilities as agreed by majority (77.8%) of respondents. As analyzed in analysis part, more than half (55.9%) of respondents agreed that there is effect of stress on their personal/family life confirmed by interview respondents and FGD participants and it has an impact on both quantity and quality of one's work as agreed by 53.3% of respondents. In addition to these almost half of employees are agreed as they suffered by different diseases and accidents related to stress. Accordingly, the study indicates that provision of different WLB programs by the institutions will reduce employees stress.

Figure 4.8: Opinion of Respondents about Effect of WLB Program on Employees' Stress by Institution
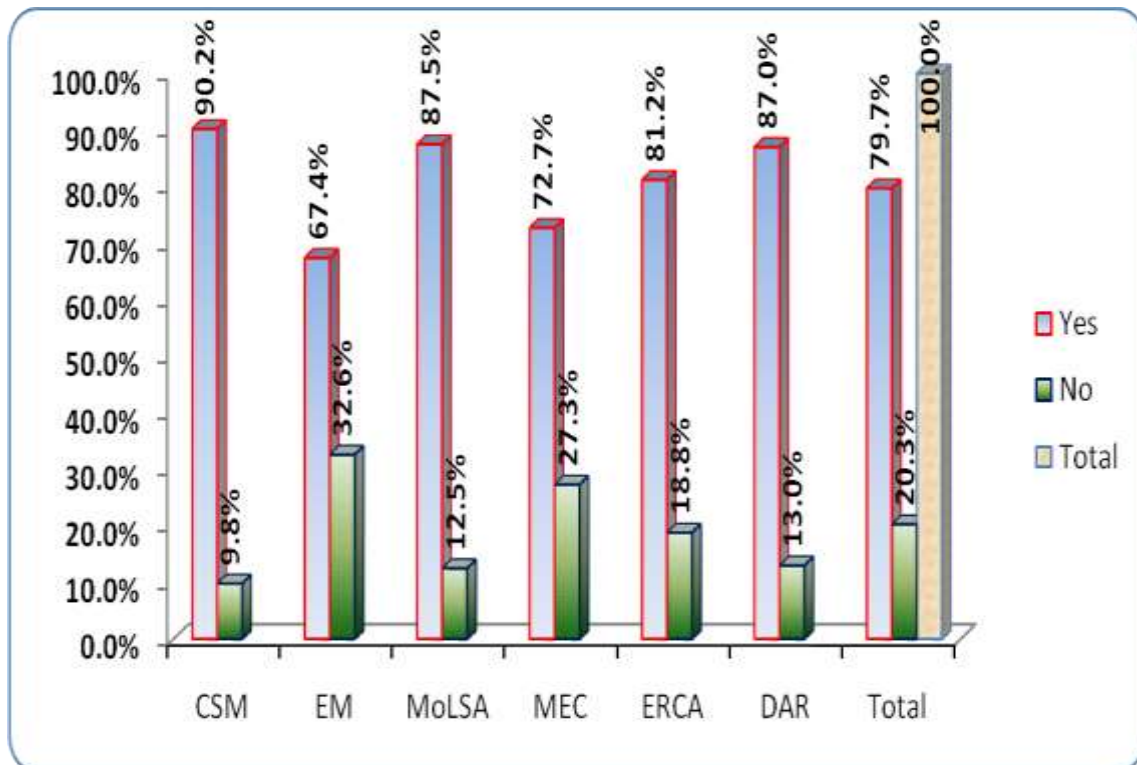
Source: Survey Result, May 2016

As it is easily shown from figure 4.8 above, out of total respondents' majority (75.9%) of them replied 'yes', while the rest 24.1% said 'no' to the question which says 'do you think that availability of WLB programs reduce employees stress?'. Though there is some variation from institution to institution respondents of all institution replied the question positively which indicates provision of different WLB programs by the institutions will reduce employees stress. This idea is supported by interview and FGD participants who recommend different WLB Programs like opportunity to work in shift, training, flexible time schedule, wellness programs, and the like to their respective institution.

4.3 Results on WLB and Job Satisfaction

As it is indicated under Table 4.39 below, respondents are asked about their opinion regarding the WLB policies provided by their institution. Accordingly, 58.5%, 22.1% and 19.5% are dissatisfied, satisfied and indifferent respectively by the WLB policies provided by the institutions. The data also shows that there is no significant variation between the responses of the employees in the six institutions. This can be interpreted as WLB policies are there but not implemented and employees have knowledge and information gap regarding the benefits they get from WLB policies.

Table 4.39: Opinion of Respondents about WLB Policies Provided by the Institutions

			work life balance policies provided by the Institution					Total
			H/Dissatisfied	Dissatisfied	in different	satisfied	H/ satisfied	
Institution of Respondents	MoCS	Frequency	0	27	1	7	6	41
		Percentage	0.0%	65.9%	2.4%	17.1%	14.6%	100%
	MoE	Frequency	18	29	21	12	15	95
		Percentage	18.9%	30.5%	22.1%	12.6%	15.8%	100%
	MoLSA	Frequency	8	15	5	12	0	40
		Percentage	20.0%	37.5%	12.5%	30.0%	0.0%	100%
	MoEF	Frequency	7	6	3	3	3	22
		Percentage	31.8%	27.3%	13.6%	13.6%	13.6%	100%
	ERCA	Frequency	55	29	33	8	13	138
		Percentage	39.9%	21.0%	23.9%	5.8%	9.4%	100%
	DARA	Frequency	7	27	13	5	2	54
		Percentage	13.0%	50.0%	24.1%	9.3%	3.7%	100%
	Total	Frequency	95	133	76	47	39	390
		Percentage	24.4%	34.1%	19.5%	12.1%	10.0%	100%

Source: Survey Result, May 2016

Table 4.40 below describes responses for the question whether the respondents think as provision of WLB programs leads to increased job satisfaction. Accordingly, 71.3% said yes while 28.7% said no. those respondents who said yes were asked to explained why by saying that WLB programs help to identify problems of employee and to fulfill the need of the employees both in the work and out of work. In addition, WLB policies create conducive working condition and strong coworker relationship, solve employees' economic problems (house rent, transportation etc.) in order to motivate to perform more and to increase their satisfaction.

Table 4.40: Opinion of Respondents about effects WLB programs on job satisfaction

Do you think that provision of WLB programs leads to increased job satisfaction?								Total
		MoCS	MoE	MoLSA	MoEF	ERCA	DARA	
Yes	Frequency	37	62	32	12	88	47	278
	Percentage	90.2%	65.3%	80%	54.5 %	63.8%	87%	71.3%
No	Frequency	4	33	8	10	50	7	112
	Percentage	9.8%	34.7%	20%	45.5%	36.2%	13%	28.7%
Total	Frequency	41	95	40	22	138	54	390
	Percentage	100%	100%	100%	100%	100%	%	100%

Source: Survey Result, May 2016

4.4 Results Related to WLB and Performance

As it is illustrated by table 4.49 below, majority of the respondents (78.7%) agreed that employees could be more efficient and effective if they are provided with acceptable level of WLB benefits while the remaining 21.3% of the respondents said no. there is no major difference among institutions except for MoCS for which 100% of the respondents said yes and MoE for which 37.9% of the respondents said no.

Table 4.49: Opinion of Respondents about provision of WLB benefits and effect on employees' efficiency and effectiveness

Do you think that if employees have acceptable level of WLB they will be more efficient and effective?		Institution of Respondents						Total
		MoCS	MoE	MoLSA	MoEF	ERCA	DARA	
Yes	Frequency	41	59	33	18	108	48	307
	Percentage	100%	62.1%	82.5%	81.8%	78.3%	88.9%	78.7%
No	Frequency	0	36	7	4	30	6	83
	Percentage	0.0%	37.9%	17.5%	18.2%	21.7%	11.1%	21.3%
Total	Frequency	41	95	40	22	138	54	390
	Percentage	100%	100%	100%	100%	100%	100%	100%

Source: Survey Result, May 2016

4.5 Results on Relationships Among Variables

Early at the outset, it is hypothesized that WLB is positively related with job satisfaction, while it has negatively related with work place stress as mediating variables. Moreover, it is hypothesized that mediating variables (stress and job satisfaction) together mediate the positive relationship between WLB and employee's performance. To test validity of these hypotheses the researchers used to apply correlation analysis (Spearman's) so as to investigate direction and strength of relationship between independent variable (WLB) and mediating variables, the relationship between mediating variables and dependent variable (employee's performance), the relationship between independent variable (WLB) and dependent variable (employees' performance) as well as the relationship between mediating variables to each other. Result of the analysis is described by using the following table.

Table 4.51: Relationship among Independent, Mediators and Dependent Variable

Correlations			WLB	Work place stress	job satisfaction	Employees Performance
Spearman's rho	WLB	Correlation Coefficient	1.000	-.868**	.943**	.930**
		Sig. (2-tailed)	.	.000	.000	.000
		N	390	390	390	390
	Work place stress	Correlation Coefficient	-.868**	1.000	-.922**	-.814**
		Sig. (2-tailed)	.000	.	.000	.000
		N	390	390	390	390
	job satisfaction	Correlation Coefficient	.943**	-.922**	1.000	.918**
		Sig. (2-tailed)	.000	.000	.	.000
		N	390	390	390	390
	Employees Performance	Correlation Coefficient	.930**	-.814**	.918**	1.000
		Sig. (2-tailed)	.000	.000	.000	.
		N	390	390	390	390
**. Correlation is significant at the 0.01 level (2-tailed).						

Source: SPSS computation (2016)

As it is explained in Table 4.51 above, WLB is strongly/perfectly and positively related with job satisfaction (mediating variable) as it is expressed by correlation coefficient of .943, which in turn explains the fact that when there is proper practice of WLB policies and programs which helps to balance employees work life and life out of work, there is high level of employees' job satisfaction, particularly the extrinsic one. Similarly, it is easily understood from Table 4.51 that, WLB is strongly/perfectly and negatively related with work place stress (mediating variable) as it is indicated by correlation coefficient of -.868. This means provision of WLB policies and programs to balance time, involvement and satisfaction demands of life at work and life out of work, helps to reduce work place stress which is caused by pressure of work, conflicting roles, long hour working, unmet demands/roles at home, etc.

On the other hand, Table 4.51 above shows correlation coefficient of mediating variables with employees' performance; as a result, job satisfaction and employees performance is perfectly and positively related as explained by correlation coefficient of .918. This implies if there is employees' job satisfaction (due to various factors that lead to job satisfaction e.g. WLB), there is better performance which could be measured in terms of efficiency, effectiveness and customer satisfaction. From this we can fairly conclude that job satisfaction strongly and positively related with and predicts performance, as a result it can mediate the relationship between WLB and employees' performance. Stress still has strong but negative relationship with employees' performance as it is clear from correlation coefficient of-.814; this indicates if there are situations which lead to stress,

automatically it reduces employees' performance; the reason behind is when there is stress there is dissatisfaction which in turn affect performance. From this we can understand that, work place stress is strongly and negatively related with both the dependent and independent variable, so it accurately mediates the two variables. In addition to these, WLB is also directly related with employees' performance as indicated by correlation coefficient of .93, which means availability and proper practice of WLB policies and programs, helps to improve employees' performance.

On top of these mediating variables in turn have perfect correlation with one another i.e. work place stress is strongly and negatively related with job satisfaction as it is described by correlation coefficient of .922 observed from Table 4.51 above.

Generally speaking WLB affects employees' performance both directly and indirectly through affecting stress and job satisfaction, which means availability and proper practice of WLB policies and programs, helps to improve employees' performance which is summed up to organizational performance.

4.6 Results on Challenges of WLB Practice

Practices of WLB face various challenges like lack of top managers' support to use WLB programs and employees' fear of negative impact on professional career due to usage of WLB program benefits. In addition, consideration of being on work for long hours and physical presence as a sign of commitment, productivity and motivation; perception of co-workers towards using WLB program and the belief that WLB policies are important and wanted only by women as it is discovered from the responses of open ended questions, in-depth interview and FGD were the major challenges.
 Specifically lack of written WLB policies, Weak attention for practice of WLB policies, unequal payment for the same job and position, lack of sufficient man power which makes current employees overloaded, lack of situational leadership, lack of interest and knowledge to be flexible to facilitate practice of WLB policies and lack of modern technology, weak cooperation between employees and supervisor, misuse of WLB benefits by workers, lack of awareness regarding WLB benefits and rights etc. are some of the points discussed on the in-depth interview and FGD as major challenges of WLB practices.

5. Conclusions and Recommendations

5.1 Conclusions

This study is tried to assess WLB and its effect on employees' performance in some selected public institutions at federal level. Therefore, under this particular section general conclusions are drawn from summary of major findings discussed above.
Under existing practices of WLB it is concluded that roles on work interfere in employees' role out of work and employees are obliged to take their work responsibilities to home. In addition to this, time employees spend on their job and roles expected from them makes difficult to fulfill their family and other responsibilities out of work. So,

employees miss different life events out of work such as being with family, friends and participating in different social life occasions due to burden they have on their job and little room to allocate enough time for their role out of work. Therefore, balancing their work and out of work life has been getting harder due to lack of flexi time opportunities, rare paid leave for family issues, lack of opportunity for using telecommuting, limitation in utilization of job sharing opportunity and compressed work week for employees, lack of practical health and wellbeing opportunity and as well financial support for employees and inappropriate provision of training.

Regarding findings on stress, WLB helps to reduce work place stress, particularly stress arising from sense of inability to comply with time and effort demands of multiple roles and that arise from conflict among the multiple roles of employees. Since stress is emotional side effect of feeling unable to find enough time to do things that need to be done (Andrew, 2001; Susi, 2011), WLB policies and programs are effective tools for managing stress by balancing work and family life which in turn improve performance.

In addition, WLB and job satisfaction has positively related as WLB determines level and direction of employees feeling towards various aspects of their job. Flexibility, relationship with superiors, opportunities on the job for promotion and advancement, participation, leave policy etc. affects job satisfaction of employees, which in turn affects level of performance on one's job (SHRM, 2012; Rania et al., 2011). This implies WLB has significant effects on employees' performance both directly and indirectly. As a result, availability of opportunities for WLB policies and programs enable to balance work and life out of work which in turn improves level of job satisfaction and reduce stress, all of which together ensure high level of employees' performance. But, absence of opportunities for WLB policies and programs as in the current study leads to poor performance of individual employees which in turn leads to poor performance of public institutions.

Finally, there are various challenges found to be affecting practices of WLB among which lack of well-developed and concise WLB policies applicable to different working condition and even lack of clear knowledge and understanding by both managers and employees about available WLB policies and programs, lack of support from top level managers, rampant unethical behaviors in human resource practices, inefficient and powerless human resource managers, perception of employees about effect of WLB on career prospects, and perception of working long hours and physical presence as a signal for commitment and productivity are the major challenges.

5.2 Recommendations

Success in accomplishing goals through customer satisfaction depends on the knowledge, skill and willingness embodied in human resource which is the critical asset of all and unique source of competitive advantage. This points the need to consider WLB policies and programs so as to balance employees work life and life out of work has strategic importance especially in today's competitive world. As a result, based on facts from

summary of findings and conclusions drawn from the study, possible recommendations are suggested here under.

✓ **Recommendation for Institutions**

From the study it is understood that employees have multiple roles both on their work and out of work but in any institution employees' life out of work is not considered by anybody while greater focus is given for their roles of work (only on daily task accomplishment); so it is better to recognize and accept employees roles out of their work and consider it in day to day decision made as it make employees feel responsible and committed. Organizations should work towards awareness creation regarding WLB policies and programs as large number of respondents have no enough awareness about concept of WLB and available WLB policies and programs

As the study point out, majority of respondents feel stressed due to work responsibilities. Hence, it is recommended to reduce employees stress for better performance and their overall wellbeing by developing new and practicing the already developed WLB policies and programs. Moreover, the study found out, respondents were dissatisfied with working conditions, their relation with supervisors, overall policies of the institution, opportunity for advancement in the institution and the freedom to decide on methods and schedule of their task; therefore, it is better to modify contents and as well context of job that employees perform in addition to improving WLB policies and programs.

From the research finding it is understood that there are a number of gaps on the organizations working system and on service provision. Hence, its recommended to enhance the level of knowledge of customers; to keep providing training for employees on current issues as well as on customer handling; to adopt modern working system, data management and technologies; to reduce number of meetings and assignment of appropriate number of employees; and last but not least to reduce service delivery processes to shorten the time it takes to give a service.

✓ **Recommendation for Government Action**

From the study it is clear that there is no well-articulated WLB policies and programs that assist employees to balance their different roles; therefore, it is better to develop WLB policies and programs by taking into account situational factors and different work place requirements. In addition, it is revealed that WLB has strong correlation with job satisfaction, work place stress and performance (both directly and indirectly), enhancement of one of which has effect on the others; therefore, it is important if all concerned bodies at each stage have this awareness and try to enhance WLB of employees which has significant multiplier effect on overall performance.

✓ **Recommendations for Further Research**

The focus of the current study is assessment of work life balance and its effect in some selected public institutions at federal level; so, its scope is specific to these institutions and it is general assessment not detail conceptually. Therefore, researchers would like to

suggest potential researchers of the area to conduct further research on the issue from different perspectives.

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Practice of Communication to Manage Change in Public Sectors: The Case of Yeka Sub-City Health Office, Addis Ababa, Ethiopia

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Abstract

Internal communication has an important part to play in the effectiveness of change initiatives. This study explored Practices of Communication to Manage Change in two woredas health offices and health centers. Managers and employees were a target population to this study. The study sought to answer types of communication strategies and factors affecting the effectiveness of communication. A mixed approach was used for gathering the data required to answer the research questions. Survey was administered to 154 employees. Two focus groups discussions were undertaken with two woredas 16 board members of the health centers. Five managers from sub city and two woredas health offices were interviewed. The data gathered from these three methods were analyzed utilizing frequency distribution and also percentage for categorical variables. Qualitative data were grouped and interpreted. Analysis revealed that the major communication strategies including communicating objectives of the change, providing training about directives of the changes and introducing success of the change were employed successfully. However, lack of trust due to lack of answering for employee's questions and introducing the effect of the change before the change took place were among the problems identified. A number of barriers to communication effectiveness including attitudinal problems and skill gap were identified. Managers within the offices should be more comprehensively briefed and trained about communication by integrating with change processes. In relation to this there must be a need to address the perceived gap between communication strategies with those employees who agreed or not perhaps initially through improved communication.

Key words: *Communication Strategies, YSCHO, effectiveness*

1. Introduction

In the past, the majority of organizations had been designed for stability rather than change. Whereas now days, organizations have no choice but to change. As John cited, the current dynamic situation world trend of managing changes, world is moving and shifting fast; leaders trying to cope, they are applying their best thinking to the structures, systems, and processes they need to compete by managing changes (John, Charles, William and Gary, 2015).

Managing change is a process to make employees ready to accept change. In addition, it is a way to make them comfortable about change and to carry it out with enthusiasm and understanding the role of their actions in the unfolding drama of the company's fortunes, and believe that is worthwhile for them to play a part (Ash, 2009).

The escalating level of competition has caused organizational change to become an increasingly salient issue. To ensure their survival and growth in this neck-to-neck racing business environment and unlimited wants of customers, organizations need to change their working condition and performance from time to time and make the necessary adjustments depending on circumstantial factors (Kaplan and Norton, 1992). A study by Burnes and Jackson (2011) found out that lack of clear communication causes approximately 70% of change initiatives to fail on achieving desired results in organizations.

In the context of Ethiopia, primarily there exists a huge gap of information due to lack of resources like literatures, since local studies that can provide policy makers with reliable information in this regard are inadequate. Secondly most problems whatever good policy entertains them it's common to observe failures of different plans and strategy. But it's very crucial to answer why and how it happened.

Hence, in this study an attempt was made to explore the practice of communication to manage the various day to day change initiatives in the YSCHO, Addis Ababa City Administration; and to suggest working strategies how the office leaders will improve their communication skills that can enable them to effectively implement change initiatives.

The scope of this research was limited to exploring the practice of change communication public sector with specific case of YSCHO. The target populations of the study were selected leaders and employees of the YSCHO and two woredas health offices and health centers. The time scope of the study was based to explore the current practice of change communication based on primary and secondary data sources.

2 Review of Related Literature

2.1 Change Management

Change management is the process of planning and coordinating the implementation of all changes through individuals, teams, and organizations. This process basically is defined as problem solving which is a shift from problem state to a desired future state (Beakdal, and Hanssen, 2006). It is the application of many different ideas from psychology and sociology fields, business administration, and system engineering (Lawson and price, 2003). Managing change is a process to make employee ready to accept change. In addition, it is a way to make them comfortable about change and to carry it out with enthusiasm and understand the role of their actions in the unfolding drama of the company's fortunes, and believe that is worthwhile for them to play a part (Ash, 2009). To assess the impact of change and to monitor its implementation, it is essential to have a policy and procedure for Management of Change (Hirschfield, 1999).

Modern companies are in a state of cultural change. Globalization, outsourcing, mergers, acquisitions, new technologies and new processes, are all common issues that companies must face as they evolve. According to Gilgeous (1997) factors resulting in the initiation of change

within the organization are external factors New technology, changes in the market place, change in customer expectations, competitor activities, quality and standards, government legislation, and prevailing political values and economy cycle and Internal factors (Management philosophy, organizational structure and culture, and system of internal power and control). Therefore, as change is frequent to cop up with those both factors it is important to manage the change effectively and efficiently to get the desired outcomes. For today's leaders, the ability to manage change determines the survival and success (Gilgeous, 1997)

2.2 Communication

Communication is an action between at least two persons, where messages are delivered, received and reacted to among participants. It proves to be the most significant tools in social life and business management. Communication also plays a crucial role in organizations to generate and interpret messages between employees through both directional (one-way) and bidirectional (two-way) manner (Beakdal and Hanssen, 2006). It is noted that within much of the change management literature, communication is important to the success of change programs (Koivula, 2009).

As a literature shows, communication has started with the early man while he was discovering the need to settle and began, to look for a way to solve his problems, understood the need to have information about his environment, and to communicate his culture to his young. Communication in the early periods in societies was done informally through the use of town criers and other local/traditional instruments and verbal means which made communication predominantly linear in nature (Amaoge and Jacob, 2015). Since now, in the modern era communication is used informally rather than using it in modern way. According to Amaoge and Jacob (2015) communication begins with language that could be sign, symbols, etc., of its the distinctive ability which has made possible the evolution of human society. At this time in advanced courtiers communication channels are being modernized through electronic Medias and the world is becoming one village.

2.3. The purpose of Change Communication

One of the most challenging and demanding aspects of any change project is communication. Communication is the key way that people are engaged in the change. Introducing successful change relies heavily on how the participants in the change view. Poor change communication is a common cause of complaint and change research emphasizes that change can be derailed if the communication plan is ineffective (Prosci, 2007). When any kind of change is announced, people are hungry for information. In the absence of sufficient information and opportunities to digest it through two-way 'conversations', change can be delayed. People will continue to work as they have done in the past; or rather than risk doing the 'wrong' thing, they do nothing.

According to Prosci (2007) effective communication is designed to create awareness and understanding in order to get subsequent supportive action. The rationale is that; if you want people to change, they need to invest in the changes you are asking them to make, and they are more likely to do that if they understand the benefits of the change. While not everyone has to be deeply committed to the vision for change to succeed, the majority of stakeholders must accept the need for change and commit to the direction that the organization is taking with it. Therefore, communicating well before change is implemented is simply to achieve the change by minimizing change resistances.

Figure 2.1: Conceptual Framework
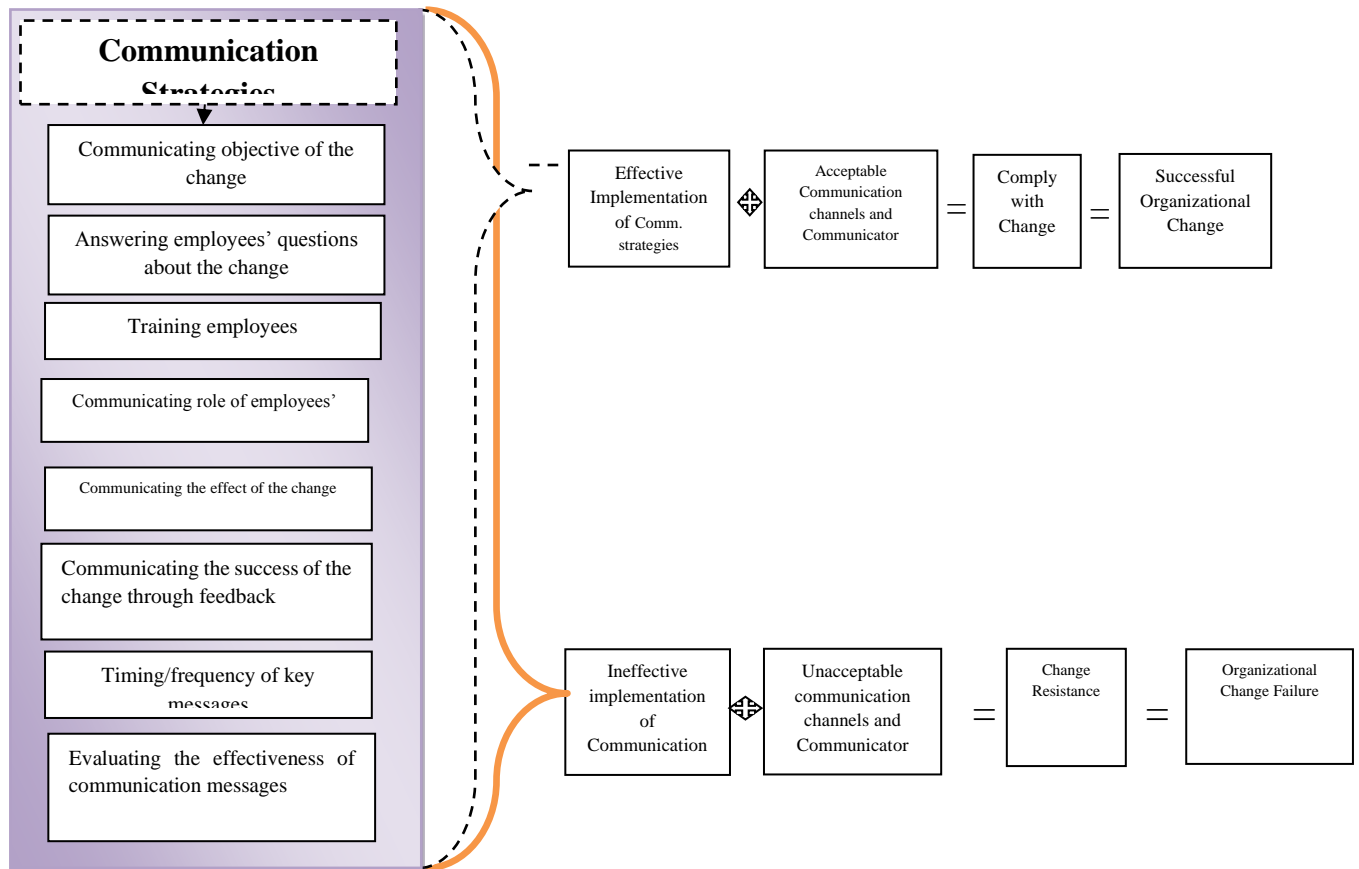
3. The Methods
3.1. Research Approach

Based on the purpose of the study and the nature of the problem under the investigation, a mixed research approach was employed in the study Research Design

3.2. Research Design

A research design is a procedural plan, structure and strategy of investigation; so concerned as to obtain answers to research questions or problems (Kumar, 2011). The type of research

design to be adopted in this study was mainly descriptive as it used to describe the use of communication in managing organization undergoing changes. This paper is therefore used integrative perspective to explore the practice of communication to manage changes in YSCHO.

3.2.1. Sample Design

Sample design is a definite plan for obtaining a sample from a given population. It refers to the technique or the procedure the researcher would adopt in selecting items from the sample (Kothari, 2004). Sample design is the whole process of specifying the target population, determining sample frame, selecting sampling methods, determining sample size and selecting the sample unit.

3.2.2. Population

The target populations of the study were YSCHO, two woreda health offices, health centers leaders, employees and governing board members of the two woreda health centers as shown in table 3.1.

3.3. Sampling Techniques

Non-Probability-Purposing sampling Technique- the YSCHO was selected using purposive sampling to conduct the study since the university is providing community services on this area and the health office was purposely selected because of the sector on a frequent change to provide quality health services for the community. For the representativeness of the sample two woredas were selected purposely where the first is the nearest woreda for the sub-city (woreda 5), while the second (worda 13) is far from the sub city.

Using non-probability sampling, 3/three/ heads from YSCHO, woreda 5 and 13 health offices were selected for interview. Sixteen participants were selected purposely from two woredas health centers governing board members to participate in two FGDs. The members of FGDs participants were Chief Executive Officers, two medical directors, two heads of Finance office, two heads of Justice office, two representatives of women and children, two representatives of health center employees, two secretary of the board and two core process owners of the woreda health office as shown in table 3.1.

Probability Sampling-Stratified Sampling Technique: - In quantitative research, the researchers attempt to select a sample in such a way that it is unbiased and represents the population from where it is selected (Kumar, 2011). Therefore, the sample size for quantitative data was determined by using probability sampling technique, stratified sampling after the sample was determined using the following Solvin's formula which helps to determine samples when the population is defined (Yamane, 1967).

$$n=\frac{N}{1+N(E)^2} \quad n=\frac{264}{1+264(0.05)^2} \quad n=\frac{264}{1+264(0.0025)} \quad n=\frac{264}{1.66} \quad n=\underline{159}$$

.

Proportionate to size was applied to represent the respondents from each sample unit by dividing the sample 159 to the population 261 and respondents were selected using a stratified random sampling technique in order to obtain a representative sample as shown in the table below.

Table 3.1:- Sample size determination

No	Sample Units	Population					
		Heads	Core Process owners	Support process owners	Health Professions	Supportive Staffs	Managing Board of the health center
1	Sub City Health office	1	3	2	22	6	
2	Yeka Woreda 13 health office and health center	2	3	2	82	44	8
3	Yeka Woreda 5 health office and health center	2	3	2	64	37	8
	Total	5	8	6	168	87	16

Source: YSCHO (2016).

No.	Sample Units	Sample Size							
		Non-probability Sampling /Purposive/			Probability Sampling/Stratified/				
		Heads		Managing Board of the health center	Core process owners	Support process owners	Health Profession s	Supporti ve Staffs	
		Inte.	FGD	FGD	Survey				
1	Yeka Sub city health office	1			2	1	13	4	
2	Yeka Woreda 13 health office and health center	1	1	8		1	49	27	
3	YekaWoreda 5 health office	1	1	8		1	39	23	
Total		3	2	16	2	3	101	53	

Total Sample	Interview	3
	FGD	16
	Survey	159

4. Findings and Discussions

Among different methods that could be used in this study survey, interview and FGDs were used. These methods were very helpful to collect a great deal of data that was used to answer the research questions. Survey was administered to the employees with 154(96.6%) response rate where the interview and FGDs participants were participated fully according the survey plan. As the most appropriate method of analysis of this data that emerged from the research is thematic analysis, this section seeks to outline the themes that emerged from the analysis.

4.1 Which communication strategies were employed in YSCHO?

Table 4.1: Communication Strategies employed in YSCHO

Communication Strategies	Strongly Agree		Agree		Neutral		Disagree		Strongly Disagree	
	Frq.	%	Frq.	%	Frq.	%	Frq.	%	Frq.	%
You were communicated the objectives of the changes	28	18	89	58	13	8	18	12	6	4
You got an answer for your questions regarding the changes	15	10	65	42	26	17	36	23	12	8
You trained about the directives of the changes	24	16	73	47	19	12	31	20	7	5
You were communicated about your roles in the changes	30	20	93	60	9	6	17	11	5	3
You were communicated in advance the effect of the change on your personal life and work	16	10	53	34	40	26	35	23	10	7
You were communicated about the success of the changes	20	13	72	47	21	14	32	21	9	6
You agree with timing/frequency of key messages	13	8	64	42	33	21	33	22	11	7
Your office evaluate the effectiveness of communication messages through feedback	30	19	73	47	15	10	27	17	9	6
You Comply with all changes in our office	39	25	91	59	9	6	10	7	5	3

4.2. Communicating the Objectives of the Change to Employees

Communicating the objectives of the change will encourage employee's reaction to change. Employees feel as they are the part of the change and consider as they are very important. The survey in this paper implies among the respondents 117(76%) agreed as objective of the change is communicated to employee, while 24(16%) disagreed.

Beakdal and Hanssen (2009) show that, in change manager it all starts from the vision or objective of the change and communication is the tool to make sure everyone involved with the change are aware of the vision and objectives related to it. As the result shows, YSCHO is familiar in the announcement of objectives of the change for most of its employees. The employees' understanding of the reasons for change is dependent on their relationship with their organization, the level of trust they have in manager and the beliefs hold by their coworkers (Koivula, 2009). Employees can only work effectively if they can participate in the organization and they can only participate if they are fully informed (Mayshall, 2009).

However, some of employees (16%) disagree and literature support that if the target audience does not understand the reasons behind the change, it is very difficult to be implemented

(Beakdal and Hanssen, 2006). Barrett also argues with this idea "without credible communication, and a lot of it, the hearts and minds of the employees are never captured" (Barrett, 2000).

4.3. Communicating the Roles of the Employees in the Change

Communicating the role of employee in the change will facilitate the planed work to achieve the targeted objective since it gives the duties and responsibility to each employee. Accordingly to the survey, in Yeka sub-city health office, 123(80%) of the respondents agreed on getting the information about their role in the changes, against 22(14%) who disagreed. Participation is generally regarded as a key success factor during organizational change. According to Hardy (1997), involving employees from start to finish in any change program has always been considered as a good manager practice of change. Therefore YSCHO has a good practice regarding on sharing the role of employees in change process and participate them well. Moreover, employees who have helped planning process and implement the change will embrace it rather than resisting it (Hardy, 1997), and the concentration and passionate dedication are necessary to achieve distinctive competence and success (Miller, 2005).

4.4. Communicating in advance the effect of the change on employees personal life and their work

Awareness of the impact of changes before taking effort is a psychological tool for initiating changes. Literature also support that excellent internal communication implies that everyone in the organization, at all levels, understands the need for change, what the changes are and how they will affect the business and each individual's work (Tucker, Meyer and Westerman, 1996). However, it is seldom done in many organizations which negatively affect the expected outcome of changes. It is also will be a cause for change resistance since employees haven't any information whereas the change will affect them positively or negatively. If changes are expected to occur over a long period and are likely to involve high uncertainty at some points, then this should be clearly communicated in advance in order to avoid potential loss of momentum, disappointment, and cynicism in certain groups of employees (Barret, 2002). Appropriate communications provide employees with feedback and reinforcement during the change which enables them to make better decisions and prepares them for the advantages and disadvantages of change (Peterson and Hicks, 1996).

Therefore, it is important to inform employees how the change will affect their work and individual live. The same is true in the survey that 69(44%) agree as they got information in advance before any change take place while 45(30%) disagreed and 40(26%) of respondents say they are neutral for this question. Yeka sub-city's employees are well informed about the effect of the change according to the above findings. But the number of respondents who agree and neutral are also higher than other related parameters which need more work of the sub-city health office.

4.5. Communicating the Success of the Changes to Employees

Change to be effective there is a need to communicate the success of the change timely to employees. As Lewis stated, the importance of feedback in the change process is another important theme (Lewis, 2000). This mechanism can create a good motivation for further change which the organization planed on its communication strategy. The result of the survey shows 92(60%) of respondents agree as they are communicating about the success and only 41(27%) responded against it. With detailed feedback that includes such factors as quality, quantity, and timeliness, people can become self-corrective and can more easily understand the big picture (Lewis, 2000).

4.6. Comply With the Changes

Many organizations use different mechanism to initiate employees to comply with changes. Because humans are creatures of habit, are generally satisfied with the status quo, and will tend to initially resist change. The other reason to resist change is uncertainty created by the announcement of impending change; it disturbs certainty and order of their work lives (Breakdal and Hanssen, 2006). The researcher tried to see employee on how they are complying with the change just to cross check the tendency of change resistance in the sector. The result shows 130(84%) agreed as they are complying with the changes in their office against 15(10%) with those who don't agreed. The result implies the above variables of communication strategies were effectively undergoing in the sub-city health sector.

4.7. Overall Effectiveness of Communication

Lewis, (2000) found that successful implementation of communication was a major predictor of success of implementation of change. The participants of survey, FGDs and interview were asked whether overall communication process in their office was effective or not. According to the survey respondents 89(58%) of them replied yes, while 32% replied negatively. The remaining respondents were replied as they have no idea about the effectiveness or ineffectiveness. All FGDs participants and interviewees were replied the same answer with the majority of survey respondents as overall communication process was effective.

To identify the manifestation of the overall effectiveness of the communication process the researcher was asked respondents why they say effective. Most of them replied that the communication process was helping them to introduce themselves with new day to day changes in their office including BPR, BSC, 1 to 5 change army group building process and for good implementation. The others replied that because of the good communication about any change in their office, they are working their job with full responsibility. The other reasons explained was the 1 to 5 change army group is working well because of members are communicating well about their day to day duties.

Among the respondents, 89(58%) were asked what was the positive effect of overall effectiveness of communication on their day today work performance. Out of 77(87%) respondents who were stated the effect of communication effectiveness on their work performance, 48% were replied they are implementing the directives of the government and plan of the office well, because of this, their customer satisfaction is increasing from time to time. 40% of them replied, they are motivated to more work. The others replied quality of job performance is improved; peer learning practice is improved, sharing responsibilities. As literature shows, the effectiveness and commitment of employees depends largely on their knowledge and their understanding of the strategic issues of their company (Tucker et al, 1996). Therefore, YSCHO employees were well communicated about the objectives of the changes and their personal role.

According to FGDs participants, because of overall communication effectiveness the performance of the health office is effective. One FGD 1 respondent says;

> "The most BSC plan of 2015/16, in our office was achieved 100% and patients were satisfied".

According to FGD 2, one participant reveals that;

> "We were ranked 1st for three continuous years from 13 woredas health centers at sub-city level due to the successful performance of our plan since 2015/16".

The report of the office shows the same result. Both woredas health centers have an award from the YSCHO for their achievements.

4.8. Role of Manager in Communicating Change

Survey participants were asked for different opinions on what were the strength and weakness of top and middle managers in communicating changes process. 106(69%) replied the weakness of the managers while 68(44%) described the strength of the managers in communicating change process.

Among survey participants 68(44%) replied the strength of the managers of the sectors. Out of those 68(44%) respondents 29(43%) of them described their reason as the managers have a culture of working together with employees; 25(37%) also stated as their managers were ready to complying with changes and initiating employees in the same direction to comply with change by providing early information. They explained examples of changes communicated by their managers like BSC, BPR and 1 to 5 change army group implementation successes. Among respondents 14(21%) explained the strength of the manager was supervising and supporting the implementation of change process through supervision, meeting and reporting system.

A number of participants in the FGDs, survey, and some of the interviewees mentioned managers as one of the primary sources of information and communication about change. Those who had a supervisory or manager role perceived that they had a particular role in the change communication process as they replied by interview conducted with three heads of the YSCHO and two woreda health offices. The managing boards' members of the two woreda health center also insure that as they are playing a vital role in communicating change.

Implementation of a change means that many people have to reorient, redirect, or engage in new activities whereas they need also the motivation, information and skill to do so. Any organizations need to outline guide line when delivering a communications strategy designed to inform and guide employees through a change event (Ryerson University, 2011). According to Klein (1996), communication strategy should coincide with the general stages of planned change and the relevant associated information requirements. Thus, managers need to plan for communicating change: when, how and to whom information will be disseminated (Kirti, 2012).

The secondary data show the sub-city health office has a communication plan to communicated changes to their employees up to grass root level /community/ which shows the strength of the managers. This implies that communication is managed based on the plan. According to literatures, five elements should that have to be included in communication strategic plan are audience analysis, communication objectives, communication channels, responsibilities of the employee and managers in communication process, and timing /frequency/ of the information (Newman, 2016; Mayhall, 2009). The sub-city health office communication plan also includes the above elements.

The plan include the background/situation analysis/ of the office with relationship to the message to be communicated and what it will impact on the office. The plan indicated what messages will be communicated the goals for implementing the communication. Audiences are identified in the plan with the messages communicated to them. The other important part of the plan is the method of communication which are; meeting, seminars, broachers, magazines, electronic Medias and banner. The managers at all level, communication committees, role model employees and all employees are the responsible persons to the implementation of the plan. Regarding the time and frequency of the plan, it is distributed quarter. Barriers to implement the communication plan and the way overcome these barriers are included in the plan.

What Factors were affecting the effectiveness of communication in YSCHO?

According to the finding most of employees were agreed they were got answer for their questions regarding changes undertaken in their office. However, 48(31%) of employees were replied as they didn't got answer for their questions and 17% respondents were neutral about

this communication strategy which is not simple number. In addition to this respondents were asked the strength and weakness of the managers regarding the role of communicating change process in their office. Lack of quick answer was the weakness of the managers. As question and answer helps for the clarity, unanswered for the questions raised from employees lead to resist the change.

44% respondents agreed they were communicated in advance the effect of the change in their personal life and their work before change take place in their office. However, 30% disagreed and 26% were neutral which results more number of respondents were disagreed and neutral with 56%.

Communicating Key Messages Repeatedly and on timely to Employees is a very important communication strategies to help employees to understand about the change. Even if 50% of respondents were agreed with repetition of key messages half of respondents were disagreed (29%) and neutral (21%). Among the 77(50%) who agree on repetition of key messages asked the number of repetition they received from concerned manager and 44(83%) replied they got two time repetition while the rate decreases as repetition number increase. According to Newman, (2016), frequency the message will be repeated is important. The first time announcement helps to employees, to wonder how it will impact them and not focusing on the details of what communicating to them about. Repeating key messages ensures that what the organization want to get across is heard by employees (Newman, 2016). This result show that frequency of is two times which is not enough to help employees to understand the message and implement it as needed.

Most of respondents comply with changes in their organization while 15(10%) were those who don't comply with the changes. However, FGD 1 and 2 were also asked they had any change resistance in their office. All agreed that attitudinal problem, skill gap, the structural problem of health centers, lack of trust, and the budget constraints were change resistances. Regarding the attitudinal problems FGD 1 participant explain in detail by saying:

> *"Attitudinal problem is the failure for any changes and to support this by example, our country was regulated the community health insurance and it was undergoing to mobilize the community to be a member of the insurance in order to minimize the risk of cost for medication. However, starting from the top managers of the health sector in Ethiopia up to grass root level (the community) there was a gap of information or unawareness for its overall benefits. That is the reason behind for its unsuccessfulness in the sub-city. However, the benefit and practice of health insurance is crucial as it's learned from different countries of the world".*

The government of Ethiopia is trying to build change armies in different aspects to accelerate the growth of the country; one of this is health development army group which is on implementation in most areas of the country. This group is involved in prevention of

transmitted diseases at community level by fulfilling health extension packages. As interviewee 1 here below replied, the health development army group is in a good success at country level, but there are remaining works due to the communication gap.

> "The communities are expected to be organized in 1 to 5 health development army group and to be trained. However, due to the gap of communication with the professions and leaders of the sector, still this structure is not functioning as expected. Especially, some health extension workers are doing it for the purpose of reporting rather than changing the communities' life. Therefore, communicating change is a very good means to implement any changes".

The second cause for the change resistance was gap of skill at different level of the sector. According to the FGD 1 participants, sometimes training provided to a change agent of the sector are not sufficient to influence other. The other reason to resist change according to FGDs participants and three interviewees is the constraint of budget and important input. According to the secondary data of the woreda 5 and woreda 13 health centers, they are providing the health service for significant number of people who came from different woreda of the Yeka and Bole sub-city and Oromiya regions which results to the constraints of budget, input, examination rooms and overload of employees.

YSCHO have the communication plan which helps the office to manage changes. But the managers lack to include in the communication plan of the office how will the effectiveness of the communication effort be monitored, how will feedback be obtained internally and externally to ensure understanding of the message communicated, how will feedback be used to evaluate, monitor and adjust the initiative and goals, how will adjustments and changes to the decision, based on the feedback, be communicated.

Out of all respondents 106(69%) replied the weakness of the managers in communicating change process. Among those 34(32%) of them outlined a sense of uncertainty and disquiet resulting from their managers not being able to answer questions; while 20(19%) explained as the manager lack transparency about the change in detail and they forced the employees to accept the change. Inconsistency of change, insufficient training to employees, lack of awareness about communication strategy plan, deficiency of budget and input to implement the changes were other manifestations of weakness.

One FGD 1 participant stated:

> "There is lack of trust of employees on the manager of the sector, because of their questions are not replied on time. This is because they have a direct contact with customers who need more satisfaction. However, there is no sufficient response and actions for what employees are raising like, lack of

> *pharmaceutical inputs and others. Therefore, when some changes communicated, employees tend to lack trust on the manager to accept the change since their questions were not answered before"*

According to the above mentioned participant of FGD 1, it is important to improve the trust of employees through answering and fulfilling their questions to make them to comply with changes.

5. Conclusion and Recommendations

5.1 Conclusions

Communication is a vital part of the change process, since poor communication making change more likely to fail. It is therefore, very important that organizations place a great deal of emphasis on communicating change to employees.
The research revealed that all communication strategies were practiced. Therefore, the researcher can conclude that communication strategies to manage changes in YSCHO were implemented effectively.
The effectiveness of change communication helped the office to achieve the major BSC targets of the office.

Factors affecting the effectiveness of communication in YSCHO where the findings revealed little unease about communication strategies, for indicating as the strategies had limited effectiveness for participants because of personal attitudes, skill gap, the structural problem of health centers which hinders not to get the expected health service, lack of trust, and the budget constraints were among the activities caused for change resistance.

5.2. Recommendations

A number of implications regarding communication within YSCHO emerged from this research. Based on that the researcher recommended the following points:

1. These have the opportunity to perform communication strategies more within the office as a whole and to keep up the way they are doing currently.

2. It is recommended that managers within the offices should be more comprehensively briefed and trained about the change communication by integrating with change processes. In addition to this there is also a need to address the perceived gap between employees who agreed, disagreed and neutral about practice of communication strategies in their office.

3. As seen on selected health office the gap for enrolling communication specialist was a challenge to evaluate the communication flow for managing changes. So, ministry of public service recommended that, rather than communicating changes through a communication committee it would have been better employing communication expert at

all level of the public sector to manage day to day changes through effective communication.

4. The communication plan of the office should need to include important elements like monitoring system of effectiveness of the communication, feedback mechanisms and how feedback will be used to evaluate, monitor and adjust the initiative and goals, how will adjustments and changes to the decision based on the feedback be communicated.

5. There are important issues about factors affecting communication effectiveness like the lack of trust within the office. These issues need to be addressed as they are not only influencing the effectiveness of communication; but also affects the successful operation of the office. It seems likely that involving employees in change processes prior to implementation would have benefits for both the change process and the communication of the change. Earlier involvement is likely to result in improved initiative from employees, and also improved receptivity to communication about the change. Feedback from employees on the change prior to implementation may also improve the substance of the change. It is also likely that uncertainty about the change would be reduced, lessening the possibility of resistance to the change. It is also suggested that this would contribute to building trust within the office, and may reduce employee distrust about change.

6. The office should continue to use multiple methods of communication to ensure that employees are kept informed. The communication channels previously used by the office were recommended to be continued for effectiveness of communication should need to be employed well. Whichever channel managers choose to communicate with employees, they must take into consideration that communication must be a two-way process.

7. As recommended by respondents and as practically known, the sub city health office should need to use electronic communication channels encompass email, internet, and social media platforms. This channel can be used for one-on-one, group or mass communication. It is a less personal method of communication but more efficient. When using this channel, care must be taken to craft messages with clarity and to avoid the use of paradox unless the message specifically calls for it.

8. The future researchers should need to study at country level and comparative study need between different public sectors.

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Public Awareness and Perception on Governance in Ethiopia

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Abstract

Good governance encompasses political, economic, legal, judicial, social and administrative authority, government, private sectors, and the civil society. This research tries to capture the level of awareness of people and divergence of the actual practice of the government and perception of the people. The research method applied to conduct this research was mixed method. In this research random sampling and non-random sampling methods were applied. The total number of samples was 200 from each region, Tigre, Roomie, Afar and Beneshangul/Gumuz regions. Both primary and secondary data sources were used and the data were analyzed using both descriptive frequency and percentages, and thematic analysis. The data supported majority of informants agreed the government trains, includes in plan, uses media, conducts different awareness workshops and meetings to educate the public about the government programs, policies, and citizens' rights and obligations. In addition, results indicated that the public is not well aware of pillars of good governance. And the local government officials have positive attitude toward public participation in peace building, fighting corruption, prioritizing the public need, improvement of the performance of government bodies, provision of education, healthy, water and sanitary, poverty reduction and making policies. Information also indicated public has low opinion on good governance practices in the country. Thus, one can learn that a lot of work is required to improve good governance in the country as the perception of the public on good governance practices is below average.
Keywords: Awareness, perception, participation, rule of law, responsiveness.

1. Introduction

The concept of governance has different meanings based on different theories and different purposes. The universally accepted definition was given by UNDP and Association of Global Governance. UNDP defines Governance as multi-dimensional and "the totality of the exercise of authority in the management of a country's affair's, including: The complex mechanisms, Processes, and Institutions through which citizens and groups articulate their interests, exercise their legal rights, and mediate their differences. In this case, it encompasses the political, economic, legal, judicial, social and administrative authority and, therefore, include; government, the private sector and the civil society" (UNDP, 1997). Governance is about how governments and other social organizations/institutions interact; how they communicate with citizens and how decisions are made in an increasingly complex world.

Among all these terminologies good governance has achieved popularity because of its worldwide distribution by international development agencies. Thus, it could be said that governance is a shadow term of good governance; generally good governance derives logically from the concept of governance. Governance becomes "good", when it is operated in accordance with legal and ethical principles as conceived by a society (Mohideen, 1997).

On the other hand, in order to engage people in the governance process, people must be aware of their rights and responsibilities, especially in countries like Ethiopia, where the majority of its people are likely to be in need of many awareness raising initiatives. Consequently, in different economic and political implementation processes the government's report and the citizens' perception of that particular implementation program completely diverge because people value things in different ways (Malmendier and Negal, 2011, prospect theory). Therefore, understanding the level of citizens' awareness and the perception of people towards the government's governing process is important for the government to create transparent government and informed citizens.

The government of Ethiopia which has been using its constitution and different strategies for development such as Agricultural development leading industrialization strategy (ADLI), Poverty Reduction Strategy Program (PRSP), Plan for Accelerated and Sustainable Development to End Poverty (PASDEP) and Growth and Transformation Plan(GTP), has given emphasis to continue supporting the enhancement of democratization and improved governance. It recognizes that democracy and good governance are necessary conditions for development and poverty reduction. To this end, the constitution and development programs try to promote and create conducive environment to facilitate enhanced degrees of popular participation and increasing mechanisms of accountability, responsiveness and effectiveness of public institutions (MoFED, 2007). Yet, the result was mixed. According to MoFED report (2007) the result was promising with certain constraints. The ordinary people perception on the good governance process in Ethiopia was deteriorating from time to time (WB country governance report, 2014). This divergence may be due to lack of information on the actual performance of the good governance process from the government side and lack awareness of the people on the core elements of good governance and the way they implemented.

Ethiopia like any other African country has faced a number of challenges in democratization and good governance building processes. In order to address the gaps the government developed a multi-sectorial national capacity building strategy which advocates the principles of decentralization, regional autonomy, and efficiency to enhance popular participation and to promote good governance, accountability and transparency (ECA, 2005).

In the PASDEP and GTP one, the government tried to strengthen the good governance by taken several measures such as the Civil Service Reform, Justice System Reform, Improved Democratic Governance, and Decentralization which resulted in some improvements. In

general, though the government of FDRE has taken important measures to promote good governance by ratifying a number of international human right instruments, and the FDRE constitution adopted multi-party government system and accepted most of the internationally recognized human rights conventions since 1991, the process of good governance building is facing serious and complex challenges. Careful observations of the challenges and achievements, for example, the compliance with formal rules and regulations in the Ethiopian civil service is high and control systems are relatively strong. Public sector performance is, however, constrained by limited institutional and human resource capacity. While safeguarding the autonomy and professionalism of the civil service to ensure effectiveness in the delivery of public services and enhanced accountability is important (ADB, 2013).

The degree of corruption in Ethiopia has historically been low (ADB, 2013) however, it has been growing in recent times. There is, also, growing in high perception that the incidence of corruption in Ethiopia is on the rise. Whilst the legal and institutional framework for combating corruption exists, a more active engagement of the people is low this may be due to lack awareness of the people in monitoring corruption or the local government officials lack of interest in participating people.

The availability of ample information in a government office to citizens is vital for enhanced accountability. While access to information in Ethiopia has improved significantly it is only one way and limited, this aspect of governance remains challenging. Due to this lack of available information and lack of adequate awareness about human rights among the public, the limited democratic culture and experience in the country, limited participation of citizens in governance, lack of adequate and appropriate policies and laws in some areas and capacity limitations of law enforcement and governance organs of the government, the citizen's participation in the governance process is low (Government Report, 2015). For this reason, the government practice and the people's perception diverge from time to time. Therefore, this research tries to capture the level of awareness of people and divergence of the actual practice of the government and perception of the people.

The main objective of the research is to understand the level of awareness of the citizens on good governance and to analyze the difference between practice of the government and perception of the people on good governance.

In order to capture the level of awareness and the perception of the Public on good governance the following research question were addressed:

1. What are the mechanisms the government uses to increase awareness of the citizens about their rights and responsibilities?
2. How do the people, civil servants' and government officials understand the main pillars of good governance?
3. How do the local government officials see public participation?

4. What is the perception of the people on good governance practice?

2. Review of Related Literature
2.1. Definition and Concepts

Governance has been considered as an umbrella concept as the content of the concept varies enormously between one theory and the other (Barten et al. 2002; Brown 2007). Primarily the notion of governance has been conceptualized in two different ways.

The first is in the classical way where governance has been viewed as an instrumental concept. Supporters of this view defined it as an instrument or process of implementation of government decisions. In this regard UNESCAP (2008,) defined governance as 'the process of decision-making and the process by which decisions are implemented (or not implemented)'. Similarly Shelly (2000) defined governance as a process that is dedicated to achieve three great objectives through an effective and people-oriented mechanism of bureaucracy: alleviation of poverty, creation of productive employment and social integration. Accordingly, Langlands (2004) defined governance as good management, which underpins good performance, good stewardship of public money, good public engagement and, ultimately, good outcomes. In this sense, governance means an effective process of decision making for implementing government programs and services.

The second is the modern concept where governance has been viewed as a normative concept. Supporters of this view defined it as reform (Minogue 1997), outcome (Barten et al. 2002) or a shift (Geddes 2005) of government. In this sense the word 'governance has come to be seen as an alternative to government'. Where in government a political actor is the only role player for service delivery, in governance this responsibility is shared between the state, people, and private sectors

In defining the word governance, the first or the classical way, different scholars identified separate basic and common elements of governance those are: participation of all stakeholders, accountability, transparency, minimizing state authority, and vertical networking (Rhodes 2000). Thus according to them governance means a significant change in the meaning of government, entails a new way of governing with less intervention of state and more engagement of people in the system of public service delivery. In addition they described 'governance as the result of interactive social-political forms of governing' (Rhodes 2000, p. 58).

Within those given definitions of governance recognize that the central meaning of it is the participation of people within the government process. Therefore, governance can be considered as a result of the participatory approach to development (Barten et al. 2002, p. 131). In fact the people's participation activities within the government changed the term government to governance (Carley, 2006).

Nonetheless, among all these terminologies good governance has achieved popularity because of its worldwide distribution by the international development agencies. Thus it could be said that governance is the shadow term of good governance, as the central element in both terms is the same: that is, people's participation. Nowadays, much literature uses good governance instead of governance, as the terms are seen to be complementary to each other (Minogue, Polidano & Hume 1998); or uses simply governance instead of good governance (Bovaird & Löffler 2002; Grindle 2004).

2.2. Theories of Public Management Related to Good Governance

2.2.1. Theory of New Public Management (NPM)

In the late 1970s and in the early 1980s, NPM emerged as a key issue on the reform agenda in many developed countries mainly in OECD countries (Hood 1991; Parker & Gould 1999). The initial focus of NPM theory was on increasing the efficiency and effectiveness of public sector institutions. The philosophical foundations of NPM with their emphasis on local's participation, through private sectors, have led to new organizational economics and managerialism (Navarra & Cornford 2005; Pollitt 1995) sponsoring professional management and self-motivation in the centre to improved institutional performance (Martin 2003). This is symbolized as a paradigm shift when the rules-driven and highly processed old management style is replaced by a new strategy 'which attempts to combine modern management practices with the logic of economics, while retaining the core public values' (OECD 1998, p. 5). Researchers recognized eight main elements of NPM, which are: cost effectiveness; greater transparency in service delivery resource allocation; decentralization of traditional bureaucratic institutions; management efficiency within public agencies; disaggregating public service functions from their purchase; introducing stakeholder approaches; performance based management; contractual services, performance based appraisal; and increasing emphasis on service quality, standard setting and public responsiveness (McCourt 2002; Pollitt 1995).

2.2.2. Total Quality Management (TQM)

The basic philosophy of Total Quality Management (TQM) is to maintain perfection and professionalism in all management activities within an institution. This theory gained increased attention among practitioners and scholars during the 1990s (Svensson & Wood 2005). Since then this theory is reached as a well-established system for improving both the performance of institutions and the satisfaction of customers (Lagrosen, 2001; Schedler and Felix, 2000). Svensson and Wood (2005) stated that the TQM has an internal focus on an institution's business management, and additionally, it has an external focus. The TQM researchers have identified a set of core values in describing the theory, which are: customer focus, management commitment, process focus, local-based decision and continuous improvement in delivering services (Hellsten and Klefsjo 2000; Lagrosen, 2002)

2.2.3. Public Choice Theory

The Public Choice Theory (PCT) evolved within the economics arena, which basically focused on people's choice in selecting public services (Lamothe & Lamothe 2009). The theory conceptualizes market-like competition in public service delivery where the public are considered as the buyer of the best product (Lamothe & Lamothe 2009). Public choice theorists argue that both public and private monopolistic production of goods and services inherently lead to inefficiency in service delivery management (Ostrom & Ostrom 1971; Savas 2002). The application of strategies outlined in PCT induces public institutions to provide cost effective, innovative, and locally sustainable products. To pursue this instrumental strategy, public service institutions have undergone more decentralization and outsourcing of service delivery processes (Savas 2000).

3.1.1. Public Value Theory (PVT)

The fundamental assumption of public value theory is to provide services according to the public interest (Bozeman 2002). Public interest is defined as what people would 'choose if they saw clearly, thought rationally, and acted disinterestedly and benevolently' (Bozeman 2002, p. 148; Lippman 1955). Thus this theory entails desired outcomes of public programs and participation of expected beneficiaries (to see the outcome clearly) for the services when delivered by the government bodies. Bozeman argued that 'Public value theory tends to operate at the highest levels, such as philosophical treatises about the public interest, or at the operational level, focusing on specific desired program outcomes' (2002, p. 146). This theory induces public institutions to recognize public value of resources, goods, and services and to think the arrangement under what 'is the public best served' (Bozeman 2002, p. 145).

Therefore, the public value theory articulated that public officials and representatives should include people in making decisions for service delivery, and thus the theory pursues the implementation of good governance with people as the central element of both the approaches.

3. The Methods

This study focused on public awareness and perception of good governance in Ethiopia by giving special emphasis to four major regions (Oromia, Tigray, Afar and Beneshanguel Gumuz). To achieve this, descriptive research design was carried out. The descriptive research design helps to describe the current practices and events (Aminuzzaman 1991:40). The research method applied to conduct this research was mixed method which overcomes the disadvantages of qualitative and quantitative methods and benefits from the advantages of each.

In this research random sampling and non-random sampling methods were applied. The sample size was 200 from each region namely Tigray, Oromia, Afar and Beneshangul/Gumuz regions. Therefore, the total sample size was 800 from the four regions.

Both primary and secondary sources were used for data collection in order to achieve the real facts from this research. The primary data were collected through structured questionnaires whereas the secondary data were collected from documents. Before starting data analysis the data were edited, coded, tabulated and classified according to objective and research questions of the study. After that the data were analyzed using both descriptive (using frequency and percentages) and thematic analysis.

4. Results and Discussions

In this study authors considered civil servants as political appointees plus civil servants and other public included investors, traders, NGO workers, civil societies' workers and unemployed (or households) people. The public sectors selected purposively for this study from these four regions included Regional Councils, Regional Administrative Councils, Civil Service and Good Governance (or Capacity Building) Bureaus, Education Bureaus, Healthy Bureaus, Women and Children Affairs Bureaus, Agriculture Development Bureaus, Work and Urban Development Bureaus, Water and Energy Bureaus, and Investment Offices. They were selected purposively because their services have wide range of demand from the communities.

Below are four sub-sections. Section one deal with mechanisms the government uses to increase public awareness; section two presents the public understanding of pillars of good governance; section three is about perception of government officials on public participation, and the last section treats the public perception on good governance practices in the four regions.

4.1 Mechanisms the Government Uses to Increase Public Awareness

It is a duty of the government to educate its citizens about their constitutional rights and obligations, and about government programs and policies. This section is about the level of public awareness and knowledge regarding the mechanisms the government uses to increase public awareness of their rights and responsibilities. It answers the research question "What are the mechanisms the government uses to increase awareness of the citizens about their rights and responsibilities?" The results of the survey taken from Afar, Benshangul/Gumuz, Tigray and Oromia to identify whether or not the government gives training, involves public in its planning, uses the media, employs different awareness workshops, and conducts different meetings to make the public aware of government programs, policies, and citizen rights and obligations are presented blow.

4.2.1. Training the Public

One of the mechanisms the government uses to increase public awareness is to give training to its citizens about their rights and responsibilities. The majority (75.6%) of informants from four regions supported that government's train the public to make them aware of their rights and obligations thought not regularly. Both civil servants and the public at large have similar views and the information from the four regions is almost similar. The survey questionnaire revealed that 85.3% of the respondents from Afar, 76.1% of the respondents from Benshangul/Gumuz, 64.1% of the respondents from Tigray and 76.3% of the respondents from Oromia replied that the governments use training to make the public aware of the government

programs, policies, and citizen rights and obligations. The data collected using interviews and focus group discussions from the four regions also supported the argument that the regional governments use training to make the public aware of the government programs, policies, and citizen rights and obligations.

4.2.2. Involvement of Public in Planning

One way the government can aware the public is to involve and/or to present the plan to the public. Many (62.8%) respondents from four regions accepted that governments involve and/or present the government plan to the public to aware them of their rights and obligations. The survey questions' responses showed 72.2% of respondents from Afar, 62.9% of respondents from Benshangul/Gumuz, 54.5% of respondents from Tigray and 62.6% of respondents from Oromia said the government involves public in planning. The participants of the interviews and focus group discussions from the four regions also share this perspective.

4.2.3. The Use of Media

The government uses media as mean to increase public awareness on government's activities. The civil servants and other public from the four regions acknowledged that the governments use media more regularly to educate public about government programs and policies which 80.5% of total respondents. From the findings 83.0% of respondents from Afar, 80.8% of respondents from Benshangul/Gumuz, 80.1% of respondents from Tigray and 78.8% of respondents from Oromia indicated the government use Medias to educate people of their rights and obligations. The data collected using interviews and focus group discussions from the four regions also supported the statement that the regional governments use Media to make the public aware of the government programs, policies, and citizen rights and obligations.

4.2.4. The Use of Different Awareness Workshops

Workshops saved as mean to increase public awareness to their rights and obligations and government activities. Majority (66.7%) of civil servants and other public from the four regions agreed with the statement that the governments conduct different awareness workshops to aware the public of government programs and citizens' rights and obligations. From the information 77.0% (131) of respondents from Afar, 63.5% (106) of the respondents from Benshangul/Gumuz, 53.2% (83) of respondents from Tigray, and 71.5% (136) of respondents from Oromia accepted that government uses workshops to aware the public. The informants of interviews and focus group discussions from the four regions commented that the regional governments use different workshop to make the public aware of the government programs, policies, and citizen rights and obligations.

4.2.5. The Use of Different Meetings

Having different meetings with public increase their awareness to their rights and obligations and understanding to government programs and policies. Many (81.1%) of civil servants and other public from the four regions stated the governments conduct different meetings to aware the public of activities and their rights and obligations. The data revealed 82.4% of respondents from Afar, 80.3% of respondents from Benshangul/Gumuz, 73.0% of the respondents from Tigray, and 87.8% of respondents from Oromia that government uses different meetings to

aware the public. The informants of interviews and focus group discussions from the four regions explained that the regional governments make meetings to make aware the public about the government programs, policies, citizen rights and obligations. Table 1 below presents the overall answers to questions asked to answer the research question one.

Table 1: Mechanisms the government uses to increase public awareness

Items	SA	A	DNK	D	SD
Government uses training	17.4%	58.2%	9.5%	10.9%	3.9%
Government involves public in planning	16.8%	46.0%	11.8%	18.1%	7.3%
Government uses the media	29.8%	50.7%	8.2%	8.3%	2.9%
Government uses different awareness raising workshops	12.4%	54.3%	16.8%	13.7%	2.8%
Government uses different meetings	23.1%	58.0%	9.6%	6.7%	2.5%
Any others please specify					

Note: SA: Strongly agree; A: Agree; DNK: Do not know; D: Disagree; SD: Strongly disagree

4.3. Public Understanding of the Main Pillars of Good Governance

This section presented the level of public understanding of the main pillars of good governance. It answered the research question "How people, civil servants and government officials understand the main pillars of good governance?" The survey results from four regions; Afar, Benshangul/Gumuz, Tigray and Oromia, are presented below.

4.3.1. The Rule of Law

The rules and regulation may be overwhelmed by corruption and lack independence from politicians which resulted in failure to prevent the arbitrary exercise of power (UNITED NATIONS, 2007), and to forestall arbitrary exercise of power public need to understand what the rule of law means. As from the findings 50.1% of respondents are better aware and knowledgeable about the meaning of the rules of law. The results revealed that only 48.8% of respondents from Afar, 46.2% of respondents from Tigray, and 47.4% of respondents from Oromia have very much understanding of what the rule of law means which is less than 50% of the respondents. But findings from Benshangul/Gumuz region revealed majority of the respondents, 58.7%, have very much understanding of what the rule of law means. From the four regions civil servants better understand the rule of law as compare to other public.

4.3.2. Transparency

Transparency is openness of government action, decision-making processes, and consultative processes among public sector and all stakeholders and the information should be provided in easily understandable forms and media (Johnston, nod) and both civil servants and other public need to understand it well. The results from four regions showed few (39.6%) people had very much understanding of what the transparency meant both civil servants and other public. That is 38.8% (66) of the respondents from Afar, 34.7% (58) of the respondents from Benshangul/Gumuz, 37.2% (58) of the respondents from Tigray, and 46.3% (88) of the respondents from Oromia said they are very much knowledgeable about what transparency means.

4.3.3. Accountability

Accountability is a key tenet of good governance and an entity is accountable to those who will be affected by its decisions or actions as well as the applicable rules of law (Graham, Amos and Plumptre, 2003), which requires public to be knowledgeable about it. The findings showed less people understand well the accountability. From four regions few (38.7%) people understand very much accountability in which a good number of civil servants respondents know accountability as compare to other public. Information indicated 36.5% of the respondents from Afar, 32.3% of the respondents Benshangul/Gumuz, 34.6% of the respondents from Tigray, and 49.5% of the respondents from Oromia regions said they very much understand what accountability means.

4.3.4. Public Participation

Good governance demands that civil society has to participate during the formulation of development strategies directly affected communities and be able to participate in the design and implementation of programs and projects (IFAD, 1999). Thus, citizens have to be aware that it is their right to participation in those activities. The information indicated that only some people (38.1%) from four regions understand what the public participation means very much in which majority are civil servants. From the study results 35.3% of the respondents from Afar, 38.3% of the respondents from Benshangul/Gumuz, 35.3% of the respondents from Tigray, and 42.6% of the respondents from Oromia regions said they are very much knowledgeable about what the public participation means.

4.3.5. Fighting Corruption

There is widely agreement that corruption is an important symptom of low quality government (Besley, 2006). The country having good control of corruption is most likely to have good governance. Information indicated that less people (30.8%) from four regions are very much knowledgeable about what fighting corrupt means. From the results 26.5% of respondents from Afar, 35.3% of respondents from Benshangul/Gumuz region, 32.7% of respondents from Tigray, and 29.5% of respondents from Oromia regions have very much understanding about fighting corruption in which majority are civil servants.

4.3.6. Responsiveness

Good governance requires that institutions and processes are designed to serve the best interests of all stakeholders within a reasonable timeframe (Graham, Amos and Plumptre, 2003). The findings revealed that only a small number of people (36.5%) from four regions know very much what responsiveness means and from those civil servants are more than other public. From the data 29.4% of the respondents from Afar, 37.7% of the respondents Benshangul/Gumuz, 39.7% of the respondents from Tigray, and 39.5% of the respondents from Oromia regions said they have very much understanding about the responsiveness.

4.3.7. Consensus Oriented

Good governance deal with differing interests to reach a broad consensus on what is in the best interest of the group as possible on policies and procedures (IFAD, 1999).The study results

revealed less key informants (30.7%) from four regions said they very much know what consensus oriented means. The results indicated 25.3% of respondents from Afar, 37.7% of respondents from Benshangul/Gumuz, 32.7% of respondents from Tigray, 27.5%of respondents from Oromia regionsvery much understand what consensus oriented means.

4.3.8. Effectiveness and Efficiency

Good governance is the processes implemented by the organization to make the best use of resources at its disposal to produce favorable results that meet the needs of its stakeholders (IFAD, 1999). The study results showed less key informants (34.5%) from four regions understand very much what consensus oriented means. The results showed that 26.5% of the respondents from Afar, 43.7% of the respondents from Benshangul/Gumuz, 33.3% of the respondents from Tigray, and 34.2% of the respondents from Oromia regions are very much aware of effectiveness and efficiency. Information revealed a small number of people from four regions have very much understanding of what effectiveness and efficiency means.

4.3.9. Equitable and Inclusive

Equity and inclusive means that men and women have equal opportunities to improve or maintain their well-being (IFAD, 1999).Public have to know what equitable and inclusive mean for them to say there is good governance. From the findings only few people (36.8%) from four regions said they are very much knowledgeable about equitable and inclusive. The results indicated 46.1% of respondents from Afar, 43.7% of respondents from Benshangul/Gumuz, 36.5% of respondents from Tigray, and 32.1% of respondents from Oromia regions said they had very much understanding about what equitable and inclusive mean.

The informants of interviews and focus group discussions from the four regions explained that many do understand what the rule of law is. As to some of them the problem is not the people have the less understanding of rule of law but is the implementation problem. Also it was cleared that only few informants understand these main pillars of good governance as well. The summary of answers to questions asked to answer the research question two from four regions are presented in Table 2 below.

Table 2: Respondents Understanding of the main pillars of good governance

Items	VM	SW	NAA
Rule of law	50.1%	42.8%	7.2%
Transparency	39.6%	44.7%	15.8%
Accountability	38.7%	45.4%	15.9%
Public participation	38.1%	50.7%	11.2%
Fighting corruption	30.8%	47.7%	21.5%
Responsiveness	36.5%	51.2%	12.1%
Consensus oriented	30.7%	54.4%	14.9%
Effectiveness and efficiency	34.5%	48.9%	16.6%
Equitable and inclusive	36.8%	46.1%	17.1%

Note: VM: Very much; SW: Somewhat; NAA: Not at all

4.4. Perception of Local Government Officials on Public Participation

The ways the local government officials perceive the involvement of public in their daily activities matter. If the local government officials see the public participation negatively they

would not give much emphasis to create the awareness of the public of their rights and obligations. This section presented the level of public awareness and understanding on how the local government officials see public participation. It answered the research question three "How the local government officials see the public participation?" The survey results from four regions, Afar, Benshangul/Gumuz, Tigray and Oromia, are presented below.

4.4.1. Peace Building

Most of the local government officials had positive perception on public participation in peace building and this was support by 84.5% of the respondents. The data indicated 85.9% of respondents from Afar, 91.0% of respondents from Benshangul/Gumuz, 78.2% of respondents from Tigray, and 82.6% of respondents from Oromia said local government officials perceive public participation can promote peace building.

4.4.2. Fighting Corruption

More respondents (68.9%) indicated that local government officials have perception that public participation can help in controlling corruption. Information showed that 74.7% of respondents from Afar, 73.3% of respondents from Benshangul/Gumuz, 64.1% of respondents from Tigray, and 71.5% of respondents from Oromia said local government officials perceive public participation can help in fighting corruption.

4.4.3. Prioritizing the Public Need

Many informants (69.0%) revealed that the government officials see public participation as important for prioritizing the public need. Information indicated 76.5% of respondents from Afar, 67.1% of respondents from Benshangul/Gumuz, 58.3% of respondents from Tigray, and 74.6% of respondents from Oromia said the local government officials perceive public participation as important for prioritizing the public need.

4.4.4. Improve Government Performance

Information from four regions indicated that majority of the respondents (71.2%) said the government officials perceive public participation as important to improving government performance. The results revealed 73.5% of respondents from Afar, 66.4% of respondents from Benshangul/Gumuz, 68.6% of respondents from Tigray, and 75.3% of respondents from Oromia see public participation as important to improve government performance.

4.4.5. Education Provision

Education provision is something that needs the involvement of public and the information indicated numerous respondents (84.6%) believe the government officials perceive that public participation contributes to education provision. The results showed 84.7% of respondents from Afar, 86.2% of respondents from Benshangul/Gumuz, 79.4% of respondents from Tigray, and 86.8% of respondents from Oromia said the government officials perceive that public participation positively contribute to education provision.

4.4.6. Healthy Provision

Healthy provision like education needs public participation. Information revealed many respondents (84.7%) responded that government officials positively perceive public participation as helpful in healthy provision. From the data 79.4% of respondents from Afar, 89.2% of respondents from Benshangul/Gumul, 80.8% of respondents from Tigray, 88.5% of respondents from Oromia said local government officials see public participation as important to healthy provision.

4.4.7. Water and Sanitary Provision

From four regions majority of respondents (80.0%) believe that the government officials perceive public participation contribute to water and sanitary provision. Information revealed 81.8% of respondents from Afar, 89.2% of respondents from Benshangul/Gumuz, 61.5% of respondents from Tigray, and 85.8% of respondents from Oromia stated government officials perceive that public participation assists in water and sanitary provision.

4.4.8. Poverty Reduction

From the data 67.1% (114) of respondents from Afar, 79.0% (132) of respondents from Benshangul/Gumuz, 82.0% (128) of respondents from Tigray, and 83.2% (158) of respondents from Oromia believe that government officials perceive public participation as important in poverty reduction. Findings indicated that majority of key informants (78.0%) from four regions believe that government officials positively perceive public participation aids poverty reduction.

4.4.9. Policy Making

To make policy involvement of public is necessary. Information indicated more than half of respondents (67.6%) accepted that government officials perceive public participation help in policy making. From the findings 65.3% (111) of respondents from Afar, 67.0% (112) of respondents from Benshangul/Gumuz, 64.7% (111) of respondents from Tigray, and 72.5% (138) of respondents from Oromia agreed the government officials perceive public participation as helpful in policy making.

The informants of interviews and focus group discussions from the four regions stated that the Local government officials have positive perception on the public participation. Many of them expressed their feeling that the government is willing to work with the communities, especially in people building. Table 3 represented the responses questions from four regions asked to answer the research question three.

Table 3: The Local government officials Perception on the public participation

Items	VI	I	DNK	UI	NIAA
In Peace building	45.8%	38.7%	8.2%	4.5%	2.8%
In fighting corruption	26.9%	42.0%	14.6%	8.0%	8.5%
In prioritizing the public need	27.0%	42.0%	14.3%	9.8%	6.7%
In improving government performance	30.9%	40.3%	15.5%	8.0%	5.3%
In education provision	41.8%	42.8%	8.3%	4.5%	2.6%
In healthy provision	43.2%	41.5%	9.2%	4.1%	2.0%
In water and sanitary provision	37.2%	42.8%	10.7%	6.0%	3.4%
In poverty reduction	38.7%	39.3%	13.1%	4.4%	4.5%
In policies making	29.9%	37.7%	16.1%	9.9%	6.4%

Note: VI: Very Important; I: Important; DNK: Do not know; UI: Unimportant: NIAA: Not important at all

4.5. Perception of Public on Good Governance Practices

Good Governance in the public sectors aims to encourage better service delivery and improved accountability of civil servants. Public sector entities are accountable for the ways they use the resources entrusted to them and have an overarching mission to serve the public interest in adhering to the requirements of legislation and government policies. This is important for all public entities to demonstrate the integrity of all its actions and encourage and enforce a strong commitment to ethical values and legal compliance at all levels (IFAC, 2013). This section presented the perception of the people on good governance practices. It answered the research question three "What is the perception of the on good governance practices?" The survey results from four regions, Afar, Benshangul/Gumuz, Tigray and Oromia, are presented below.

4.5.1. Competent Leadership

The leadership role within the public service is crucial which required well informed and able to deal with complex social problems (Mahgoub, 2004). Informant from four regions indicated less (22.2%) people believed very much that there is competent leadership in the regions. From the findings 23.5% of the respondents from Afar, 17.4% of the respondents from Benshangul/Gumuz, 34.6% of the respondents from Tigray, and 14.7% of the respondents from Oromia accepted there is very much competent leadership at the regional level.

4.5.2. Fighting Corruption

Highly corrupt countries tend to under-invest in human capital by spending less on education and produce a more unequal distribution of income under some conditions (Lomborg, 2004). As Lombort (2004) stated, "Efforts to promote 'good governance' must be broader than anti-corruption campaigns." Though there is a debate about the degree of damage the corruption does to the economy as a whole, there is widely agreement that corruption is an important symptom of low quality government (Besley, 2006). Thus, controlling corruption is important to have good governance in a state, but only small number (17.7%) of respondents believed government fight corruption very much. The survey results revealed that 18.2% (31) of the respondents from Afar, 16.2% (27) of the respondents from Benshangul/Gumuz, 25.6% (40)

of the respondents from Tigray, and 11.6% (22) of the respondents from Oromia stated government fight corruption very much.

4.5.3. The Rule of Law

The rule of law consists of a set laws and practices that are established to prevent the arbitrary exercise of power. Legal frameworks should be fair and are adopted in accordance with procedures provided for by law and enforced impartially. The rules and regulation may be overwhelmed by corruption and lack independence from politicians which resulted in failure to prevent the arbitrary exercise of power (UNITED NATIONS, 2007).Prevalence of rule of law in a state signifies the presence of good governance. Information indicated few (29.6%) respondents from four regions accepted that there exists the rule of law very much. From the data 22.9% (39) of the respondents from Afar, 39.5% (66) of the respondents from Benshangul/Gumuz, 34.0% (53) of the respondents from Tigray, and 22.9% (39) of the respondents from Oromia said very much there is rule of law in the region.

4.5.4. Transparent

Transparency is a critical component of good governance which ensures that all of institution's actions can be checked at any given time by an outside observer if a question comes up about legality of action, the institution can provide a clear answer (Johston, n.d.). Transparency is one of the pillars of good governance, but in the regions which this study base on only a small numbers (18.0%) of respondents believes that the regional government is very much transparent. Information indicated 16.5% of the respondents from Afar, 13.8% of the respondents from Benshangul/Gumul, 24.4% of the respondents from Tigray, and 17.4% of the respondents from Oromia insisted that regional government is very much transparent.

4.5.5. Accountable

The basis of accountability is characterized relative to these responsibilities given to incumbent as an individual who has certain responsibilities and spheres of discretion (Besley, 2006). Accountability is a key tenet of good governance and an organization is accountable to those who will be affected by its decisions or actions as well as the applicable rules of law (Graham, Amos and Plumptre, 2003). The government officials are assumed to be accountable to what they are doing, but the information from four regions indicated that very few (20.9%) respondents have perception that the government is very much accountable. The findings revealed 18.8% of the respondents from Afar, 20.4% of the respondents from Benshangul/Gumuz, 23.7% of the respondents from Tigray, and 20.5% of the respondents from Oromia regions believed the government is very much accountable.

4.5.6. Public Participation

Public participation, either directly or through legitimate representatives, is one of key pillars of good governance. Public participation includes freedom of expression and concern for the most interests of the organization and society in general (Besley, 2006). Good governance demands that civil society has to participate during the formulation of development strategies directly affected communities and be able to participate in the design and implementation of programs and projects (IFAD, 1999).Information showed small number (22.5%) of

263

respondents from four regions perceived there is very much public participation in the regional government. From the data 16.5% of the respondents from Afar, 22.4% of the respondents from Benshangul/Gumuz, 28.8% of the respondents from Tigray, and 22.6% of the respondents from Oromia regions have perception that there is very much public participation in the regional governments.

4.5.7. Responsiveness

Public governance begins with responsive public leadership, inclusive growth, decent employment and social protection as well as allocating more resources for essential services and ensuring access for all (UNITED NATIONS, 2015).The findings from four regions revealed that few (17.5%) respondents perceived the regional governments are very much responsive. The study results showed 12.9% of the respondents from Afar, 21.0% of the respondents from Benshangul/Gumuz, 23.1% of the respondents from Tigray, 14.2% of the respondents from Oromia regions conceived that very much the government is responsive.

4.5.8. Consensus Oriented

Consensus decision-making as to do with identifying and addressing concerns; generating new alternatives; combining elements of multiple alternatives; and checking that people understand a proposal or an argument. It increases the likelihood of unforeseen or creative solutions by juxtaposing dissimilar ideas and is considered a form of grassroots democracy (IFAD, 1999).The study results showed less number (17.2%) of respondents from four regions passed judgment that the regional governments are very much consensus oriented. The data revealed 12.9% of the respondents from Afar, 22.8% of the respondents from Benshangul/Gumuz, 21.2% of the respondents from Tigray, and 13.2% of the respondents from Oromia regions perceived that the regional governments are very much consensus oriented.

4.5.9. Effectiveness and Efficient

Effectiveness and efficiency is processes produce results that meet needs while making the best use of resources (IFAD, 1999). Good governance supports in improving economic and financial management, strengthening law and justice, increasing public sector effectiveness, and developing civil society (Alam and Hoque, 2010). The respondents were asked how they perceived the regional governments effectiveness and efficient and the results indicated only small number (16.4%) of respondents insisted that the regional governments are very much effectiveness and efficient. Information revealed 10.0% of the respondents from Afar, 18.6% of the respondents from Benshangul/Gumuz, 26.3% of the respondents from Tigray, and 12.1% of the respondents from Oromia conceived the regional governments are very much effectiveness and efficient.

4.5.10. Equitable and Inclusive

Equity and inclusive means that men and women have equal opportunities to improve or maintain their well-being and the institution that provides the opportunity for its stakeholders improve their well-being provides the most persuasive memorandum regarding its reason for existence and value to society (IFAD, 1999). The perception of the public on regional governments equitable and inclusive from four regions indicated few (17.7%) perceived that

the regional governments are very much equitable and inclusive. From the data 13.5% of the respondents from Afar, 23.4% of the respondents from Benshangul/Gumuz, 26.3% of the respondents from Tigray, and 8.4% (16) of the respondents from Oromia perceived that the regional governments are very much equitable and inclusive.

4.5.11. Creating Employment Opportunities

The study findings indicated less (21.5%) respondents from four regions perceived the region governments are able to create employment opportunities very much. From the data 20.0% of the respondents from Afar, 15.6% of the respondents from Benshangul/Gumuz, 39.1% of the respondents from Tigray, and 13.2% of the respondents from Oromia regions took a firm stand that the region governments are created employment opportunities very much.

4.5.12. Serving Public Interest

The existence of good governance can be evaluated basing on whether the government serves public interest or not. The information indicated from four regions very few (18.7%) informants perceived the regional governments serve public interest very much. From the findings 14.7% of the respondents from Afar, 14.4% of the respondents from Benshangul/Gumuz, 30.8% of the respondents from Tigray, and 15.3% of the respondents from Oromia have perception that the regional governments very much serve public interest.

4.5.13. Proactive to Poverty Reduction

There is concern that a country that is an unsuccessful to achieve poverty alleviation goals have invariably undergo yawning deficit of good governance which is a single most lethal hindrance to sustainable poverty reduction and all round development (Diamond, 2004). Today governance is a premise to achieving sustainable human development (Akpa, 2004), thus the government needs to be proactive to alleviate the poverty. It is clear from the data that less number (27.9%) of respondents from four regions have opinion that regional governments are very much proactive to alleviate poverty. The study results revealed 20.0% of the respondents from Afar, 21.6% of the respondents from Benshangul/Gumuz, 38.5% of the respondents from Tigray and 31.6% of the respondents from Oromia perceived the regional governments are very much proactive for poverty reduction.

4.5.14. Improved Healthy Facilities

Around the world experience tell us that there is growing attention to governance as important to the ability of health systems to fulfill essential public health functions. Health governance deals with the institutions and linkages that affect the interactions among citizens/service users, government officials and health service providers. This good health governance is characterized by responsiveness and accountability; transparent policy process; participatory engagement of citizens; and operational capacity of government to plan, manage, and regulate policy and service delivery (Brinkerhoff, Fort and Stratton, 2009). Information indicated a small number (36.4%) of respondents from four regions have perception that the regional governments provide very much improved health facilities. From the data 27.1% of the respondents from Afar, 38.9% of the respondents from Benshangul/Gumuz, 47.4% of the

respondents from Tigray, and 27.4% of the respondents from Oromia commended that the regional governments provide improved health facilities very much.

4.5.15. Ethnic Equality

Existence of ethnic equality implies existence of good governance. Goldfield (1997, p. 349) stated "This country will not change until it reexamines itself and discovers what it really means by freedom…(It) is an inexorable law that one cannot deny the humanity of another without diminishing one's own." From the study results only few (34.2%) respondents have perception that there is very much ethnic equality at the regions. Information indicated 27.1% (46) of the respondents from Afar, 38.9% (65) of the respondents from Benshangul/Gumuz, 47.4% (74) of the respondents from Tigray, and 27.4% (52) of the respondents Oromia perceived there is very much ethnic equality.

4.5.16. Education Provision

Council of Europe (2014) explained is not be possible to ensure the quality of education results without good governance of the education systems. Highly corrupt countries tend to under-invest in human capital by spending less on education and produce a more unequal distribution of income under some conditions (Lomborg, 2004). The overall results from four regions indicated below average (48.5%) of respondents perceived the regional governments provide education very much. The study findings revealed that less than half of respondents from Afar and Oromia regions and more than half of respondents from Benshangul/Gumuz and Tigray have perception that the regional governments very much provide education. It seems that the education provision in Afar and Oromia is less than that of Benshangul/Gumuz and Tigray. Information indicated 34.7% of the respondents from Afar, 50.3% of the respondents from Benshangul/Gumuz, 61.1% of the respondents from Tigray, and 46.3% of the respondents from Oromia perceived the regions provide education very much.

4.5.17. Peace and Security

There is consensus that good governance interlinked with peace and security. According to Euginia 92013) the nature of security is provoked and defined by governance and when there is governance failure the security framework deteriorates. Information from four regions revealed less (34.5%) respondents have perception that there is peace and security very much. It seems from the information that Tigray relative has peace and security as compared to Afar, Benshangul/Gumuz and Oromia. The study results showed less than half of respondents from Afar, Benshangul/Gumuz and Oromia regions perceived there is very much peace and security. While in Tigray region more than half perceived there is very much peace and security at the region. From the data 40.0% (68) of the respondents from Afar, 33.5% (56) of the respondents from Benshangul/Gumuz, 50.6% (79) of the respondents from Tigray, and 17.4% (33) of the respondents from Oromia have perception that there is very much peace and security.

4.5.18. Investment Motivation

A growing body of empirical evidence explains that good governance promotes in investment. In Africa legacy of poor governance characterized by political and macroeconomic instability as well as weak sector policy, institutional and regulatory frameworks has made investment

unattractive (Wiafe, 2007). Thus, improving governance can therefore create the enabling environment required to attract the large amounts of private sector investment. Information indicated few (40.8%) informants from four regions have perception that the regional governments very much motivate investment. The study results showed 28.2% (48) of the respondents from Afar, 48.5% (81) of the respondents from Benshangul/Gumuz, 45.2% (70) of the respondents from Tigray, and 41.6% (79) of the respondents from Oromia regions perceived that regional governments motivate very much the investment.

4.5.19. Improved Water Provision

The UN World Water Development Report (2006) suggested that there is enough water for everyone and the problem people face is mainly on governance. Today the problem is a question of managing and distributing properly the available resources for the maximum and equitable benefit of everyone. The overall responses from the four regions indicated few (25.3%) respondents have perception that the regional governments provide improved water very much. Information indicated 21.2% of the respondents from Afar, 39.5% of the respondents from Benshangul/Gumuz, 23.7% of the respondents from Tigray, and 17.9% of the respondents from Oromia regions perceived that there is very much improved water provision.

The many informants of interviews and focus group discussions from the four regions appreciated the progress of education and investment. Some of the informants explained that in healthy sector there is improvement in building hospitals, health center but no necessary materials inside of them; like medicines and medical equipment's. Many of them low opinion on the practices of good governance. The table 4.4 below presented the answers for questions asked to answer the research question four from four regions.

Table 4: Perception of pubic on good governance practices from four regions

Items	VM	SW	NAA
Government has competent leadership	22.2%	59.1%	18.7%
Government fights corruption	17.7%	53.7%	28.6%
There is rule of law	29.6%	54.3%	16.1%
Government is transparent	18.0%	55.9%	26.1%
Government is accountable	20.9%	52.7%	26.4%
There is public participation	22.5%	60.0%	17.5%
Government is responsive	17.5%	59.9%	22.6%
Government is consensus oriented	17.2%	59.4%	23.2%
Government is Effective and efficient	16.4%	56.6%	27.0%
Government is equitable and inclusive	17.7%	58.8%	23.5%
Government creates employment opportunities	21.5%	64.5%	14.0%
Government serve public interest	18.7%	58.1%	23.2%
Government is proactive for poverty reduction	27.9%	59.4%	12.7%
Government provides improved health facilities	36.4%	54.7%	8.9%
There is ethnic equality	34.2%	44.7%	21.2%
Government provides education	48.5%	45.8%	5.7%
There is peace and security	34.5%	46.9%	18.5%
Government motivates investment	40.8%	49.4%	9.8%
Government provides improved water	25.3%	61.5%	13.3%

Note: VM: Very much; SW: Somewhat; NAA: Not at all

5. Conclusions and Recommendations

5.1. Conclusion

On the conclusion the four regional governments use different mechanisms to aware the public about the government programs, policies, and citizen rights and obligations. Among the mechanisms the four regional governments use include training, involvement of public in planning, media, different awareness workshops, and different meetings. The data supported majority (75.6%) of informants showed their agreement that government train public to aware them of their rights and obligations, though not regularly. Information indicated 62.8% of respondents supported that government involve and/or present the government plan to the public, 80.5% of respondents acknowledged that the governments use media more regularly, 66.7% of respondents believed that the governments conduct different awareness workshops, and 81.1% of respondents affirmed the governments conduct different meetings to educate public about the government programs, policies, and citizen rights and obligations.

The findings also tell us that public is not well aware and knowledgeable about the pillars of good governance. As from the findings public is better aware and knowledgeable about the rules of law than other pillars of good governance, 50.1% of respondents have very much understanding of what the rule of law means. When we see the percentage of respondents who understand well across pillars, transparency 39.6%, accountability 38.7%, public participation 38.1%, fighting corrupt 30.8%, responsiveness 36.5%, consensus oriented 30.7%,

effectiveness and efficiency 34.5% and equitable and inclusive 36.8%. The percentage of people who have better awareness and knowledgeable about the pillars of good governance is below the average. This is the indication that government still needs a lot of work to educate the public about the constitution and/or government programs, policies, and citizen rights and obligations.

The study indicated majority of the respondents from the four regions perceived the local government officials have positive attitude toward public participation. The findings revealed public participation contributes to (very important plus important) peace building (84.5%), fighting corruption (68.9%), prioritizing the public need (69.0%), improve government performance (71.2%), education provision (84.6%), healthy provision (84.7%), water and sanitary provision (80.0%), poverty reduction (78.0%), and policies making (67.6%).

Good Governance in the public sectors aims to encourage better service delivery and improved accountability of civil servants. Public sector entities are accountable for the ways they use the resources entrusted to them and have an overarching mission to serve the public interest in adhering to the requirements of legislation and government policies (IFAC, 2013). The leadership role within the public service is crucial which required well informed and able to deal with complex social problems (Mahgoub, 2004), yet informant indicated only 22.2% of people thought there exists competent leadership in the public sectors. Present of good governance can see on level of prevalence of corruption in the state. There is widely agreement that corruption is an important symptom of low quality government (Besley, 2006) and the data tell us that only small number (17.7%) of respondents have perception that the government fight corruption very much. In the Constitution of the Federal Democratic Republic of Ethiopia Article 14 states, "Every person has the inviolable and inalienable right to life, the security of person and liberty." Still information indicated few (29.6%) respondents satisfied with the existence of the rule of law. In this Constitution Article 12 sub-article 1 states, "The conduct of affairs of government shall be transparent", but this study showed us that only a small numbers (18.0%) of respondents believes that the government is transparent up to their satisfaction. The Constitution also gave much consideration to accountability stated under Article 12 sub-article 2 as "Any public official or an elected representative is accountable for any failure in official duties." Nonetheless information indicated very few (20.9%) respondents have perception that the government is very much accountable. In the Constitution of the Federal Democratic Republic of Ethiopia Article 25 states "All persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall guarantee to all person equal and effective protection without discrimination on grounds of race, nation, nationality, or other social origin, colour, sex, language, religion, political or other opinion, property, birth or other status." Still information indicated only few, 34.2% and 354.5% of respondents have perception that ethnic equality and peace and security respectively prevails as stipulated.

From the study a handful informants have very much gratification for public participation 22.5% of respondents, for responsiveness 17.5% of respondents ,for consensus oriented 17.2% of respondents, for effectiveness and efficiency 16.4% of respondents, for equity and inclusive17.7% of respondents, for creating employment opportunities 21.5% of respondents, for serving public interest 18.7% of informants, for proactive to poverty reduction 27.9% of

respondents, for provision of improved health facilities 36.4% of respondents, for education provision 48.5% of respondents, for investment motivation 40.8% of informants, and for provision of improved water 25.3% of respondents. From the data one can learn that a lot of work is required to improve good governance in the country as the perception of the public on good governance practice is below the average.

5.2. Recommendations

Basing of the findings public awareness and perception on good governance practice in Ethiopia is low as indicated in four regions. For the government some work is required to be done in practicing good governance.

Public Awareness: though the results showed the regional governments use different mechanisms to aware the public about the government programs, policies, and citizen rights and obligations the regional governments should still use training, involve public in planning, use media, use different awareness workshops, and use different meetings to aware the public about the government programs, policies, and citizen rights and obligations.

Public Understanding of Pillars: From the findings public do not understand very well the pillars of the good governance. Thus, the regional governments should aware the public on the pillars of good governance like rule of law, transparency, accountability, public participation, fighting corrupt, responsiveness, consensus oriented, effectiveness and efficiency, and equitable and inclusive.

Public Perception on Good Governance Practices: Information also indicated public has low opinion on good governance practice in the country. That is, it is clear that public is not satisfied with the governance in their localities. Thus, there is need to improve public service delivery in all public sectors to satisfy public needs.

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Assessment of Counterproductive Work Behavior in Service Delivering Employees: The Case of Ethiopian Electric Utility

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Abstract

The purpose of this study was to assess the counterproductive work behavior of service delivering employees working in Ethiopian Electric Utility. The study was conducted in the South, North, East and West Regions of the Utility. The study employed concurrent qualitative and quantitative data collection methods. Quantitative data was collected using questionnaire and qualitative data is collected using in depth interview and FGD. Quota sampling technique was used to select the 219 survey participants and purposive sampling technique is used to select interview respondents and FGD discussants. Participants of the study includes are Marketing and Customer Service Strategy Head, four regional heads, center heads, supervisors, 1 to 5 change army team leaders and performers. The data was analyzed using descriptive statistics and content analytical procedure. The study revealed the existent of both organizational and interpersonal counterproductive work behaviors at EEU. The major CWBs manifested by the participants are presented as conceptual, attitudinal and practical gaps. The study also identified contributing factors that are related to individuals, the organization and interpersonal communications between employees and supervisors, employees and the organization and employees and work teams. The research recommended the organization to solve the structural problems which are aggravating counterproductive work behaviors, to consistently plan and implement capacity building programs and the employees should be abide by the chain of command and develop their workplace communication skills.

Key Words: Counterproductive, behavior, service delivery, employee, EEU

1. Introduction

Since last decade, counterproductive work behavior has consistently become a topic of study among organizational behavior scholars due to pervasiveness and costly problem confronted by today's organizations; Bennett & Robinson, (2003); Spector and Fox (2005). Counterproductive work behavior (CWB) is a common occurrence in organizations that may range from minor (e.g. taking long breaks during working hours) to severe (personal aggression) type of CWB.

Studies revealed that majority of employees were reported to engage in some form of CWB such as filing fake accident claims, absenteeism, abusing sick day privileges and stealing company's

property (Ariani, 2013; Salami, 2010). The consequences of CWB are very detrimental to the organization in terms of low productivity, higher maintenance cost due to stealing or damaging property, and tarnishing the company's image (Bennett & Robinson, 2003).Moreover, the employees were also affected by the act of their colleagues' CWB such as feelings of dissatisfaction, job stress, and frustrations (Salami, 2010; Spector and Fox (2005).

The government of Ethiopia is investing a lot to fight poverty and in this struggle the role of Ethiopian Electric Utility is tremendous as it is the sole source of electric energy throughout the nation. As stated by Embassy of Japan in Ethiopia (2008), for Ethiopia to achieve the strategic plan of becoming a middle income country in 20-30 years, it should target on strong industrial development. And a stable supply of enough energy is a must for industrialization. EEU is serving individuals, organizations and the public at large. Hence, wellbeing, satisfaction and productivity of its customers are either directly or indirectly linked with the quality of service it provides. All in all, the service provided by EEU is mandatory for the day to day successful accomplishment of almost every type of transactions. On the other hand, a couple of studies conducted on EEU customer satisfaction has already made known that customer of the utility are not getting satisfying services.

A study conducted by Seyoum (2012) on prepayment customer service of EEU revealed that, the existence of a substantial gap between customers' expectation and service received has been adversely affecting the overall customer service experience within the utility. The researcher mentioned certain incidence about the unnecessarily long hour's customers have to wait for power supply:

> *"For example technicians, who take care of customer complaints, during outside the working hours of CSCs (Customer Service Centers), are not trained to handle customer problems related to prepayment meter and card. As a result, the respondents said that they, as customers, would be in practice required to wait for long time without power supply (such as for the whole night, or long hours during the day time) for the reason that there is not any clear direction pertaining to and /or training of employees about the prepayment service."*

Another study conducted by Temam and Mesfin (2013) on industrial customer satisfaction at EEU showed that staffs of the Utility are not in a position to provide both formal and informal means of communication with industrial customers. Employees are not sure of the nature of their job and are clear about the duties, role and responsibilities involved.

The above findings clearly exposed that, the Utility is highly suffering from counterproductive work behavior. Since both researches were conducted from customers' perspective, they only show the effects rather than the types of the counterproductive work behaviors and the

contributing factors. And yet for EEU, in order to fully internalize the problem and act accordingly it needs to have a good knowledge from its own internal organizational perspective.

Therefore this research is targeting in identifying the major counterproductive work behaviors of employees working in Ethiopian Electric Utility and then exploring the motivation behind the manifestation of such behaviors.

The study has been focused on employees working at customer service centers for three major reasons. Firstly, the centers encompass significant number of employees; and it is the conviction of the researchers that identifying and addressing the major problems accordingly will be a good ground for the organization to focus on its productivity by dealing with the counter. Secondly, customer service centers are interfaces and image builders of organizations. It is through this gateway that organizations interact with the outside world. Hence, the image of the organization is highly dependent on the knowledge, skill and attitude of its service providing employees. Thirdly, these centers are responsible to realize organizational policies and strategies. Service delivering employees are the major actors for actually implementing policies and strategies by properly executing the tasks assigned to them.

Hence, especially for a reviving country like Ethiopia and for a promising organization like EEU it is mandatory to study the behaviors that limit employees' productivity so as to have a clear image of the problem and its contributing factors so as to work on the way out to solving the observed problems from their roots. The purpose of this study is assessing the counterproductive work behavior of employees at EEU. Accordingly the following research questions were devised: a) what are the most common counterproductive work behaviors being experienced by employees of EEU? b) What are the major contributing factors of the counterproductive work behaviors manifested by the employees? c) to what extent do supervisors control/block the exhibition of counterproductive work behaviors? d) To what extent do organizational policies control/block the exhibition of counterproductive work behaviors? e) Who are experiencing counterproductive work behavior more (in terms of sex, position, income, tenure)?

2. Review of Related Literature
2.1 Social Exchange Theory (SET)

Even though social exchange theory was originally introduced by the sociologist George Homans in 1958, it has been highly influential in a variety of disciplines, including anthropology (e.g., Firth & Banton, 1967), psychology (e.g., Foa & Foa, 1974), and sociology (e.g., Blau, 1964). The theory is used to better understand and predict when and why individuals choose to continue or end relationships (Hogg and Vaughan, 2010). According to this view, interactions between parties are determined by the rewards or punishments that one expects to receive from the other, which is evaluated using a cost-benefit analysis model (Hofer, 2007).

It can be stated that SET is a behavioral model used for interpreting relationships in various social settings. According to this theory, interactions that exist between entities such as individuals and institutes are determined by the perceived benefits and perceived costs of the relationship.

The Social Exchange Theory starts with the premise that humans interact in social behavior in order to maximize benefits and minimize costs, which then leads to a positive outcome (Hutchison & Charles worth, 2003, p. 46). The central message is that people weigh the pros and cons before making a decision. In economics for example, people would decide between costs and benefits before agreeing in an exchange (Okyere-Kwakye, Nor, & Ologbo, 2012, p. 99).

According to Hofer (2007), parties will remain in a relationship as long as the parties judge the relationship satisfactory. In a satisfactory relationship the benefits of the relationship outweigh the costs. SET follows the premise that humans strive for a positive outcome, meaning to maximize benefits and minimize costs when engaging in an exchange (Holthause, 2013). SET acknowledges that rewards may come in various forms, such as: economic, information, product or service, and social rewards such as emotional satisfaction, view sharing, etc. These rewards are acquired through a history of interactions; the relationship being the lens through which firms anticipate future costs and benefits. If previous experiences have been positive, SET assumes that firms will expect future interactions to have positive outcomes as well.

2.2 Conceptual Framework

Jabareen, (2009) defined a conceptual framework as a visual or written product, one that "explains, either graphically or in narrative form, the main things to be studied—the key factors, concepts, or variables—and the presumed relationships among them."

Similarly Robson (2011) stated that, the conceptual framework of a study refers to the system of concepts, assumptions, expectations, beliefs, and theories that supports and informs the research; it is a key part of the design.

The conceptual framework of this study focuses on a sociological and psychological theory named Social Exchange Theory. Social exchange theory (SET) is among the most influential conceptual paradigms for understanding workplace behavior. Its venerable roots can be traced back to at least the 1920s bridging such disciplines as anthropology, social psychology and sociology (Cropanzano and Mitchell, 2005). Although different views of social exchange have emerged, theorists agree that social exchange involves a series of interactions that generate obligations (Emerson, 1976 as cited by Cropanzano and Mitchell, 2005).

This theory explains that the relationship of individuals is determined by the cost-reward ratio. When applied to the workplace setting, employees weigh the cost they payoff to get a positive reward from the other party; be it the organization, the supervisor/leader or the work team. What

follows is that parties involved in a relationship become unsatisfied when the cost exceeds the reward. In practice, people exchange resources with one another in the hope that they will earn a profit: that is, one in which the rewards exceed the costs.

In this study, the three major types of exchanges are investigated. The first one is the exchange that occurs between employee and organization; which in most social exchange literatures is referred to as Perceived Organizational Support (POS) (Xerri, 2012). The second is the exchange that occurs between employee and supervisors/leaders; which is conceptualized as leader member (LMX) (Ibid). The third type of exchange occurs between employee and other work teams; which is typically conceptualized as team member exchange (TMX) (Seers, 1989 as cited by Cole). The model shown in the next page is adopted from Cole and depicts the conceptual framework of this study.

The major entities of the model are employee, organization, supervisor and team. Employee and organization have independent existence and this is represented by the concrete rectangles in the model. However, supervisor and team are embedded within the organization and they are represented by broken circles. This indicates that their existence is dependent on that of the organization. The broken circles indicate the loose boundary that exists between teams and supervisors and their organization. Because of this, in the mind of the employee, supervisor and/ teams are perceived as the organization itself rather than individuals with unique identity. Therefore, the exchanges that the employee has with the three entities matter when it comes to counterproductive work behavior.
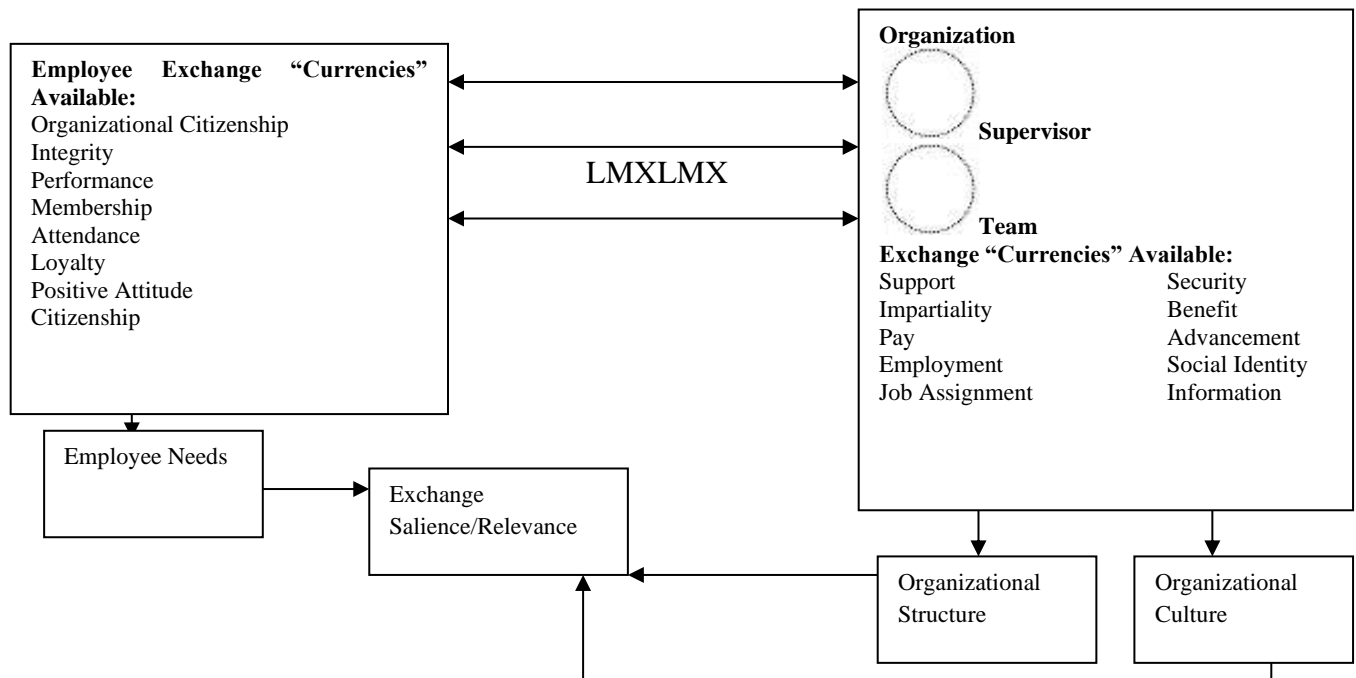
Source: Conceptual Framework Adopted from Cole with slight own modification

3. The Methods
3.1 Research Design

This research employed descriptive and explanatory and exploratory design. Descriptive research design is selected for the purpose of describing the types of CWBs manifested by the employees and their level of severity. Explanatory research design is selected to identify the factors that promote CWBs in the organization and exploratory research design is chosen to explore the types of CWB's within the utility.

Apart from the above research designs, the study employed both quantitative and qualitative concurrent mixed research methods. As noted before, the purpose of this research is identifying counterproductive work behaviors of EEU employees and the major contributing/ motivating factors of these behaviors. Hence, some of the data was collected through questionnaire; which is a quantitative data collection method and it also implemented in-depth interview and FGD which are qualitative data collection method.

3.2 Research Site
The research is conducted at the selected Customer Service Centers of EEU which are found in the four Addis Ababa Regions.

3.3 Target Population

The population of the study comprises all employees working in the four Addis Ababa Regions. The total number of employees in the four regions was 1227. There were 385, 314, 307 and221 employees in the EAAR, WAAR, SAAR and NAAR respectively.

3.4 Sample Size and Sampling Technique

The study employed probability and non-probability sampling techniques such as random sampling, quota sampling and purposive sampling method.

Based on Solven's sampling formula with 95% confidence level, a total of 219 participants were considered in the study. After allotting proportional number to each Region, the actual participants were selected based on quota sampling technique.

FGD was conducted with three purposively selected groups(head office managers and center supervisors /heads and Change Army team leaders)each comprising ten participants. In-depth interview was conducted with district managers, operational level supervisors and Change Army team leaders. Purposive sampling technique is used to select FGD discussants and interview respondents.

3.5 Data Collection Instruments

Since the study employed mixed concurrent research method, various tools were developed and used to collect appropriate data from the participants. Questionnaire was used to collect quantitative data while in-depth interview and FGD were used to collect qualitative data.

Questionnaire was designed and distributed to collect data from the target participants. The items are developed using Likert Scale to maximize the chance of participants to accurately label their attitude on the scale.

FGD and In-depth interview were conducted with selected head office managers and center supervisors /heads and Change Army team leaders respectively. The interview was undertaken based on semi-structured interview guideline which gave the respondents the opportunity to provide in-depth information on the points raised by the researchers. The diversified tools and techniques used in this research are listed below:

3.5.1   Survey

The questionnaire is composed of open and closed ended questions. Most of the items, especially those that are intended to collect attitude are developed using Likert Scale. Careful considerations were taken in preparation of well-crafted questions and the questionnaire was originally prepared in English and then it is translated into Amharic. It was a self-administered questionnaire which enabled the employees to use their convenient time and place to fill the questionnaire.

3.5.2   In-depth Interviews

In-depth interview was conducted with a total of 5 heads; one of these interviewees is the Marketing and Customer Service Strategy Head from Head Office and the four interviewees are the district heads.

3.5.3   Focus Group Discussion

The study undertook three Focus Group Discussions, where each FGD comprised of ten discussants. The first FGD took place with managers taken from the Head Office; the second was conducted with SAAR center supervisors/heads and the third one with one-to-five change army team leaders.

3.6 Methods of Data Analysis

Since data is collected using both qualitative and quantitative data collection methods, the analysis need to be presented with the intention of simplifying data cross validation and grasping different dimensions of the same phenomena easily. Hence, every data relevant to each research question and specific objective has been presented in a mixed manner.

Statistical Package for Social Sciences (SPSS) version 21 is used to analyze the data collected through questionnaire. The Quantitative data is analyzed using descriptive statistics percentages and frequencies so as to describe the characteristics of the samples or the given population. The qualitative data was analyzed based on content analytical procedure which prescribes summarizing comments and then coding perceptions and issues into groups of emerging themes (Cummings & Worley, 2005).

4. Findings and Discussions

The major counterproductive work behaviors manifested by participants are analyzed based on two thematic areas namely; organizational counterproductive work behavior and interpersonal counterproductive work behavior. The organizational CWB thematic area is then further analyzed based on the three basic components of behavior which are knowledge, attitude and practice. Finally, the attitudinal and practical aspects of the interpersonal CWB are analyzed.

4.1 Counterproductive Work Behavior of Participants

Under this section, the major counterproductive work behaviors manifested by participants are analyzed based on two thematic areas namely; organizational counterproductive work behavior and interpersonal counterproductive work behavior. The organizational CWB thematic area is then further analyzed based on the three basic components of behavior which are knowledge, attitude and practice. Finally, the attitudinal and practical aspects of the interpersonal CWB are analyzed.

4.1.1   Organizational Counterproductive Work Behavior

4.1.1.1 Being Ignorant of Major CWB

Absence, arriving late, leaving early and taking longer than authorized tea and lunch breaks are identified as a major counterproductive work behaviors by researchers (Coralia, 2005; Jixia, 2008). In addition, Josh (2012) has identified conflicts that occur between supervisors and coworkers as a major counterproductive work place behavior.

In this study, items that assess the knowledge of employees regarding major types of counterproductive work behavior were included in the questionnaire. Accordingly, the research found out that 21(9.6%) and 8(3.7%) of the participants do not think and do not know that absence from work is a counterproductive work behavior respectively. This implies that even though the majority has a good knowledge of absenteeism, 13.3% of the participants lack awareness and knowledge regarding this counterproductive work behavior. The responses given for coming late indicated that 26(11.9%) of the participants do not think that coming late to work is a counterproductive work behavior. And 11(5.0%) do not know whether coming late to work is a counterproductive work behavior or not. This implies that 37(16.9%) do not have the appropriate knowledge in counterproductive work behaviors. Similarly, 37(16.9%) and 11(5.0%) of the participants do not think and do not know that leaving early from work is a

counterproductive work behavior respectively. This indicates that 48(21.0%) of the participants do not have appropriate knowledge regarding counterproductive work behavior. Regarding taking longer tea/lunch breaks, 26(11.9%) and 13(5.9%) of the participants do not think and do not know that this act is a counterproductive work behavior. This also shows that 39(17.8%) of the participants have knowledge gap in counterproductive work behaviors. 31(14.2%) and 11(5.0%) of the participants do not think and do not know respectively that negative interaction among employees is a counterproductive work behavior. Hence, 42(19.2%) of the participants are not fully aware of counterproductive work behaviors.

4.1.1.2 Attitudinal Gaps related to counterproductive work behavior

Items that reflect employees' attitude towards the work environment such as the organization, their supervisors, work teams, other employees and their job were presented in the questionnaire. Attitudinal aspects that reflect counterproductive work behavior of the participants are presented below.

The participants were asked questions that assess their organizational citizenship behavior. To this effect, items that check if the participants share the vision, mission and objectives of the organization, if they have a feeling of belongingness in the organization, and if they believe that they are benefiting by being a member of the organization are presented in the questionnaire. Accordingly, it is noted that 9 (4.1%) participants do not share the vision, mission and objectives of the organization. This indicates that even though they are few in number there existed participants who manifested counterproductive work behavior among the service delivering employees since sharing the values, mission and objectives of an organization is identified as a primary and strong force that pushes employees towards productivity.One of the interviewees added a point regarding sharing the organizations vision. He stated that:

> *"The vision of the organization seems very attractive. However, it only resides on papers not in the heart of employees."*

10(4.6%) of the participants do not have a feeling of belongingness in the organization. This is an indicator for the existence of counterproductive work behavior among the service delivering employees since lack of feelings of belongingness hinders organization's productivity.

A participant stated the following point in the open ended question:

> *"Even though we [the operational level workers] are the one who are working a lot for the organization, our managers do not consider the effort we exert. They rather ignore and belittle us. They believe that the organization belongs to them and decide whatever interests and benefits them. We have no part in the decision making process."*

Another participant also supported the above idea:

> *"The organization belongs to the corrupt managers who want to fulfill their own selfish interest. We are excluded by the dictator and selfish management of the organization."*

36(16.5%) of the participants indicated that they are not benefiting by being employee of the organization. This is an affective level counterproductive work behavior.

Participants were asked to indicate their level of agreement/ disagreement to the item "I like my job" in a Likert Scale. Accordingly, 10(4.6%) of the participants, do not like their job. This shows that the aforementioned participants are engaged in jobs that they don't like which causes job dissatisfaction.

196(89.5%) of the participants believed that they deserve better position than the one they are working now. This implies that the participants are not satisfied by the position they assumed currently.

Regarding job and position assignments, one of the region heads stated that:

> *"Due to structural problems and lack of merit based assignments, some employees are forced to work in areas that they don't fit and don't like. On top of that, most of them have been working in one position for many years. "*

The participants' perception of their financial benefit in the organization was also assessed. To this effect, 199(90.8%) of the participants believe that they deserve better salary than what they are currently earning. This implies that the participants are not satisfied by the payment they earn.

In the open ended question many participants reflected their disappointments regarding the salary scale and payment mechanism of the organization. One of these views is presented below:

> *"The salary scale does not consider living cost of the time. In addition, the organization does not provide timely payment for over-time works. Even when salary raises are there, the actual payment is done after waiting for long period."*

From the above findings, it can be learned that some participants do not like their jobs and there are few participants who believed that they deserve to work in a better position than the position they currently assumed. In addition, some participants are not satisfied by the financial benefit they get from the organization.

This implies the existence of employee dissatisfaction in the organization which is identified as one of the counterproductive work behaviors by many researches ((Pelin & Funda, 2013).

4.1.1.3 Practical Counterproductive Work Behavior

59(26.9%) of the participants stated that customers complain on their service delivery. One of the supervisors stated that:

> "Customers complaint on the quality of service delivered to them and on the way they are treated by our staff. We know that some of our employees seek to get and even request money that they are not entitled to from customers."

In addition to this, participants were asked to rate the extent to which they satisfy their customers. To this effect, 15(6.8%), 8(3.7%) and 5(2.3%) of the participants sometimes, seldom and never satisfy their customers respectively. On top of that, 16(7.3%) of the participants have been accused or have received complaints on disciplinary misconducts such as mistreating customers. From the above findings it is possible to conclude that some employees behave in a way that dissatisfies and disrespects customers; which are counterproductive work behaviors.

Responses related to withdrawal i.e. absenteeism, being late, leaving early, taking longer breaks indicated that 42(20%) of the participants get absent from work either for 1 or 2 days per month. 36(16.4%) of the participants get late to work either 1 or 2 days per week on average. 39(17.7 %) of the participants get late to work at least one day per week and 36(16.4%) of the participants are sometimes late to work. 26(12%) of the participants take longer tea/lunch breaks at least one day per week while 48(21.9%) of the participants take longer tea/lunch breaks sometimes.

One of the managers reflects a view that supports the above point:

> "Generally all and particularly technicians and meter readers intentionally and unnecessarily take longer periods to execute their tasks. Some of our meter readers even use the whole time for their own purpose and come with fake figures; which leads both the organization and consumers to a great loss and dissatisfaction."

Regarding misuse of organization's resource, it is found out that 13(6%) of the participants use organization's resource for personal use. The qualitative data collected through interview and FGD also support the practical counterproductive work behaviors manifested by the employees.

Regarding this point, one of the region head interviewees stated that:

> "Yes, there are complaints coming from different customers in regard to counterproductive work behavior of our employees and these complaints

270

were also appealed to the nearby city administration. And there is a forum where I am the chair person so we discuss about these issues in that forum and gather a lot of inputs regarding customer complaints. Most of the complaints forwarded are related to absenteeism, favoritism, consciously working below one's capacity and come up with so many lame excuses, taking long break and neglecting customers."

The other region head interviewee also said:

"From customer reports, suggestion boxes, the center news, reports and from the forum and reform meetings we know counterproductive work behaviors are manifested by our employees. Some of the counterproductive work behaviors manifested at the region include carelessness towards their jobs, favoritism, and absenteeism, sabotage, taking long breaks, coming late and theft."

The finding shows that the major CWBs manifested by above data clearly indicated the existence of practically demonstrated counterproductive work behaviors in the organization. These include disciplinary misconducts such as mistreating customers and carelessness, illegal acts such as theft, withdrawal and misuse of organizations' resource.

4.1.2 Interpersonal Counterproductive Work Behavior
4.1.2.1 Communication Problem

8(3.7%), 11(5%) and 2(1%) of the participants sometimes, seldom and never communicate with their colleagues smoothly. This implies that 21(9.6%) of the participants do not have a regular smooth communication with their colleagues. 18(8.2%), 8(3.7%) and 5(2.3%) of the participants sometimes, seldom and never communicate with their supervisors smoothly. This implies that 31(14.2%) of the participants do not have a regular smooth communication with their supervisors.

Regarding the participants perception of their supervisors, it is noted that 23(10.5%) of the participants do not agree that their supervisors have a positive attitude towards them. 33(15.1%) of the participants said that their supervisors do not have a good knowledge of their work. Similarly, 89(43.6%) of the participants believed that they will be more productive if they work under a different supervisor. Moreover, 108 (49.3%), of the participants think that they will be more productive if they work in a different work team. This implies that the participants believe their level of productivity is affected by the team they work with.

Most of the participants stated that even though they are not comfortable with their current supervisor, they are afraid to get a better person. One of the participant's reflections is presented below:

> *"My current supervisor is not supportive enough but I don't think I will be more productive with another supervisor. Because, it is not working with another supervisor that matters, it is rather working with quality supervisor. And I am not sure about the quality of the coming supervisor; future is uncertain. "*

The responses show that most of the participants are not getting professional support from their supervisors and they neither expect to get a supportive supervisor in the future. This indicates the employees' disappointment towards their actual and potential supervisors.
13(5.9%) of the participants do not agree that their colleagues have a positive attitude towards them. This attitude of participants hinders the social support the participants would otherwise get from the organizations community.

The data collected through interview and FGD also supported the findings presented above. To this effect, one of the region head interviewees stated that:

> *"Moreover, the interaction or relationship between managers and employees is very poor and distant. Such types of poor communications hinder productivity of employees."*

As the findings indicated employees manifested interpersonal counterproductive behaviors in the workplace. These include lack of smooth communication between colleagues and with supervisors and negative attitude towards colleagues and supervisors.

4.2 Variables Related to Counterproductive Work Behavior

In this section, factors that aggravate counterproductive work behavior are analyzed based on three thematic areas; individual factors, interpersonal factors and organizational factors. Analysis of the data is presented below.

4.2.1 Individual Factors

Related to participants knowledge, skill and attitude, the research found out that 50(22.9%) of the participants' education is not directly related to the job they are doing. Task related educational background contributes a lot for the successful accomplishment of tasks. However, as the data shows there are employees whose educational background is not directly related to their job which will reduce employee's productivity. In addition, 18(8.2%) participants stated that they do not have enough experience on the job they are doing. Lack of experience is observed among the participants this in turn might limit the employees' productivity. Similarly, 8(3.6%) of the participants indicated they do not have enough skill on the job they are doing. Lack of skilled employee reduces organization's productivity.

The data collected from the FGD made with region heads also supported the survey data collected regarding the knowledge, skill and experience of employees,. To this effect one of the discussants reflected that:

> "The human resource management is not well structured and organized. The regions' human resources are not placed based on their education and experiences."

In addition, from the responses given to open ended question, participants indicated that the knowledge and skill they have is not updated to accommodate the changing needs of customers. One of the participants provided further explanation for this:

> "My educational background is partially related to the job I have been assigned and I have a good deal of experience in it. However, I have never taken trainings related to my job so I do not know how to do things in a better and modern way. I also lack the skill of proper customer handling. The trainings provided by the organization so far are not related to the jobs we are doing."

As can be seen from the above finding some employees are not working jobs related to their educational background. Some employees also lack experience and skill to manage their work and their customers properly. Such gaps aggravate counterproductive work behaviors.

4.2.2 Organizational Factors

Participants were asked to label their attitude towards the item "I have clear job description and responsibility" in a Likert Scale. 74(33.8%) of the participants stated that they do not have clear job description and responsibility. Lack of clear job description and responsibility facilitates counter productivity. So, the data reveals the tendency of behaving counterproductively among employees due to lack of clear job description and assigned responsibility.

Data regarding stable programs that the organization devises to build the capacity of its employee were collected. The data is analyzed here. Many participants also expressed their disagreements towards the above point in the open ended question. One of these participants stated:

> "There is no such a thing called job description at all. The tasks/ the jobs themselves are not well organized, so we are engaged in any emerging task. Due to these the tasks we execute are unrelated."

Regarding performance evaluation, notification and actions taken, 52.2% of the participants stated that the organization conducts performance evaluation consistently. 208(95%) of the participants have consistently obtained good performance evaluation. Only 2(0.9%) of the

employees disagree to the question "I have consistently obtained good performance evaluation". The data shows that almost all employees consistently obtained good performance evaluation. This implies that participants can hardly identify behavioral gaps, knowledge and skill gaps that they should modify from the performance evaluation feedback provided by the organization. 75.7% of the participants disagree and strongly disagree with the statement that says "The organization creates conducive work environment." This implies that the organization's work environment is not conducive for majority of the participants. Lack of conducive work environment is a contributing factor for counterproductive work behavior.

One of the discussants during the FGD with the 1 to 5 team leaders stated that:

"Ethiopian Electric Utility has been structured newly for the last three years. However, it lacks trained professionals and in relation with this new structure, so many defaults were enormously seen. Moreover it has a centralized system so this structure created so many problems that lead to the emergence of bureaucratic work system."

During the FGD with region heads, one of the discussants said that:

"Moreover, there are quality issues for example; unavailability of modernized technologies or machines has direct impact on the lives of the employees."

Most of the region head discussants, stated that the centralized organizational structure as the major problem which makes the organization inconvenient for employees and for the manifestations of their counterproductive work behavior. Regarding this point, one of the discussants said:

"To start with employees are dissatisfied due to the centralization of the organization and the structure therefore this are the major sources for Counterproductive behaviors."

The other discussant also added this point:

"Most employees are demoralized because every functions of the organization are centralized rather than being decentralized. Because of this employees are not happy and due to these customers are not satisfied and this has a direct impact on the organization's revenue."

The Marketing and Customer Service Strategy Head has also reflected on the problem related to the organizational structure:

"In terms of the organization, there are structural problem due to this we can't operate our activities smoothly. For example, there is no job position for store man and Cashier. Moreover, employees do not give quick response to customers; intentionally perform jobs later than expected, maltreatment of customers, and shows corruptive behavior like collecting extra money. In terms of employee's interaction, employees do not keep hierarchy when they come up with complaints they just directly go to the manager and complain so this results transparency problems and responsibility towards work interaction."

In relation with capacity building programs, 113(51.6%) of the participants have not taken a training on customer handling and problem solving. This implies that the organization did not arrange programs that foster customer relationship management skills of employees. This in turn limits the capacity of employees to effectively and efficiently handle problems related to their customers; which is one factor that promotes counterproductive work behavior of employees. Similarly, 149(68%) of the participants have reflected their disagreement with the item that asked if the organization has helped them to capacitate themselves by providing training and education opportunities. The details are given in the above data has also been supported by one of the discussants of the FGD made with district heads. The discussant stated that:

"It is better to say the organization do not work towards capacitating the employees. Trainings are not planned and budgets are not placed as well and educational opportunities do not exist."

The other discussant added that:

"We [the district heads] are not doing anything to capacitate our team because the organization itself doesn't have these mechanisms."

One of the region head interviewees also supported the discussants idea:

"The main problem that is exhibited in our organization is that the organization doesn't provide educational opportunities to employees, training needs have never been assessed and given as per our needs so because of this problem, the employees complain a lot and even the managers are considered as figure head or symbols because they neglect the development of employees capacity."

The Marketing and Customer Service Strategy Head has also supported the points mentioned by the above discussants:

275

"The organization has budget for human resource development but we can't say it is working on the HR. There are few trainings and educational opportunities given to employees."

4.2.3   Interpersonal Factors

As stated by the Social Exchange Theory, if employees perceive that what they provide for the organization and the parties is greater than what they gain from them, they become dissatisfied and want to terminate the relationship. Items that indicate participants' perception of the social exchange they have with the organization, their supervisors, colleagues and the organization's community at large are analyzed below.

49% of the participants believed that the service they provide to the organization is more than the benefit they receive from the organization. According to SET, these participants are dissatisfied by the relationship they have with the organization since the cost they exert is more than the benefit they obtained from the relationship.

38.8% of the articipants claimed that the service they provide to their supervisors is balanced with the benefit they gain from the supervisors. In SET, this is a relationship with zero profit. The second largest figure is 32.5%, this percentage of the participants perceived that they provide more to the organization than the benefit they received from it. According to the theory, parties become motivated to continue in a relationship when they perceive that they are profiting.

Majority of the participants (52%) believed that the service they provide to and the benefit they gain from their colleagues is equivalent. This implies that the relationship these participants have with their colleagues has a zero profit. Similarly, participants have a zero profit relationship with the organizations community and with their clients.The participants perceive that their relationship with the organization and with their supervisors is costly. This causes employee demotivation and reduces commitment.

4.3 Counterproductive Work Behavior Based on Demographic Detail
4.3.1   CWB and Year of Service

Out of the 36 participants who get late to work 1 or 2 days per week on average, 14(38.8%) have less than ten years of experience at EEU. Similarly, 80% of the participants who are late 3 or 4 days per week have less than ten years of experience and all participants who are late a minimum of five days per week also belong to this group. This implies that the recently hired employees are frequently late than the senior ones.

Amongst the 29 participants who leave early from work 1 or 2 days per week, 41.4% have below 10 years of experience. Out of the 4 participants who leave early from work 3 or 4 days per week,

50% have less than 10 years of experience and from the 5 participants who leave early from work 5 and more days per week, 80% have below 10 years of experience.Amongst the 42 participants, who get absent from work 1 or 2 days per week; 54.8% have below 10 years of experience. All participants who get absent from work 3 or 4 days per week, belong to this group.

Amongst the 19 participants who take longer tea/lunch breaks 1 or 2 days per week, 42.1% have below 10 years of experience. All participants' who take longer tea/lunch breaks 3 or 4 days per week belong to this group. And from the 3 participants who take longer tea/lunch breaks 5 and more days per week, 66.6% have below 10 years of experience.

4.3.2   CWB and Gender

Amongst the 42 participants who get absent from work 1 or 2 days per week on average, 40(59.5%) are male. Similarly, the 2 participants (100%), who are absent from work 3 or 4 days per week are male. On the other hand, 53% of the participants who get late to work 1 or 2 days per week on average are female. Among the participants who leave early from work 1 or 2 days per week, 63% are male. All participants who take longer tea/lunch break are male.This implies that male employees are frequently absent, leave early from work and take longer tea/lunch breaks whereas female employees are frequently late from work.

4.3.2   CWB and Income

The data does not show any difference between exhibiting counterproductive work behaviors and income level of employees.

5.   Conclusion and Recommendation
5.1 Conclusion

Based on the findings, the study identified major counterproductive work behaviors manifested by service delivering employees of EEU. The major organizational counterproductive work behaviors are identified at cognitive, affective and practical levels. Accordingly, there are employees who do not know poor time management such as leaving early from work and taking loner tea/lunch break is a counterproductive work behavior. Negative attitude towards the organization and their job and abusing organization's time such as absenteeism and taking longer tea and/ or lunch breaks, and using organization's resource for personal use respectively.

Regarding interpersonal counterproductive work behaviors, the study found out that communication problem in the work place, disciplinary misconduct and negative attitude towards supervisors and colleagues are the major counterproductive behaviors manifested by participants.

The research has also identified factors that foster counter productive work behavior of employees in the organization. These factors are individual organizational and interpersonal

factors. Individual factor such as knowledge, skill and experience are attributed. Accordingly, the research identified working on jobs that are not related with educational background, lack of experience and lack of skill to execute the assigned task as major individual factors that promote counterproductive work behavior.

The organizational factor includes, lack of having clear job description and responsibility, lack of responsibility and commitment in evaluating employee performance, inability to take actions based on performance evaluation results, inability to create conducive work environment, limited training and education opportunities are identified as factors that maximize counterproductive work behavior of employees.

Regarding interpersonal factors, a closer look is given to the relationships the participants have with the organization, their supervisors, colleagues and the organizations community at large and the social exchange behavior is investigated. In view of that, the participants perceived that they are losing the relationships they have with the organization and their supervisors' while their relationship with colleagues and customers has no profit at all. In all cases, the participants are in a situation that promotes counterproductive work behavior such as lack of motivation, commitment, and lack of feelings of belongingness.

5.2 Recommendation

The recommendations listed below are made based on the major findings of the study and the conclusion presented above.

- There are employees who do not think and do not know that using organization's time and other resources for personal use is a counterproductive work behavior. Hence, the organization should design and implement consistent awareness creation/raising programs such as orientations and inductions to the staffwith this knowledge gap.
- There are employees who do not share the vision, mission and objective of the organization, who do not have feelings of belongingness in the organization, who do not like their job, and who do not accept their position and salary. Such types of attitudinal gaps are related to counterproductive work behavior. Hence, the organization should facilitate attitudinal changes by creating participatory and transparent work environment and implementing merit based assignments.
- There are employees who receive complaints from their customers and corrupt organization's resource. Employees should equip themselves with the knowledge, skill and attitude that will let them satisfy their customers. And also they should develop feelings of responsibility and accountability for their professional and disciplinary misconducts.
- Employees should be abide by the organization's chain of command and develop their work place communication skill.

- The organization should develop a clear job description and assign clear responsibilities for the employees.
- Performance evaluation results are consistently inflated so they are not indicative of gaps related to counterproductive work behaviors. Consequently, the management cannot take actions based on the results since it is not possible to distinguish one from the other. Hence, the management and employees at all level should have a clear understanding on the purpose of evaluation, should reflect professional ethics while evaluating themselves and others, and should be critical while approving and accepting results.
- The organization should capacitate the customer handling and problem solving skill of its employees through designing and implementing capacity building programs such as short term training on identified gaps and long term education related to the major tasks performed in the organization.

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Factors Affecting Job Satisfaction of Ethiopian Revenue and Customs Authority Employees at Head Office

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Abstract

Job satisfaction is vital to maintain and retain employees within the organization and reduce the expense of hiring new employees; Even if the authority is hiring new graduates from different universities, turnover is increasing from year to year and becomes challenging issue so this is an indicators of poor motivation and job dissatisfaction (ERCA, 2016). The research design was descriptive. The research was conducted by using both primary and secondary data. The sampling technique used to select the employees of Ethiopian Revenue and Customs Authority was stratified sampling. Simple random sampling method employed after the employees are stratified with their educational level and 271 employees are selected from the total population. The study find out that employees of ERCA are not satisfied with their job due to the fact that there is no growth and development opportunity, Job insecurity, poor working condition, absence of recognition program. Additionally the promotional polices of ERCA is not known by its employees and staff members are not promoted properly from one position to another based on their experience and performance. Finally, the finding concluded by providing possible recommendations such as compensation and incentive packages have to be designed and implemented properly. Well organized career structure opportunities should be put in place. Supervisors should empower the officers as much as required to make decision by themselves and managers/Supervisor/Team leaders should evaluate the performance of the employees and develop a recognition program so those who are best performer should be recognized accordingly.

Keywords*: Job Satisfaction, Working Condition, Job Security, Supervision, Recognition Program.*

1. Introduction

Job satisfaction is the level of contentment a person feels regarding his or her job. This feeling is can be differentiated based on individual perception towards satisfaction. Job satisfaction can be affected by a person's ability to complete required tasks, circumstance of communication in an organization, and the way mangers treat their employees (Finkelstein, 1984).In our country, Ethiopia government employees are moving from one institution to another institution due to many reasons one is dissatisfaction by their jobs. Similar situation is observed at Ethiopian revenue and customs authority (ERCA, 2016). Therefore, apart from its humanitarian utility, if an organization is really interested in the most effective use of all resources (including labor),

then it is important to maximize employee productivity by considering and addressing the factors that compromise their job satisfaction.

Public Service delivery is the main duty and responsibilities of government and public institutions and it is the result of management and public administration. Government formulates different policies and strategies to be implemented by the executive body. To implement the designed policies and strategies, skilled and motivated human resource is very important.
Many employers do not realize the extent to which their employees are not satisfied with their jobs, or the extent to which that impacts the success of their organization. Contemporary research suggests that job satisfaction has been on the decline since 1995, at which time overall job satisfaction approached 59%. Yet in a July 2003 Conference Board survey conducted by NFO World group, fewer than half of the 5,000 representative households surveyed, only 48.9%,said they were satisfied with their current jobs (Dolliver, 2003).

In order to carryout tax and customs related service ,skilled, qualified and well experienced man power is vital and it is also necessary retaining experienced man power and attracting experts from the market. Even if the authority is hiring new graduates from different universities, turnover is increasing from year to year and becomes challenging issue so this is an indicators of poor motivation and job dissatisfaction (ERCA, 2016). Therefore, the study aims to assess the main factors that affect job satisfaction of Ethiopian Revenue and Customs Authority's employees. Therefore, the study aims to assess the main factors that affect job satisfaction of Ethiopian Revenue and Customs Authority's employees. Thus, this study seeks to answer the following research questions.
1. What is the level of satisfaction of employees at ERCA
2. What are the intrinsic and extrinsic factors affecting job satisfaction at ERCA

2. Review of Related Literatures

The conceptual framework shows that the independent variables (work itself, salary, working condition, recognition, supervision, advancement, responsibility, company policy, interpersonal relationship and job security) affects the dependent variable (job satisfaction) in ERCA.

Figure 3.1 Factors affecting job satisfaction
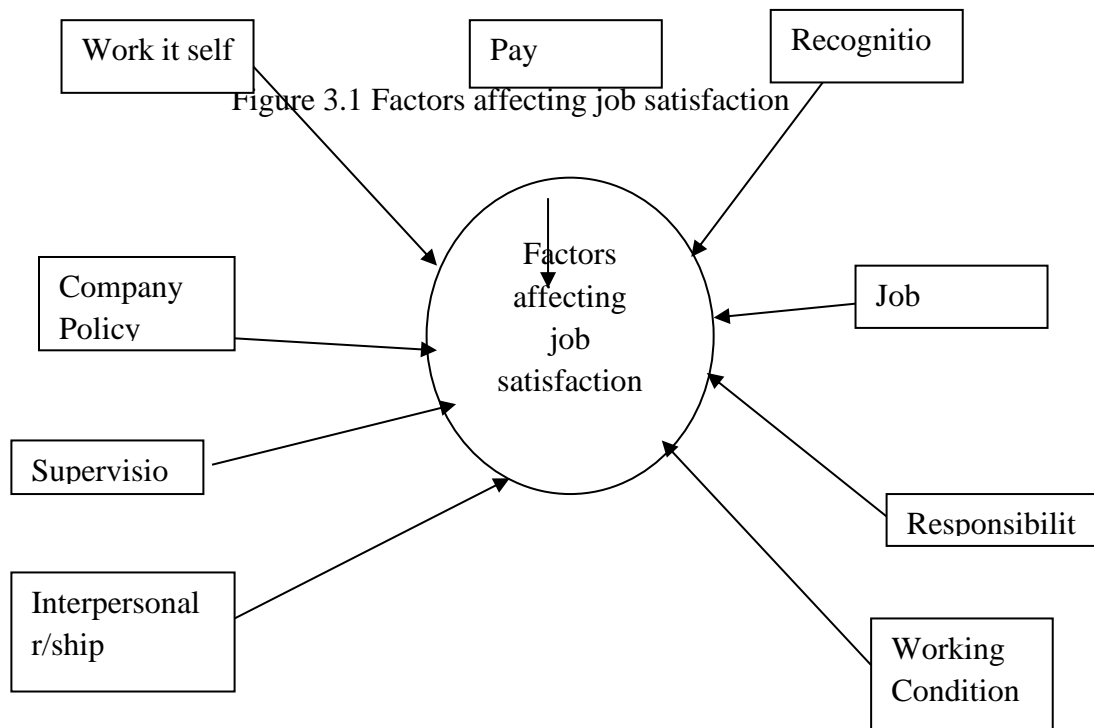
Source: Herzberg, F. (1987) and modified by researcher

2.1 Job Satisfaction

According to (Mullins, 2002) job satisfaction is an attitude that is related with feeling of achievement quantitatively or qualitatively. As well as (Barron and Greenburg, 2003) defines it job satisfaction is an attitude towards the work itself and the satisfaction level is different from individuals to individuals.

Cook described job satisfaction as the degree of happiness in achieving the need at working environment. Job satisfaction is not tangible so it is expressed on emotional feeling. For example if the satisfaction level of an employee is high it means the job provides the expected need of the individual. However if the satisfaction level of an employee is low, it means the job does not meet the expected need of the individual (Cook, 2008).

Hoppock defined job satisfaction as any combination of psychological, physiological and environmental circumstances that cause a person truthfully to say I am satisfied with my job (Hoppock, 1935). According to this approach although job satisfaction is under the influence of many external factors, it remains something internal that has to do with the way how the employee feels. That is job satisfaction presents a set of factors that cause a feeling of satisfaction.

283

2.2 Theories of Job Satisfaction

After understanding various definition of job satisfaction it is important to understand different theories of job satisfaction that are written by different author's .the aim of these theories is to provide a framework for understanding factors that influences job satisfaction.

2.2.1   Herzberg Two Factor Theory

Frederic Herzberg's motivation –hygiene theory proposes that intrinsic factors are related to job satisfaction and motivation; whereas extrinsic factors are associated with job dissatisfaction. Believing that an individual's relation to his or her work is a basic one and that his or her attitude toward work determines success or failure, Herzberg investigated the question "what do people want from their job?'' he asked people for detailed descriptions of situations in which they felt exceptionally good or bad about their jobs (CharlsW.l and Steven,2008)

Herzberg concluded from his analysis of the finding that the replies people gave when they felt good about their jobs were significantly different from the replies they gave when they felt badly. Certain characteristics were consistently related to job satisfaction and others to job dissatisfaction. Those factors associated with job satisfaction were intrinsic and included things such as achievement, recognition, work itself, responsibility, advancement and growth. When people felt good about their work, they tended to attribute these characteristics' to themselves. On the other hand, when they were dissatisfied they tended to extrinsic factors such as company policy, administration, supervision, working condition, interpersonal relationship, salary, job security, relation with supervisor (CharlsW.l and Steven,2008).

2.2.2 Equity Theory

This theory is based on the assumption that major factors in job motivation are the individuals evaluation of the equity or fairness of the reward received. Equity can be defined as a ratio between the individuals' job inputs (such as efforts or skills) and job rewards (such as payer promotion .A according to equity theory individuals are motivated when they experience satisfaction with what they receive from an effort in proportion to the effort they apply. Equity theory is a process of job satisfaction that focused on person's perception how fairly they are treated compared to other persons. Workers give value for their efforts in relation to their outcome and evaluate the ratio with other colloquies in other institutions (James A.f, R Edward and Daniel ,1995).

2.2.3 Expectancy Theory

According to Lunenburg (2011), Vroom's expectancy theory contains various significant issues in motivating employees. Several aspects are identified by Vroom that is able to motivate employees by changing their expectation to perform, their anticipation of reward for

performance and view of reward. Expectancy, instrumentality and valence are the key concepts of the theory.

2.3 Factors Affecting Job Satisfaction

Job satisfaction is an individual's general attitude about his or her job. The five major components of job satisfaction are attitude towards work group, general working condition, and attitude towards supervision. Other major components that should be added to these five are the individual's health age, level of aspiration, social status, and political and social activities can all contributes to job satisfaction.

The implementation of job satisfaction in an organization is difficult concept to identify because of individual difference and organizational situation. What one employee satisfies may not satisfy the other one. For example one employee may satisfied by his salary but the other one may be satisfied by recognition or by the working situation. So organization should identify which factors affect the satisfaction of the employee Marsland, and Ulmer (1999).

There are many internal and external factors that affect job satisfaction of employees. According to Brevis.e.t.al (2011) Managing human resource is fundamental to organization success motivated employees can make a difference in an organization.

3. The Methods
3.1 Research Design

According to Burns and Bush (2002), research design is defined as ―a set of advance decisions that make up the master plan specifying the methods and procedures for collecting and analyzing the needed information. This helps the researcher to formulate the sort of data to collect for the study. These are some of the main types of research design namely exploratory, explanatory, and descriptive.

To collect relevant information yielding maximal evidence with minimal expenditure a research design plays important role (Kothari, 1985). Perhaps the most basic and easily understood goal of research is description. In short, description refers to the process of defining, classifying, or categorizing phenomena of interest. Descriptive research is useful because it can provide important information regarding the average member of a group. Specifically, by gathering data on a large enough group of people. The type of research was descriptive because it describes about factors that affect job satisfaction.

3.2 Type and Sources of Data

This research conducted by using both primary and secondary data. The primary data collected for conducting this study is raw data that is gathered through questionnaires. The researcher used secondary data that are organized by other bodies for their purposes. Secondary data employed by researcher from published and unpublished documents, books, journals, and website.

3.3 Population and Sample size

A sample design is a definite plan for obtaining sample from a given population. Under this sub section, the number or size of population; sample size and sampling technique are discussed.

3.3.1. Population

The first step in developing any sample is to clearly define the set of object or the universe to be studied .The universe can be finite or infinite (Kothari, 1985).In the case of this study the population is finite or certain. So the total population is 843 employees of Ethiopian Revenue and Customs Authority at head office.

3.3.2. Sample size

Collecting data and analyzing the gathered data need time and financial resource difficulties to manage all these 843 population size. So the researcher decided to use Yamane (1967) provides a simplified formula to calculate sample sizes of finite population, which is used to determine the sample size for this study paper.
A 95% confidence level was assumed for this formula to determine the sample size, at e=0.05. The sample size is determined by the following formula.

$$n = N/1 + N(e)2$$

Where n is the required sample size, N is the population size and e is the level of precision. Applying the above formula,

$$n = 843 /1 + 843(0.05)2 = 271.2 = 271$$

Therefore 271 employees are selected from the total population.

3.3.3 Sampling Technique

The sampling technique used to select the employees of Ethiopian Revenue and Customs Authority was stratified sampling. This method was selected since the objective of this research is to assess the satisfaction level of employees based on their educational level and simple random sampling method employed after the employees are stratified by their educational level because random sampling ensure the law of Statistical Regulatory which state that if on an average the sample chosen is random one, the sample will have the same composition and characteristic as the universe this is the reason why random sampling is considered the best technique of selecting a representative sample (Kothari, 1985).

4. Results and Discussions
4.1The Data

Data analysis was performed on both primary and secondary data collected from the field. Secondary data was collected from Ethiopian Revenue and Customs Authority, Head office and

other journals. Similarly primary data was collected through questionnaires based on the schedules from the employees.

4.2 Socio Demographic Characteristics of Respondents

The socio demographic characteristic of the respondents has also been surveyed and the desired information obtained is presented as follows.

Table 4.1 List of socio demographic characteristic of Respondents

No		Employees	
		Frequency	%
1	Gender		
	Female	108	40%
	Male	163	60%
	Total	271	100
2	Age		
	20-25	37	13.7
	26-35	175	64.8
	36-45	47	17.4
	>45	11	4.1
3	Educational Level		
	Diploma	14	5.2
	1st Degree	225	83
	2nd Degree	32	11.9
	PhD	-	-
	Total	271	100
4	Job title /Position		
	Junior Officer	66	24.4
	Senior officer	170	63
	Team leader	33	11.9
	Director	2	0.7
	Total	271	100
5	Experience at ERCA		
	<1 Year	16	5.9
	1-5 Year	120	44.1
	5-10 Year	93	34.4
	>10 Year	42	15.6
	Total	271	100

Source: Filed Survey, 2016.

As the table shows most of respondents or 60% are male. The data indicated that 64.8 % of employees are under the age of 26-35 .So this shows that most of the employees are composed of the new generation this is resulted due to the fact that ERCA hiring new graduates with better performance from different universities yearly. The educational level of respondents indicated that most of them are first degree holders and in a position of senior officers. When we look at their experience most of them have below 5 years work experience. This indicated that well

experienced staff members are leaving their job. So ERCA should develop a strategy to retain its employees.

4.3. Intrinsic and Extrinsic Factors that affect Job Satisfaction
4.3.1. Work It self

Table 4.2 The work itself

Work it self	Strongly Disagree	Disagree	Impartial	Agree	Strongly Agree
My job is challenging	4.1%	10.7%	24.1%	41.5%	19.6%
The amount of work I expected to do is reasonable	5.9%	11.9%	29.6%	39.6%	13%
I am clear and aware of my job description	5.6%	11.5%	22.6%	43.3%	16.7%
The nature of the work may exposed me at risk	5.2%	10.4%	22.2%	35.2%	27%

Source: *Filed Survey, 2016.*

The data indicated that most respondents agreed that their job is challenging, the amount of the work they expected to perform is reasonable and they are clear and aware of their job description. Jobs that involve certain kinds of challenging mental tasks can boost memory and thinking years down the road.

However they feel that nature of the work may expose them at risk. The Data obtained from secondary source indicated that the job by itself is full of high risk (ERCA,2016). So ERCA should create a mechanism on how to reduce a risk.

4.3.2Working Condition

44.8% respondents agreed that ERCA does not provide them adequate material and equipment to perform their job, 73% of them agreed that there is no an internet access to perform their job, most of them believed that the office layout is not suitable to do their job, 44% agreed that adequate transport is not available in the authority and majority of them responded that there is no well-organized lounge service.

Table 4.3 Working condition

Working Condition	Strongly Disagree	Disagree	Impartial	Agree	Strongly Agree
ERCA has provide me adequate material and equipment to perform my job	15.9%	28.9%	35.2%	16.7%	3.3%
I have an access to internet	37.4%	35.6%	14.1%	8.9%	4.1%
The office layout is suitable to do my job	23.7%	42.2%	19.6%	11.5%	3.0%
Adequate transport is available to do my jobs	27.8%	26.3%	23%	19.6%	3.3%
There is well organized lounge service	23.7%	35.2%	30%	8.9%	2.2%

Source: *Filed Survey, 2016.*

From the data it is clear that there is a shortage of necessary material and equipment to carryout duties and responsibilities and the office lay out is not suitable to work properly. Additionally transportation is not available as required and the lounge service is not organized as the need and expectations of the employees.

The data gathered from secondary source shows that the work experience that the authority provided to its employees is not related with their educational background due to this the employees are unable to exercise what they have learned, the organizational structure is not suitable to provide service as required, there is lack of clear rule and regulation and the coordination between the authority and stockholders is poor (ERCA, 2016).

Jobs with difficult working conditions may perform only those employees who meet specific requirements in terms of age, sex, qualifications, health, physical and mental condition and psycho physiological and psychological capabilities. Difficult working conditions influence employees' performances. It is therefore necessary to take measures to eliminate uncomfortable working conditions.

Uncomfortable working environment affect employees work performance and job satisfaction therefore it is vital to take measures to eliminate the above listed problems in relation to working conditions.

4.3.3 Job Security

71.1% respondents agreed that they do not feel secured on their job. 61.2% believed that they do not feel as part of the authorityand most of them agreed thatthey are unable to express their idea freely. Additionally the main factor that causes for job dissatisfaction is job insecurity for example on article 37 said If the director suspected (without tangible evidence) that the officer is involving on corruption or illegal tasks he/she has the right to fire him/her. So they expressed that this article is the main problem to feel job insecure.(ERCA,2016).

So the above result indicated that there is a problem of job insecurity in ERCA. Employees who perceive that they in secured may become less motivated to play the duties and responsibilities they have or decided to leave their job.

Job security is directly linked with commitment and work performance. This finding was supported by the research finding of Abdullah and Ramay (2012) who reported a significant positive relationship between job security and organizational commitment of employees. This certifies that job security induces employee commitment in any work situation.

An employee who feels in secured on job couldn't work properly to achieve the mission and vision of the organization, so the authority is expected to work intensively to create secured environment.

4.3.4 Responsibility

Most of the respondent knows clearly about their duty and responsibility. Regarding exercising freely their responsibility 11.9%,19.3%,32.2%,29.6% and 7%   have strongly disagreed ,disagreed, impartial, agreed and strongly disagreed respectively. However most of them agreed that they are not making decision by themselves and couldn't work independently and creatively.

This result implies that employee of ERCA knows their duty and responsibilities but unable to make decision by themselves and ERCA (2016) indicated that the decision making process in the authority is not participatory because of this employees are forced to perform what they do not believe so this can affect the satisfaction of the employees. Since being decision maker or empowerment can increase job satisfaction and improves the performance of the organization the authority should empower its employees as much as required.

4.3.5   Recognition

Recognition can be described as the process of providing an employee a status or level within an organization or it can be understood as the process awarding or rewarding an individual based on his/her performance. Recognition can play a great role in motivating employees Spector (1985).
Recognition awards should not be too easy or difficult to obtain; because if they are easy they may lose their meaning and if they are too difficult employees may feel negative by considering they are beyond their capacity.
Recognition programs could be exercised in different ways for example a simple Certificate of Appreciation, Bonus, Scholarship, posting that he is or she is Employee of the Month in the department or in the institution he/she is working. Recognition should be provided to those who exceed expectations and earn the awards.
   Table 4.4 Recognition

Recognition	Strongly Disagree	Disagree	Impartial	Agree	Strongly Agree
I receive recognition for the work I do	11.5%	49.6%	24.4%	18.1	7.4%
The amount of praise I receive for my outstanding performance is fair.	30.4%	44.4%	18.1%	6.3%	0.7 %

Source: Filed Survey, 2016.

A question rose whether employees receive recognition for the work they do, 11.5 % strongly disagreed, 49.6% disagreed, 24.4% impartial, 18.1% agreed and 7.4 strongly agreed.

As well as most of respondents believed that the amount of praise they received for being an outstanding performer was not fair.

The result indicated that the culture of recognizing best performers is poor in the authority. However whether it is large or small, recognition program can bring a morale, innovation and job satisfaction for employees.

Both financial and non-financial rewards impact the job satisfaction and motivation of employees. Employees are likely to be motivated to improve their performance with nonmonetary rewards such as employee recognition. So the authority should design and implement properly recognition program.

4.3.6 Advancement

Advancement is an official transfer from one position to another position with a new salary, job title and new responsibilities. How the employees look or view the opportunity for advancement is important to how satisfied the employees with the job. Vroom (1982) explained that promotion or advancement is vital to employees' job satisfaction.

The data revealed that most respondents were not aware of the advancement opportunities that existed in the organization and the opportunity to be promoted from one level to another is low. Regarding on job training to build the capacity of staff, 21.6% ,49.1%,16.4%,10% and 3% respondents strongly disagreed ,disagreed, impartial, agreed and strongly agreed respectively. Additionally on access to education 11.5%, 18.1%, 39.6%, 23% and 7.8% strongly disagreed, disagreed, impartial, agreed and strongly agreed respectively.

The finding a show that the promotional polices of ERCA is not known by its employees and staff members are not promoting properly from one position to another based on their experience and performance. Implementation of on job training is poor however access to education is in a better condition in the authority.

4.3.7 Company Policy, Rule and Regulations

To know whether ERCA has clear rule and regulation on different issues 11.5%, 18.1%, 39.6%, 23% and 7.8% respondents strongly disagreed, disagreed, impartial, agreed and strongly agreed respectively. In relation to promotion rule /regulation most of respondents are not satisfied and believed that the nature of some rules and regulation may result in job dissatisfaction especially article no 37(an article that gives the power for the director to fire an employee by suspicion). In similar situation majority of the respondent revelled that they are not satisfied with the training policies of the authority.

Since the policies, rule and regulation of an organization is among the main factor for job satisfaction and the key in realizing organizational goal ,the authority need to improve its policies specially regarding to promotion, training and article no 37.

4.3.8 Working Relationship
Since employees spend most of their time at work interpersonal relationship and friendship among them at work are formed. Establishing relationship at work and involving in social activities help to build healthy relationship and strengthen bond. On the other side if the working relationship is negative or an employee feels emotionally alone or detached at work and cannot fit to organization culture value dissatisfaction at job may occur and forced him/her to resign. Due to this it is easy to understand that working relationship has an impact on an employee satisfaction and retention.

Table 4.5 Working relationship

Working relationship	Strongly Disagree	Disagree	Impartial	Agree	Strongly Agree
I have strong and positive relationship with my colloquies	2.6%	14.1%	28.5%	40%	14.8%
I have strong and positive relationship with my boss	4.1%	21.9%	36.3%	27.8%	9.6%
I am aware of what is going on in ERCA	19.3%	23.7%	31.5%	17.4%	8.1%

Source: Filed Survey, 2016

The data summarizes what the working relationship in ERCA looks like. Based on this respondents were asked if they have positive and strong relationship with their colleagues, and 2.6% strongly disagreed, 14.1 disagreed, 28.5% impartial, 28% agreed and 14.8 strongly agreed respectively.
Working relationship also includes the relationship that the employee with his boss. 4.1 %, 21.9%, 36.3%, 27.8% and 9.6% respondents were strongly disagreed, disagreed, impartial, agreed and strongly agreed that they have positive relationship with their immediate boss respectively.

Generally the result indicated that the working relationship among employees and between the employees and the managers is in a better condition. Healthy relationships among employees motivate employees to do their job and increase morale. It also promote team work help to understand each other work together effectively create satisfying environment.

4.3.9   Supervision

Supervisor is an individual who has frequently contact with subordinate with the main duty of supporting, monitoring and leading employees and solving problems when it occurs. Supervision is an interactive process that is designed to support staff as they work to achieve mission and vision of the organization and to increase personal and professional development. The relationship between workers and supervisor is among the main factor that affects job satisfaction. Both job satisfaction and job performance are highly dependent on supervisors in the organization.

Characteristics of supervisor support are showing tolerance for employees who have difficulties with tasks, giving credit for jobs well done, and providing incentives for employees to perform better. Even listening to employees' complaints about workplace stress is an important step for supervisors to mitigate employees' stress, although that does not change anything; it makes them feel better.

Table 4.6Supervision

Supervision	Strongly Disagree	Disagree	Impartial	Agree	Strongly Agree
My supervisor gives me feedback to improve my performance	8.5%	31.5%	34.4%	20.4%	5.2%
My supervisor promote teamwork	8.9%	25.6%	41.1%	18.1%	6.3%
My supervisor evaluates my performance regularly	7.4%	23%	45.6%	19%	4.7%
My supervisor is a good listener	10.4%	28.9%	33.3%	18.5%	8.9%

Source: Filed Survey, 2016.

Based on table 4.6, 8.5%,31.5%, 34.4% and 20.4% and 5.2%   strongly disagreed, disagreed, impartial, agreed and strongly agreed that the supervisors gives them feedback to improve performance .Majority respondent agreed impartially on issues related to that the supervisor promoting team work, evaluating performance regularly and being a good listener .

This finding is supported by ERCA (2016) which indicated that some managers attitude towards employees is negative so this affect the employees to do their job freely and causes turnover, some supervisors are not providing quick response when questions are raised by staff members, performance evaluation conducted by supervisors is not supported by evidence and lack fairness so this affect staff motivation.

So the result indicated that the role of supervisors needs to be improved because Supervisor's attitude to employees is indicator of organizational culture and support because supervisor is representative of the organization. He or she has the duty and responsibility of supporting and measuring performance of its subordinate.

4.3.10 Salary/Incentive

Every employees work by aiming to achieve certain economic and social objective. Salary/compensation defined as the amount of reward that a worker expects from the job. Other than other factors that affect job satisfaction, compensation system or salary is also among the determinant factor.

Table 4.7 Salary

Salary	Strongly Disagree	Disagree	Impartial	Agree	Strongly Agree
I am satisfied with my salary	46.3%	36.7%	10%	5.2%	1.9%
My salary is fair compared to my educational level and experience	50%	32.6%	10%	5.9%	1.5%
I am satisfied with the existing salary structure of ERCA	54.1%	31.5%	8.1%	5.2%	1.1%

Source: Filed Survey, 2016.

The above table depicts that most of the respondents (83%) agreed that they are not satisfied with their salary and 82.6 % agreed that their salary is not fair compared to their educational level and experience. Additionally most of them are not satisfied with the existing salary structure at all.

Question was raised to know if there is an incentive package and 85.2 % respondent said no and 14.8% said yes. This indicated that the incentive package in the authority is very low. Respondent list the effect of poor incentive mechanism as follows:-

- Many experienced staff left their job with irreplaceable knowledge, experience and values hence the organization star from zero by fresh workers.
- It has negative impact to achieve the authority goals and objectives.
- It does not invite new staff to join the in the organization
- The authority is incurring extra cost to hire new employees

ERCA(2016) finding indicated that the main causes for employees job dissatisfaction and turnover are , there is no staff benefit scheme(house allowance ,health insurance…) the salary is not equivalent with their task they are performing, there is no salary increment, the salary scale is low compared to other similar institutions .

Studies have demonstrated that pay affects job satisfaction. Employees expect a certain level of monetary rewards for their organizational contribution, and pay constitutes a quantitative measure of an employee's worth. In order to compete for the most talented workers, companies need to provide attractive and equitable pay. It has been argued that pay is a motivator for many employees initially, but it is not a powerful motivator over the long term. The role of pay in attracting and retaining people at work has been recognized for many decades and is increasingly important in today's competitive, economic environment where strategic compensation planning is needed (Jackson & Schuler, 2006). So the authority must develop and implement new salary structure which is competitive with the current market to retain employees and to attract well skilled manpower.

4.3.11 For which factor you need to leave your employment at ERCA?
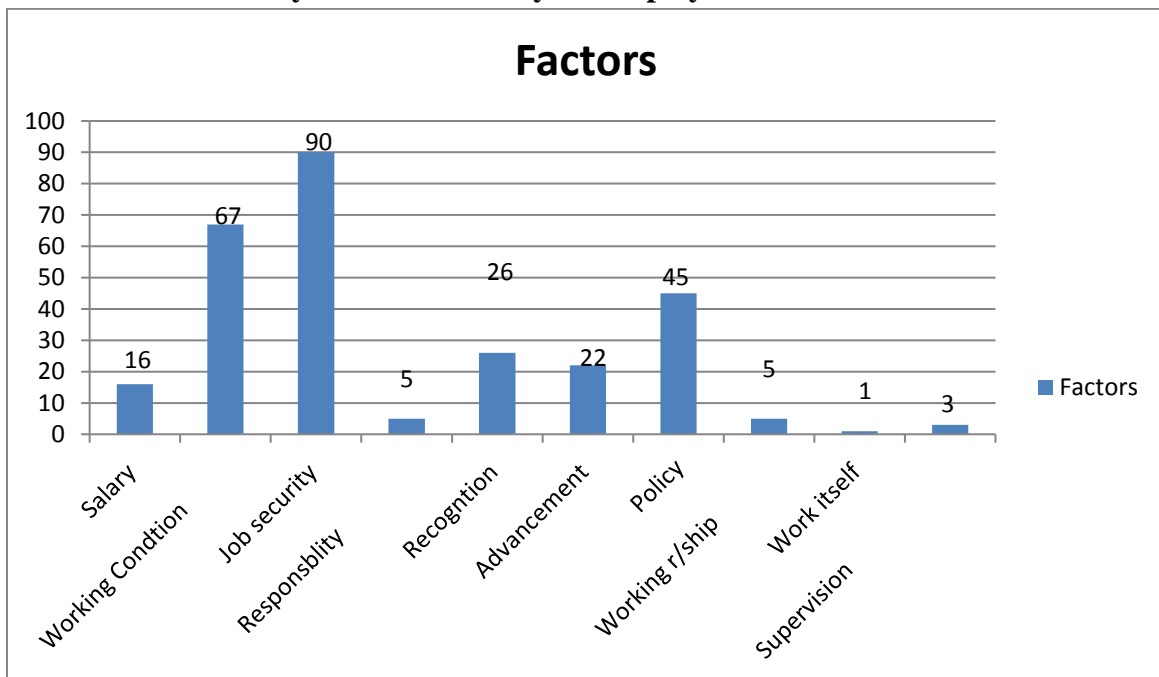
Figure 4.1 Determinant factors
Source filed survey, 2016

As the figure shows respondents were ranked from 1-10 for which factor they need to leave their employment at ERCA. Based on the above figure 90 (33%) respondent said job security is the first factor that forced them to leave the authority. Working condition ranked secondly by 24 % policy rule and regulation has got the third rank by 16 %, recognition and advancement ranked fourth and fifth by 9% and 8% respectively.

From 6-10 salary, responsibility, working relationship, supervision and work itself ranked from highest to least by 5%, and the remaining by 1 % respectively.

The result indicated that most of employees plan to leave the authority due to job insecurity so this will affects the employee's satisfaction negatively and can become the major causes for turnover.

The data shows from secondary source shows that the employee's turnover is increasing from year to year accordingly.
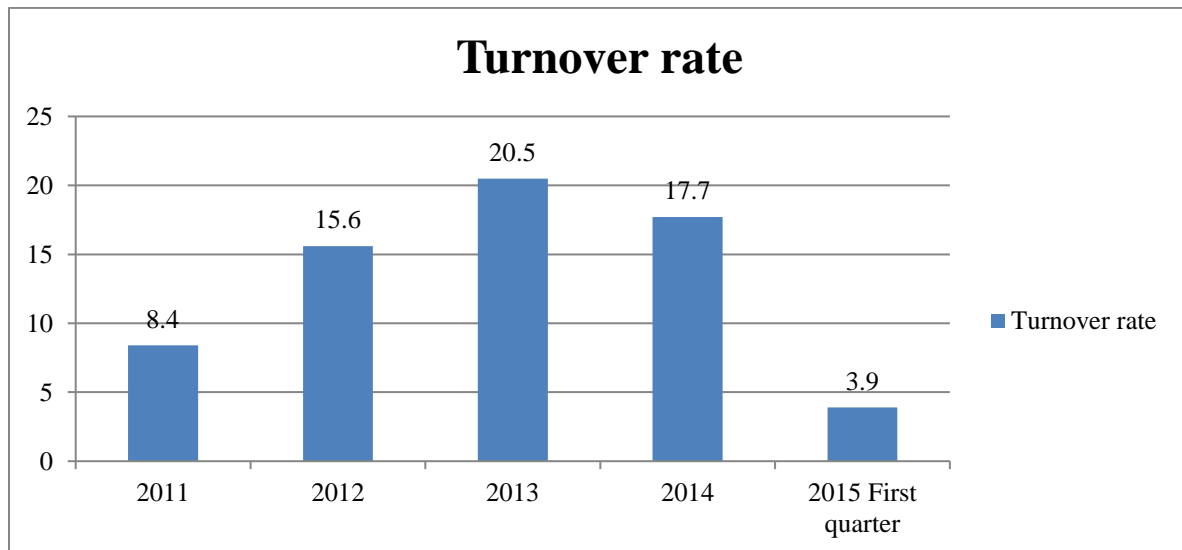
Figure 4.2 Turnover rate

Source ERCA, 2016.

The turnover rate in 2011 was 8.4%, in 2012, 15.6%, in 2013 20.5 %, in 2014, 17.7%, in the first quarter of 2015, 3.6%.The above data expressed that employee's turnover is increasing from year 2011-2013 and decreases in 2014.

From those who left the authority in the past five years, 17% were diploma holder and majority of them or 66% were first degree holder. Since the authority is hiring first degree holders from different universities, the rate of turnover on first degree holder is high. Due to this problem the authority is incurring additional training cost for new employees (ERCA, 2016).

Employee's turnover has negative impact on the organization and create financial crisis and affect the social set up of the organization so the authority should design a strategy to motivate and retain its employees.

A question were raised for how long time he/she is planning to work at ERCA and 49.6% respondents were saying currently they are looking for another job, 20.4% said they are happy where they are now but they don't need to work at ERCA forever, 1.9% said they do not have the plan to leave the authority and the remaining said they don't know for how many years they plan to work there.

This data depicts that most of employees are looking for a new job. Skilled man power is vital in meeting organizational goal so the authority should motivate its employees by using different mechanism to retain them and to meet its objectives.

4.3.12 The satisfaction level of employees

The overall satisfaction with your job
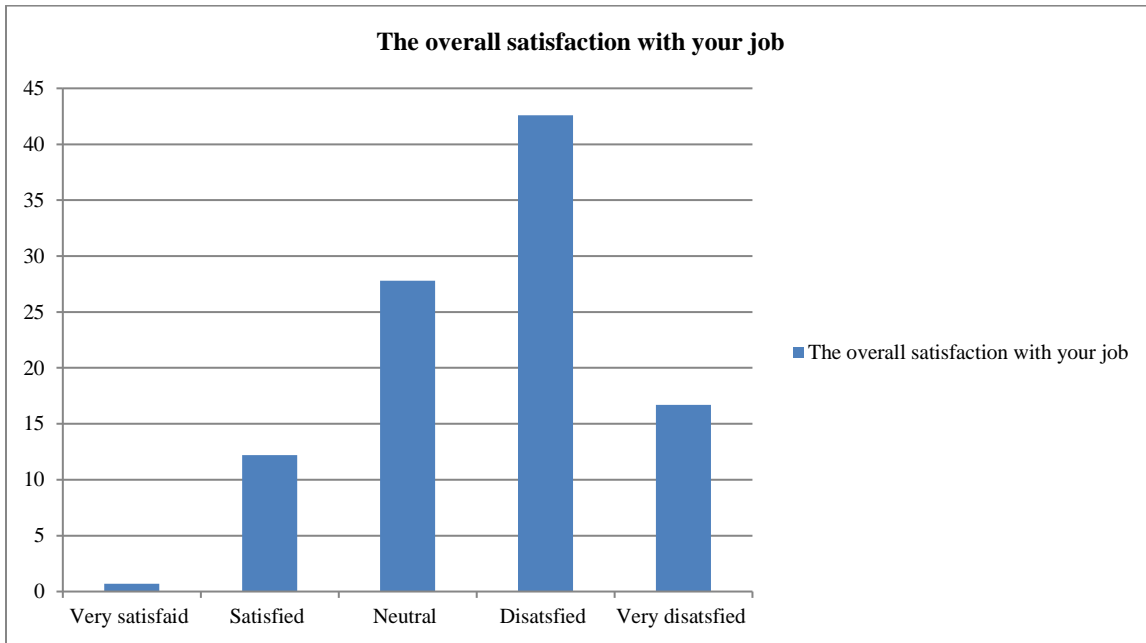
Figure 4.3 Satisfaction level

Source filed survey, 2016.

A question was raised to know the job satisfaction level of employees of ERCA. Based on that 0.7%, 12.2%, 27.8, 42.6% and 16.7% were very satisfied, satisfied, average, dissatisfied, and very dissatisfied respectively. Mean 3.66, media 4.00, mode 4.00 and standard deviation 0.92762.

The result indicated the satisfaction level of employees with their job is low and the main causes are absence of incentive package, poor accommodation, absence of recognition program, job insecurity, and lack of good governance.

5. Conclusion and Recommendation

5.1 Conclusion

One of the main duties of human resource management is motivating employees by using different mechanisms and there are different factors that affect job satisfaction of employees in an organization. The study assesses and identified 10 factors that affect job sat faction in the authority and based on the finding the researchers concluded as follows.

The nature of the job by itself is challenging, the amount of the work they expected to perform is reasonable and employees are clear and aware of their job description however the nature of

the work exposed them at risk.There is a shortage of necessary material and equipment to carryout duties and responsibilities and the office lay out is not suitable to work properly. Additionally transportation is not available as required and the lounge service is not organized as the need and expectations of the employees.There is a problem of job insecurity in ERCA.

Employee of ERCA's knows their duty and responsibilities but unable to make decision by themselves or not empowered. The nature of some policies, Article 37 resulted in to felt job insecure on employees. Current salary structure is not attractive when it is compared to the stress of the job and current market price and due to this employees are looking for new jobs.

Generally Employees of ERCA are not satisfied with their job due to bad working condition, job insecurity; poor recognition program, low salary, poor growth and development opportunity, lack of good governance, unavailability of part time payment , low focus for internal customer by the managers and poor access to transport service .

5.2 Recommendation

Employee's attitude may reflect the status and the situation of the organization they work. Satisfied employees are important for the organization and themselves in different ways for example it will enhanceemployee retention, reduce turnover and training cost, satisfy its customer, promote team work, the quality of service and product will increase. In order to increase job satisfaction level of its employees and to retain them the authority should take the following action.

Many researchers have shown that job security affect organizational commitment of workers. Davy, Kinicki and Scheck (1997) discovered that job security has direct relationship with employee commitment. Lambert (1991) views job security as an extrinsic comfort that has a positive relation with workers' commitment and performance. The job security of ERCA'S employees should be considered seriously. Rule and regulation that could lead to threats of job security among the staff should be amended by the authority.

Salary structure should be promising and revised based on the current market price and must be balanced with their workload .Compensation and incentive packages have to be designed and implemented properly by the top management and human resource management department. Well organized career structure opportunities should be put in place. So this would encourage them to stay on their job and be committed to their professional responsibilities. Thus, staff turnover would be greatly reduced.

Employees act only as empowered as their employers make them feel. When employees don't feel empowered at work, they're unlikely to take initiative or be top performers. So managers /supervisors should empower the officers as much as required to make decision by themselves.

This will help the employees to be creative, to develop confidence and to perform their job in better way.

Motivation of employees and their productivity can be enhanced through providing them effective recognition which ultimately results in improved performance of organizations. Employees don't only want a good salary and benefit package, they also want to be valued and appreciated for their work. Employees believe in fair treatment, and respect those giving fair treatment.

Managers/Supervisor/Team leaders should evaluate the performance of the employees and develop a recognition program so those who are best performer should be recognized accordingly. This would help employers to meet their organizational goals by attracting and retaining high-performing employees.The top management of the authority should establish partnership with internal and external stakeholders to create conducive working environment.

The studies that have dealt with the working conditions as a factor of job satisfaction shows that employees prefer working conditions which are not dangerous and unpleasant (Robbins, 1998).Employees need tools and facility to provide the very best performance to the organization. So ERCA must improve the working condition or environment by constructing new offices, by fulfilling necessary materials and inputs, by increasing access to transportation service, providing quality lounge service and installing Internet service to provide quality service.

The top management of the authority should give attention and provide quick solutions when questions are raised by employees and should be concerned equally with external customers. Promotional opportunity is a desired, positive, personal goal. Promotional opportunity is a goal most workers desire and that an individual's performance is related to the degree to which the individual believes that being promoted is related to performance on the job and how strongly the individual desires the promotion. Therefore the human resource department must design and implement carrier development structure properly.

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Factors Affecting Business Performance of Women Entrepreneurs in Small and Micro Enterprise: The Case of Yeka Sub City of Addis Ababa City Government

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Abstract

Micro and Small Women Entrepreneurs (MSWEs) play an important economic role in many countries and recognized as key vehicle of economic diversification, employment creation, income generation and distribution, and poverty alleviation. MSWE occupy a prominent position in the development agenda of many developing countries like Ethiopia. However, most MSEs are falling from growing and faced threat of failure due to many factors.This research aims to access factors affecting the business performance and major characteristics of Micro and Small Women Entrepreneurs (MSWEs) with a special emphasizes on Yeka Sub city. The research applied a mixed methodology where both qualitative and quantitative methods used. Primary data was collected from a sample of 247 women entrepreneurs engaged in trade, service, manufacturing, construction and urban agriculture sectors using stratified and simple random sampling. Structured questioners, interview and focused group discussion (FGD) were used to collect data. The collected data were analyzed using descriptive statistics with the aid of Statistical Packages for Social Scientists (SPSS) and Excel spreadsheet.The results of the study indicate the personal characteristics such as; educational level and management experience of women entrepreneurs in micro and small enterprises affect their business performance. Moreover, Lack of access to finance, lack of access to market, inadequate access to trainings, lack of technology and raw material, stiff competition in the market were key economic factors that affect the effectiveness of their business performance. On the other hand, lacks of social network, multiple gender roles, are main socio cultural factors that affect their business performance. Besides, bureaucracies and red tapes, absence of proper support and follow up from government body were the main legal and administrative factors that affect women entrepreneurs' business performance. Despite the given facts women entrepreneurs included in this study create job for around 1104 workers including themselves. Based on the major findings, recommendations were forwarded; Micro finance office should initiate proactive regulation and create public private partnerships to address access to finance issues for women and affordable technologies should be provided to advances their services and products, Women centers should be established to help women to access social network. Microfinance office should support women in regular bases.

Key words: *Micro and Small Enterprise, Women, Ethiopia*

1. Introduction

Entrepreneurship is increasingly recognized as an important driver of economic growth, productivity, innovation and employment. Transforming ideas into economic opportunities is the decisive issue of entrepreneurship. History shows that economic progress has been significantly advanced by pragmatic people who are entrepreneurial and innovative, able to exploit opportunities and willing to take risks (Hisrich, 2005).

Consequently, fostering entrepreneurship is a key policy goal for governments of all countries which share the expectation that high rates of entrepreneurial activity will bring sustained job creation and boost the development of new products, processes, and organizational innovation.

Accordingly, public policies to promote women entrepreneurship include: fostering a gender sensitive legal framework for business, reducing administrative burdens on firms and excessive regulatory restrictions; ensuring equal access to finance for women and male entrepreneurs, and pair relevant financing schemes with support measures such as financial literacy, training, mentoring, coaching and consultancy services, and increased access to support networks, including professional advice on legal and fiscal matters (OECD, 2014).

Moreover, the growth in women entrepreneurs from economic motivation demonstrates the resiliency and steadfastness of women entrepreneurs worldwide has demonstrated their ability to take control of their economic future, by choosing the risky and often difficult option of entrepreneurship (ILO, 2003).

Although there is increase in women owned business, women entrepreneurs are still disadvantaged in process of starting business, especially in such area of support systems and startup funds. Women entrepreneurs main source of funds are personal assets and savings and personal loans as compared to their male counter parts, who have personal assets and savings and bank financing, investment and loan from friends and family (Ibid, 2005).

According to Amaha and Admassie (2008), similar to other African countries in Ethiopia there is inability to effectively use entrepreneurship in poverty reduction in general and alleviating the problems among women who are susceptible for poverty in particular, in bringing meaningful economic and social transaction, in promoting and enhancing gender equality and women empowerment and in ensuring women's social mobility in the country because of a lot of obstacles that women entrepreneurs face.

Furthermore, the study conducted by International Labor Organization on women entrepreneurs in Ethiopia stressed factors that influence the growth and development of micro and small enterprises in relation to the issue for women when starting and expanding their enterprises and that women face problems in credit from the micro finance institutions because of the credit modality of micro finance institutions.

On the other hand socio cultural factors like, gender inequality and prejudice, conflicting gender roles , cultural influence, social acceptability, positive relationship with work force and shortage of time due to multiple tasks are constraints of women entrepreneurs in Ethiopia (ILO, 2003).

However, this study is different from earlier researches done in the area. prior researches focus area were in all entrepreneurs and their studies did not address women entrepreneurs in MSEs. Besides, they did not see the factors with respect to personal characteristics. Consequently, this research tried to address challenges of women entrepreneurs in MSEs with respect to personal characteristics, economic, socio-cultural and legal/administrative matters of women entrepreneurs in MSEs particularly in yeka sub city.

The general objective of the study is assessing factors affecting business performance of women entrepreneurs in micro and small enterprises in Addis Ababa City government, Yeka Sub City. In specific, this study will access: 1. the major personal characteristics of women entrepreneurs engaged in micro and small enterprises. 2. Economical, socio-cultural and legal and administrative factors affect the business performance of women entrepreneurs in micro and small enterprises. 3. The supports given to women entrepreneurs in MSEs by government bodies in Yeka Sub City.

2.Review of Related Literature
2.1 Women Entrepreneurship

It is not uncommon trend that the number of women entrepreneurs continues to increase steadily worldwide. Women represent more than one-third of all people involved in entrepreneurial activity Global Entrepreneurship Monitor (GEM), 2004.

Moreover, in many societies women do not enjoy the same opportunities as men. In many transitional economies progress has been achieved in opening doors to education and health protection for women but political and economic opportunities for women entrepreneurs have remained limited. Concerted efforts are needed to enable female entrepreneurs to make better economic choices and to transform their businesses into competitive enterprises, generating income and employment through improved production (OECD, 1997).

2.2 Women Entrepreneurs in MSEs in Ethiopia

According to World Bank survey (2015) Ethiopia is falling behind its peers in the area of credit to the private sector. According to the World Bank's Enterprise Surveys, access to finance is perceived as the main business environment constraint by micro (41%), small (36%), and medium (29%) enterprises in Ethiopia, compared to a Sub-Saharan Africa average of 24%, 20%, and 16% respectively. At the same time, opportunities for women entrepreneurs in Ethiopia lag far behind those of men.

Schorling (2006) argued that in Ethiopia's situation MSEs are confronted by various problems, which are of structural, institutional and economic in nature. Lack of Capital, market and working premises, marketing problems, shortage of supply of raw materials and lack of qualified Human resources are the most pressing problems facing MSEs.

2.3 Factors Affecting Business Performance of women Entrepreneurship in MSEs

There can be various factors like personal characteristics and business related factors like; economic, social and administrative factors that affect the business performance of women entrepreneurs in MSEs. In the following sections of this study, they are presented and discussed under two main sub topics of personal and business related factors.

2.3.1 Personal Related Factors

The personal characteristics focus on the influence of resources, in particular age, level of education, Prior Management Experience, and Multiple Responsibilities affecting entrepreneurial performance.

2.3.1.1. Age

Entrepreneurs vary in age from young to old in many instances. Age of the owners/managers was one of the most important characteristic that was repeatedly used to predict small business performance and success (Lussier and Pfeifer, 2001).

Lussier (1995) also argued the relationship of the business owner's age and its effect on the performance of the enterprises. He reported in his study that, 'younger people who start a business have a greater chance to fail than older people starting a business.'

Similarly, Praag (2003), in his study of business survival and success of young small business owners, younger small business starters have a lower success and survival probabilities than older starters. The chance of both voluntarily and forced exit from the business is higher to young starters. From this one can understand that the age of small business owners have its own contribution to the success and failure because individuals learn not only from formal education but also from their walks of life.

2.3.1.2. Level of Education

Male and women entrepreneurs differ with respect to education (Brush, 1992). The level of education of women and male entrepreneurs is roughly identical, whereas the type of education differs. Male entrepreneurs are more likely to have completed a technical schooling, while the education of women entrepreneurs usually is more economical, administrative or commercial of

nature. Moreover, women entrepreneurs usually are more specialized in personal services (Van Uxem and Bais, 1996).

The study of Lussier (1995) also suggested that 'people without any college education who start a business have a greater chance of failing than people with one or more years of college education. Accordingly, Dolinski et al. (1993) reckon that less educated women may face financial or human capital constraints which limit their business pursuits. Ethiopian women MSE operators are typically described as mostly illiterate or less educated than men. The 1997 CSA survey showed that 60% of women entrepreneurs were illiterate as cited in (Desta, 2010).

2.3.1.3 Prior Management Experience

Managerial effectiveness influences every aspect of a business and is often believed to be the most important factor contributing to small business failure. The management skills and management concepts of business founders are deemed much more important than their technical skills and their concern about production which has resulted in an overall positive organizational performance (Lin and Yeh-Yun 1998).

According to Zeleke (2009) high level of managerial skills significantly promotes long-term survival and profitability in small businesses and enterprises. Successful businesses are significantly associated with the ability to generate profit on a sustainable basis. Profitability has enabled successful businesses to achieve their next level of growth as well as the potential to stay competitive in business. The main reason for failure is inexperienced management. Managers of bankrupt firms do not have the experience, knowledge, or vision to run their businesses. In diagnosing the root causes of small firm failure. It should not be surprising that this turns out to be the management inefficiency of owner-managers.

2.3.1.4 Multiple Responsibilities

One other challenge is the responsibility of providing for the extended family and relatives. Most micro-enterprise financial resources are not usually isolated from personal finances and hence these family obligations are met from resources earned in the business. Their demands tend to drain the savings and income made by the business, since such finances would otherwise have been used in the enterprise for expansion and growth. Though some of them do assist in providing services in the enterprise (or in the family), the financial obligations in supporting them usually exceeds the services they provide.
Ahmad etal (2011) adds that women are overloaded with business and family responsibilities and may not have the time to join beneficial associations and this automatically limits the women entrepreneurs' wings of exploration.

2.4 Business Related Factors

2.4.1 Factors Affecting Business Performance of   Women Entrepreneurship in MSEs

Even though women entrepreneurs in MSEs contribute a lot for the economic development of a country, there are a number of challenges that affect them associated with different factors. For example, according to World Bank (2005), ILO (2003) women entrepreneurs in MSEs are affected by lack of entrepreneurial, managerial and marketing skills; bureaucracy and red tape; lack of accessibility to information and knowledge; difficulties accessing financial resources/Lack of capital ;lack of accessibility to investment (technology equipment and know-how) ;nonconformity of standardization, lack of quality awareness and lack of mutual recognition schemes ; Product and service range and usage differences ; language barriers and cultural differences ;risks in selling abroad ;competition of indigenous MSEs in local markets; Lack of government supply-supporting programs; lack of government incentives for internationalization of MSEs ; inadequate intellectual property protection; unfavorable legal and regulatory environments and, in some cases; lack of business premises; and low access to appropriate technology.

Schorling (2006) also stated that in Ethiopia's situation MSEs are confronted by various problems, which are of structural, institutional and economic in nature. Lack of Capital, market and working premises, marketing problems, shortage of supply of raw materials and lack of qualified Human resources are the most pressing problems facing MSEs.

2.4.1.1 Economic Factors

A. Access to Finance

Access to finance is the most important factor for entrepreneurs to pursue growth and developmental opportunities of their businesses. According to International Finance Corporation (IFC,2007), women entrepreneurs start their businesses with lower level of capital, and smaller percentage of debt finances compared to male entrepreneurs.

Women entrepreneurs also lack access to obtain loans. Cantwell (2014) states that even in the 21'tcentury women entrepreneurs in the US are still facing challenges in getting fair access to capital- only 4 percent of the total dollar value of all small business loans goes for women entrepreneurs. Women entrepreneurs take loans at less favorable terms. In many countries Different studies reveal that women entrepreneurs are likely to face higher interest rates, a request for higher collateral, and shorter loan repayment time. Therefore, access to finance is still the major obstacle which women entrepreneurs encounter.

According to (Solomon, 2010) in Ethiopia access to finance for MSEs is mediated through micro finance institutions since the collateral requirements of commercial banks exclude most MSEs

from accessing finance from these sources. The 27 Micro Finance Institutions operating in the country currently meet less than 20% of the demand for financial services for the 'active poor', reaching 1.8 million clients in 2007 with an outstanding loan portfolio of Birr 3.1 billion.10. The majority of the need for business finance is met through individual savings and other informal sources and supplier credit.

The main source of finance for starting up and expansion of women owned enterprises is from the women's own savings, loans, and contributions from family and friends. Once in businesses women entrepreneurs' access to finance becomes a very severe constraint as individual savings are not enough for expansion and the profit generated is not large enough to allow for growth and expansion. Micro and small enterprises in general and those of women in particular cannot access credit from commercial banks because of high collateral requirements, and the need for their own cash reserves.

B. Premises
Access to land for business premises (for production and marketing) is one of the major constraints for businesses of all sizes. Over 56% of businesses surveyed by the World Bank raised availability of suitable premises as the most important problem their businesses face. Similarly over 40% of the women surveyed in the ILO 2003 study identified lack of premises as a major problem.

C. Access to Markets

Women entrepreneurs are often not able to access markets. Ewoh(2014), in his study of African women entrepreneurs found that women entrepreneurs lack knowledge, skills and expertise necessary for developing markets and for managing production processes. Women entrepreneurs in developing countries sometimes face gender harassment, and they may be restricted in their ability to travel and create new contacts.

D. Access to Education and Training
Education and training are essential factors for achieving better performance, efficiency and growth. In many research articles it is stated that women entrepreneurs are less educated than men entrepreneurs. According to Ewoh (2014), entrepreneurs who have the necessary education and expertise in a particular business area have the opportunity for a better business performance. But getting the proper education and training is more difficult for women than men, because most of the women entrepreneurs have other responsibilities such as family and household obligations, which is very time-consuming. Therefore, the lack of proper education and training, the lack of managerial skills and experience, create difficulties for women to succeed in their

businesses. According to Niethammer (2013) limited access to skills and trainings is among the main obstacle when it comes to the success and growth of women businesses.

E. Competition

Whilst micro-enterprises are very often the source of innovation, they are also especially vulnerable to competition from counterparts who introduce new products or services, or improve their production processes, lacking the resources to respond rapidly. Competition (markets) and information related factors are said to be major challenges. Competition is seen in form of the size of market share in the rural setting. Most of these markets are not expanding and new competitors such as mini-super markets with wide varieties of products for those who were engaged in selling household products are emerging. This could be caused by lack of marketing skills Jaiyeba (2010).

2.4.1.2 Social Factors

A. Lack of Societal Support

In developing countries, the social attitudes on cultural and religious beliefs generally do not support women working or women to become entrepreneurs. Numerous research efforts have been undertaken to identify the factors affecting women entrepreneurial activity. The research has shown that the performance of women entrepreneurs is affected generally by factors such as economic, social and legal factors (Edona, 2015).

According to a study conducted by CAWEE (2009), although some WEAs such as the Amhara Women Entrepreneurs Association and Ethiopian Women Exporters Association do try to provide services based on the needs of their members, WEAs generally remain weak for various reasons such as limited and narrow membership base, low capacity to provide services, and weak organizational and financial sustainability (Wube, 2010).

B. Access to Networks

The major difficulty women entrepreneurs' face is not getting access to networks it is because most women are victims of gender discrimination. The main existing networks and contacts are male dominated because the majority of networks that support women entrepreneurs take place after the regular working hours, what is unfavorable time for women entrepreneurs (Mahbud, 2000). The lack of access to networks could be an important hindering factor at achieving growth and success of women's businesses.

C. Balancing Work and Family Life

Another important challenge mentioned for women entrepreneurs is the combinations of the family responsibilities with business, which may deteriorate the success of the business (Jennings &McDougald, 2007) Women entrepreneurs, try to manage the double workload and challenges coming from family and business. Even though, being self-employed may provide flexibility, William (2004) shows that in Europe the success in business is negatively related with the amount of time spent caring for children.

2.4.1.3 Legal Barriers and Procedures

In all Middle Eastern and North African countries, the lack of government support in terms of Policy, laws and services has been identified as a barrier for women entrepreneurs (Jamali, 2009; in Vossenberg, 2013). Research on obstacles facing women entrepreneurs in developing countries indicate that taxation, regulations, and legal barriers can play as major constraints for women entrepreneurs and success of their business.

Furthermore, women entrepreneurs lack knowledge of government procedures, taxation, labour laws, information on product markets, technology and prices and they often do not know how to access information on these issues. The BDS services in the market are also inadequate especially in product development, market research skills, lack of confidence to enter new markets or develop new products, marketing, and other critical areas of services (Edona , 2015). Appropriate economic policies and legal and institutional frameworks are required to create an enabling environment for MSE growth and development.

3. The Methods

The types of research employed under this study would be descriptive research design. In this study concurrent mixed-method approach would be used to ensure effectiveness of the research process as the findings of the qualitative data enhance the findings of quantitative one and the vice versa. Mixing the datasets, the researchers provide a better understanding of the problem than if either dataset had been used alone. In addition mixed methods research approach provides strengths that offset the weaknesses of both quantitative and qualitative research.

Due to matters of convenience, the researcher selected Yeka Sub-City as study area. Hence, the target population of the study was Micro and Small Women Entrepreneurs of Yeka Sub-City. Out of the thirteen weredas of the sub city four Weredas were selected purposively because of largest number of women entrepreneurs found compared to other wereda's in the sub-city (Wereda 2, 8, 9 and 12).
The population of the four wereds is 648 women entrepreneurs which were incorporated in small and micro enterprises and who involved in the five sectors namely; service, manufacturing, construction, trade and urban agriculture.

In order to take a sample for this study the researcher uses the formula set by Sloven's (2012). Hence, by considering the level of acceptable margins to error 5% of the required sample size for this research was determined. The sample size determination formula is as follows:

$n = N / (1 + N e^2)$

Where

N= population size

e = margin error allowed probability of committing an error

'$n = 648/ (1 + 648 e^2) = 247$

Moreover, stratified sampling method was used to give equal chance for the five (service, manufacturing, construction, trade and urban agriculture) sectors found in selected weredas in the study area.

The formula used for stratified sampling is; Kothari, 2004

$ni= \frac{Ni}{N}xn$ Where: ni= Sample taken from each strata

Ni= Total population of the strata

N= Population of the Study

n= Sample Size of the study

Table1: Summary of women entrepreneurs' population and sample taken

Wereda's	Population	Sample	Sample population of the strata				
			Manufacturing	Service	Trade	Construction	Urban agriculture
2	115	43	6	8	24	3	2
8	137	52	5	23	20	2	1
9	288	108	23	30	51	3	1
12	117	44	11	2	23	8	1
Total	657	247	45	63	118	16	5

Source: own Survey, 2016

As shown in table 1 above a sample of 43 from wereda 02, 52 from wedera 8, 108 from wereda 09 and 44 from wereda 12 were selected. After the Stratified sampling method is used to determine the number MSEs in each of the four wereda's and the number of women entrepreneurs in each sectors to be selected, random sampling was used to select the final respondents which will give equal opportunity of selection for the population.

The other population comprises the government officials who have a direct connection with MSEs in Yeka Sub-City. An interview was conducted with representatives from the sector based on purposive sampling. Therefore, the sampling strategies used to secure respondents for

questionnaire, interview and conducting focus group discussion were probability and non-probability sampling techniques respectively. The research technique used in this research would be structured questionnaire, interview and focused group discussion in order to achieve the intend objectives.

4. Results and Discussions

This section focuses on data analysis and presentation in relation to personal as well as business related factors that affects the business performance of women entrepreneurs in micro and small enterprises in Yeka sub city. Attempts made to identify the main factors that affect the business performance of women entrepreneurs in micro and small enterprises in the sub city. In addition, it covers data interpretation of the findings. Moreover, data collected from primary source was analyzed using themes from research questions and objectives.

4.1 Personal Characteristics

4.1.1 Age

 51.8% of the respondents were aged 21-30. This implies that most of the respondents are in the younger age. And it contributes to the success and failure because individuals learn not only from formal education but also from their walks of life.

4.1.2 Educational Level

Most (31.2%) of the respondents are grade 5-8 while significant number of the respondents (13.8%) can't read and write as well as (17.8%) are grade 1-4. this fact reveals that 68.2% women entrepreneurs in the sub city are below grade 8, can't read and write and grade 1-4 collectively less educated and uneducated this affects their business success since education provides the skills set and knowledge, which can help owner/managers with tools, like technology literacy, which helps to increase productivity and success.

4.1.2   Prior Management Experience

High level of managerial skills significantly promotes long-term survival and profitability in small businesses and enterprises. Majority (83 %) of the respondents replied that the managers of their enterprises have no prior management experience. This fact reveals that lack of prior management experience leads to management inefficiency, less profitability and business failure.

4.1.3   Multiple Responsibilities

Many (58.7%) of the respondents replied that they have multiple gender roles to perform and it adversely affects their business performance since they did not devote their full time for their business activities.

Concerning interview and FGD questions almost all of the respondents agreed that they have multiple tasks to perform. Among those tasks; taking care of children, fulfilling house hold responsibilities, involving in social duties like 'eder' and 'mahber' are the major one.

4.2 Economic Factors
4.2.1 Access to Finance

Majority (45.7%) of the respondents replied that the source of their startup capital were their personal saving. This fact reveals that access to finance becomes a very severe constraint as individual savings are not enough for expansion and the profit generated is not large enough to allow for growth and expansion.

On the other hand, majority (82.2%) of the respondents who got financial support from micro finance institutions are not satisfied with the lending modality. As understood from open ended questions they are not satisfied with the lending system because they are asked to save 20% of the total amount in the lending institutions account to borrow and that amount is unaffordable for many of them.

4.2.2 Training from TVET or Government Organizations

As a result from interview and FGD questions shows majority (52.2%) of the respondents have got training when starting their business but there is no need based and continuous training in order to be effective in their business. It is also understood from the interview questions with microfinance heads there is no strong relationship between MSE offices and TVET and other training organizations in order to empower women entrepreneurs by providing different trainings. This fact reveals that women entrepreneurs have limitations in getting appropriate and continuous training which enhance them to perform in a better way in their business.

4.2.3 Access to Market

Many (59.5%) of the respondents replied they have problems in access to market and their market is restricted to local areas.

4.2.4 Competition in the Market

Many (76.1%) of the respondents replied there is high competition in the market. As observed during the survey many of women entrepreneurs in micro and small enterprises are working on government shades with similar service and products in similar location which is vulnerable to high competition.

4.2.5 Access to Necessary Technology

Many (86.23%) of the respondents replied they do not have access to necessary technology. This fact reveals that many of them are working in a usual way of production and marketing which affects their business performance. Many of them were operating with similar equipments and ways of giving services they were using when they started their business before some years. As they explained because of financial restriction they are unable to use new and advanced technologies in their business and government also has limitations in providing new technologies for their services and products.

4.2.6 Access to necessary inputs/raw materials

Majority (58.7%) of the respondents replied they encountered problems in access to necessary inputs/ raw materials. Furthermore, as understood from the result of interview and FGD questions almost all of the respondents working in the manufacturing and construction sectors agreed that they have encountered price and raw material problems. They have no control over the price of their products since they supply their products only to government.

The price is also set by the government and not changed as per the change in price of raw material which highly affects their business performance. Specifically, they have problems with raw materials like pumice called 'komiche' and fine aggregate called 'fino'. Furthermore, as they explained government is not supporting them in creating link with raw material providers. This fact implies that the respondents have a problem in necessary inputs/raw materials/ and it hinders them not to perform their business activities as effective as possible.

4.2.7 Premises for Business

Many (71.3%) of the respondents replied they do not have their own premises for their business and they operate their business in government shades. The sheds provided by the government has problems in location, quality and access to market. Especially women entrepreneurs working in trade sectors explain that the sheds given by the government has location problems and are constructed without proper market study. As they explained they are providing similar commodities in similar location with the scarce of market demand. In addition as understood from interview and focused group discussions some women entrepreneurs explained their sheds are located far from their resident and took them extra time, exertion and cost.

Besides, with regard to sanitation, almost all of the respondents irrespective of their business sectors replied that there is big problem in sanitation. Government sheds and working sites provided by the government in all sectors did not accommodate toilet and they explained it is a big challenge for them. Because of their biological nature women entrepreneurs need better sanitation but in all sectors of the business no attention is given for sanitation.

4.3 Socio cultural factors
Access to Networks

Majority (66.4%) of the respondents responded that they have no access to social network. This fact shows women entrepreneurs in the sub city are not getting access to networks which hinder them to be informed, communicate and share their ideas with each other in order to improve their business performance.

On the other hand, as understood from interview with head of women's and children's affairs of yeka sub city and officials of women affairs of respected weredas the structure they used to address and support women entrepreneurs is women's 'lig', women's forum and women's associations of the weredas without direct contact with women entrepreneurs in micro and small enterprises. As they explained women entrepreneurs in micro and small enterprises were selected for training and other support by women's 'lig', women's forum and women's associations not directly by women affairs office. As women and children affairs officials explained due to resource limitations their office has restrictions in building better network for women entrepreneurs, creating awareness and in identifying their real challenges.

4.4 Legal and Administrative Factors
4.4.1 Encountered Bureaucracies & Red Tapes

Majority (59.5%) of the respondents replied that they encountered bureaucracies & red tapes in their business activities in different government offices.

As understood from interview with heads of women enterprises it took longer days to accomplish cases in different government offices. Regardless of their business nature, the time they spend to full fill certain tasks in government offices affects their business performance. As some elder women enterprise heads justified because of bureaucracies & red tapes in government offices they are exposed to exert more time and effort. As a result they are forced not to serve as heads and replace younger entrepreneurs with less experience.

4.4.2 Information/awareness of Policy Issues

Majority (73.7%) of the respondents replied no sufficient information from government offices regarding the legal and procedural issue. This fact reveals that they have limitations in getting proper and timely information which adversely affect the effective performance of their business.
4.4.3 Support and Follow-up

Majority (38.9%) of the respondents replied that there is no continuous support and follow up from their respective weredas. Without proper support and follow up the real problems and challenges of women entrepreneurs cannot be addressed. Women entrepreneurs also cannot be encouraged and strengthened in their business performance.

Furthermore, as the result from interview questions with heads of respective offices regarding work relationship of micro finance office, women's' and children's' affairs office, Addis credit

and savaging institution Share Company and TVET there is term of reference between those offices to work jointly with each other regarding entrepreneurs in micro and small enterprises and specifically with women entrepreneurs but practically the coordination and relationship between the offices is not as strong as planned.

5. Conclusion and Recommendation

5.1 Conclusion

Although the economic policy of Ethiopia paid due emphasis for entrepreneurship values and appreciation of the sector's contribution to the economy, MSEs are confronted by various problems, which are personal as well as economic, social and legal and administrative challenges. In fact these factors can be expressed in terms of lack of; Access to finance, lack of Capital, marketing problems, shortage of supply of raw materials, social network, bureaucracies and red tape, lack of support from government office. At the same time, Women-owned SMEs in the formal sector in emerging markets are underserved by financial institutions and opportunities for women entrepreneurs lag far behind those of men (World Bank, 2015).

Accordingly, the result obtained in this study supports the above mentioned idea and in line with the findings of other researchers in the area and presented in the literature review part of the study. Women entrepreneurs studied in this research face similar obstacles in the perspective of personal, economic, socio- cultural and legal and administrative factors.

The intend of this study was identifying major personal characteristics of women entrepreneurs, assessing factors that affect the business performance of women entrepreneurs in MSEs, and identifying the supports given by government bodies to women entrepreneur engaged in micro and small enterprises in yeka sub city.

The major characteristics of women entrepreneurs in MSEs of yeka sub city shows that most of the women entrepreneurs in the sub city are in the younger age, have no prior management experience and they are less educated and they have multiple gender roles to perform. They face the challenges of managing their work with family and household responsibilities as well as social duties. From this it is possible to conclude that women entrepreneurs in the sub city have a lower success and survival probabilities, management inefficiency less profitability and may face financial or human capital constraints. Moreover, obstacles encountered women entrepreneurs in yeka sub city in the area of economic, socio cultural and legal and administrative factors would mention as follows;

Regarding economic factor; access to finance has been identified as one of the key constraints women entrepreneurs facing in yeka sub city. Since Addis credit and savaging institution Share

Company, oblige collateral to lend money, majority of women entrepreneurs are not getting financial access from the institution because of lack of property ownership to secure loans.

Furthermore, group collateral, the lending arrangement used by the institution where cooperative members is used to be guarantee for each other is big challenge for women entrepreneurs since women from different back ground and without deep knowledge of each other used to make cooperation and got loan. After they got loan some of the members withdraw from the business without repaying the liability and rest members obliged to repay the whole liability. As a result others fear to involve in the loan system not to victim of the same trend and the growth of their enterprises can be restricted due to lack of finance for working capital. Additionally, 20% down payment of the total loan amount required from women entrepreneurs by Addis credit and saving institution Share Company has proved to be a constraint for women entrepreneurs, especially when trying to mobilize adequate working capital for expanding or diversifying the business and their business income is constrained to support their families.

On the other hand, lack of need based and continuous training create difficulties for women to succeed in their businesses. There is no strong relationship between MSE offices and TVET and other organizations in order to empower women entrepreneurs by providing different trainings. Those hinder them to acquire new skills and techniques and to upgrade their skills and knowledge to move forward their business enterprises.

Furthermore, government sheds provided for women entrepreneurs have quality and location problems and are constructed without proper market study. Most of the sheds are constructed without common toilet. As a result women entrepreneurs are exposed to sanitation problems. In addition in some cases sheds are located far from their resident and took them extra time, exertion and cost.

In order to produce and serve in improved quality and amount access to necessary technology is very essential. However majority of women entrepreneurs in the sub city were operating with similar equipments and ways of giving services they were using when they started their business before some years back. Absences of new technologies hold back provision of better production and service and deteriorate business performance.

The study besides indicated that women entrepreneurs in manufacturing sector have problems in regulating the price of their products since they provide their products only to government especially for the construction of condominium houses. The price of their product is set by the government and no price escalation made as per the change in price of raw materials. As they explained the price of raw materials like pumice called 'komiche' and fine aggregate called 'fino' are increasing from time to time while no change of price made for their products by the government.

Concerning socio- cultural factors, lack of access to networks could be an important hindering factor at achieving growth and success of women's businesses. Women entrepreneurs in the sub city face difficulties in accessing support networks. They are less aware about women's and children's affairs office in their sub city and other women associations. Women's and children's affairs in the sub city do not appear to meet the full range of needs of women entrepreneurs in micro and small enterprises in the sub city.

On the other hand, Legal and administrative factor is proven to be one of the other factors that affect the business performance of women entrepreneurs. Women entrepreneurs are facing problems in formal licensing and fulfilling tax requirements. In respective of their educational background they have limitations in processing formal license and renewal of their license as well as in tax levy requirements. Their respective weredas is not helping and supporting them in providing information and intermediating with other government offices.

Besides, the tax authority was enforcing them to use sales register machine in their business. Because of the technical incompetence with using the machine their payments were delayed and they are in fear of legal liabilities from the tax authority. The situation also required them to hire a person who has knowledge about sales register machine while the cost of hiring a person who operates sales register machine is unaffordable for them.

Regarding support and follow up from government offices, there is no sufficient and continuous support and follows up from their respective weredas. Micro finance offices of their respective weredas were not providing Prompt and useful information for women entrepreneurs on regular bases.

Furthermore, even if there is term of reference between micro finance office, TVET, Women and children Affair and Addis credit and savaging institution Share Company to work jointly with each other but practically the coordination and relationship between the offices is not as strong as intended.

Despite the given facts women entrepreneurs included in this study have produced significant job creation for around 1104 workers including themselves. In addition to job creation, women entrepreneurs in micro and small enterprise in yeka sub city were leading their life and providing support for the extended family and relatives from the income they earn from the entrepreneurial work even if their business is not expanded, grow and profitable as planned to be. This performance has occurred despite the financial, socio -cultural and legal and administrative challenges faced by women entrepreneurs in yeka sub city.

5.2 Recommendations

➤ **To Micro Finance Office**

Micro finance office should initiate proactive regulation and create public private partnerships to address the challenges of women entrepreneurs. Since the government effort alone cannot alleviate the poverty. Ways in which private sectors take part in helping those women entrepreneurs should be planned and experienced. Women entrepreneurs should be given sheds with special consideration of distance from their residence and sanitation issues.

Government with the help of different stakeholders should provide appropriate and affordable technologies which advances their services and products. Government with the help of donors could also establish women centers similar to youth centers in weredas to help women to access social network. This center can be serving as a place where successful women entrepreneurs share their experience and inspire others to be a role model, potential women from different sectors will give ideas and support for women entrepreneurs.

Government should offer different supports like, tax incentives and caution should be taken in implementing the use of sales register machine regardless of their knowledge, capacity and working location. Tax authority officer also should support women entrepreneurs in micro and small enterprise in tax levy assessment.

Strong relationship should be created between micro finance offices, women's and children's affairs office, Addis credit and saving institution Share Company office, TVET and other stakeholders in order to identify existing problems and provide prompt solutions to their challenges together.

Micro and small enterprises officials should also be more friendly and available for service to all. The officers should aware women entrepreneurs the availability of various support, existing laws and regulations as well as provide appropriate and timely information in order to strengthen and maintain women entrepreneurs in the business.

➤ **To Addis Credit and Saving Institution Share Company**

Addis credit and saving institution Share Company should review the amount or percentage of down payment for credit facility and should assist cooperation in group lending facility.

➤ **To Women's and children's affairs office**

Women's and children's affairs office of the sub city should plan to address women entrepreneurs in micro and small entrepreneurs rather than the existing structure in a way to directly address women entrepreneurs.

➢ To Training Institutions

Organizations like Ethiopian Civil Service University also need to consider tailoring their training and advisory services to meet the specific needs and situations of women entrepreneurs in micro and small enterprises in order to provide a need based and sustainable trainings to create disciplined and quality workforce.

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Determinants of urban households Poverty in Major cities of Ethiopia: (The case of Addis Ababa, Bahir Dar, Mekelle, Hawassa, Dire Dawa, and Adama)

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Abstract

This study assesses the determinants of urban household poverty in major cities of Ethiopia (in case of Addis Ababa, Dire Dawa, Hawassa, Bahir Dar, Adama and Mekelle). Based on the cost of basic needs approach; in 2004/05, 40.9% households in Addis Ababa, 32.4% households in Dire Dawa,24.3% households in Adama,27.5% households in Hawassa, 22.6% households in Bahir Dar, and 28.2% households in Mekelle were below poverty line. During 2010/11 survey period, these figures were found to be 45.6%, 53%, 33.9%, 36.8%, 30% and 19.3% in case of Addis Ababa, Dire Dawa, Adama, Hawassa, Bahir Dar and Mekelle respectively. The result showed that head count index of poverty increases dramatically except Mekelle. Results based on logistic regression showed; household size was the only significant factor for households being poor in all cities in both survey periods. Educational level of households' head was also significant on both survey periods in case of Addis Ababa, Hawassa, and Mekelle and it was significant in the first survey period in case of Adama and Bahir Dar. Whereas, educational level of households was not significant contribution on households being poor or not in case of Dire Dawa in both survey periods. Results based on primary data, lack of good governance and rural-urban migration took the lion share on aggravating poverty in these cities.
Keywords: *Poverty, Poverty measures, Cost of Basic needs approach, logistic regression.*

1. Introduction

According to CSA's 2011, 17% of the total population of the country settled in urban areas. Although, theses level of urbanization was one of the least even as compared to the African average of 33%, the rate of urbanization of the country increased dramatically. Based on the 2007 CSA result roughly Addis Ababa and Dire Dawa alone constitute a third of the urban population of the country. On the other hand, poverty in the country is a long-standing problem (Bigsten, etal 2002). It manifests itself in a number of ways and this is attributed to multiple interrelated factors. These among others are attributed to the existence of insufficient source of income, lack of asset/skill, poor health status, poor educational level, very high infant mortality rate and congested housing condition (Getahun, 2002, cited in Tesfaye, 2005). These situations are also apparent in the urban areas of Ethiopia.

The goal of this study is to assess the extent and severity of poverty and to examine demographic, economic, administrative and other factors that affects whether households being poor or not and suggesting possible solutions in six major cities of Ethiopia. Understanding poverty in urban

areas requires understanding of how these cities exist as arenas of complicated and conflicting economic processes that are both local and global (Hasan, 2002). A city might have good overall economic indicators that would not reflect the extent of depravation and marginality experienced by parts of its population. The variables (factors) and institutions that influence poverty in urban areas are different from those found in rural areas (PRSP 1999). Urban people face high costs for transport, education, housing, food, health and childcare and are thus more dependent on income. Differences in the provision and quality of basic 'public' services, lack of access to safe and secure housing and of poorer areas from urban governance are key factors to be taken into account for an understanding of urban poverty. Urban poverty analysis can facilitate the identification of 'key urban issues' through quantitative measures of urban poverty, and qualitative assessment of community priorities. Hence, questions that come in front of us are thus, what makes us still poor, who suffers most and how the government and communities manage it.

2. Review of Related Literature
2.1 Concepts of poverty

For many years poverty is often considered as lacking or deficiency of economic resources taking into account of the income shortcoming (Suleiman, etal, 2014). However, it is no longer objectively but exists in multi-dimensional nature (Narayan 2000). Conventional definition of poverty makes distinction between absolute poverty and relative poverty. The former relates to those who do not have sufficient income to afford a minimum level of nutrition and basic needs, the latter is concerned with position of the poor in relation to the rest of the society (Devas, 2004). According to the world Bank Development report (2001), a household is regarded as poor when it is deprived of basic livelihood resources-assets for meeting basic needs (food, clothing, health and shelter) by engaging in viable activities pertinent to a situation when it has no capacity to withstand the shocks, no power to make decisions and have no say on government action. The concepts of poverty in the urban setting vary according to the approaches. The monetary approach (basic needs approach) defines poverty based on a materialistic on the assessment of fulfillment of basic consumption.

2.2 Measures of Poverty

First, one has to identify a poverty line; it is cutoff point separating the poor from the non-poor. There are three most commonly used measures of poverty; the head count ratio (Incidence of poverty), the poverty gap measure (depth of poverty), and Poverty severity (squared poverty gap). Incidence of poverty (headcount index) is the share of the population whose income or consumption is below the poverty line, that is, the share of the population that cannot afford to buy a basic basket of goods. Most authors argue that, consumption will be a better indicator of poverty measurement. Because, consumption may better reflect a household's actual standard of living and ability to meet basic needs. Consumption

expenditures reflect not only the goods and services that a household can command based on its current income, but also whether that household can access credit markets or household savings at times when current income is low or even negative, perhaps because of seasonal variation, harvest failure, or other circumstances that cause income to fluctuate widely.

The head count ratio gives the proportion of people who are poor that is computed using:

$$P_0 = \frac{q}{N}$$

where, q_i is the number of individuals identified as poor, N is the population size, and P_0 is the head count ratio, depth of poverty (poverty gap) estimates the total resources needed to bring all the poor to the level of the poverty line. It provides information regarding how far is consumption of poor households from below poverty line on average. The poverty gap measure provides an indication of the aggregate shortfall of the poor from the poverty line. That is:

$$P_1 = \frac{1}{N} \sum_{i=1}^{q} \frac{(Z - Y_i)}{Z} = \frac{1}{N}\left[q - \sum_{i=1}^{q} \frac{Y_i}{Z} \right]$$

$$= \frac{q}{N} - \sum_{i=1}^{q} \frac{Y_i}{NZ} = \frac{q}{N} - \frac{q.Y_p}{NZ} = \frac{q}{N}\left[1 - \frac{Y_p}{Z} \right] = P_0.I$$

where,

Y_i = Consumption expenditure or income of the ith poor households.

Z = poverty line; Y_p = mean consumption or income of the poor

I = mean depth of poverty as a proportion of poverty line

Thus, this index is the product of P_0, the incidence of poverty, and I, intensity of poverty which is insensitive to the number of individuals below the poverty line and to the transfer of income among the poor. But this index can be normalized to obtain the income gap ratio by expressing it as the percentage of shortfall of the average income of the poor from the poverty line. This is given by:

$$I = \frac{1}{q} \sum_{i=1}^{q} \left[\frac{(Z - Y_i)}{Z} \right] = \frac{PG}{qZ}$$

where, $PG = \sum_{i=1}^{q}(Z - Y_i)$ is the poverty gap, poverty severity takes into account not only the distance separating the poor from the poverty line (the poverty gap), but also the inequality among the poor.

324

3. The Methods

3.1 Data Source

The data utilized for this study obtained from both primary and the secondary data sources. The secondary data source is based on the 2004/05 and 2010/11household consumption expenditure survey (HCES) conducted by the Central Statistics Agency (CSA). According to CSA survey design report, HCE survey was designed to assess the level, extent and distribution of income dimension of poverty. It provides information on the consumption of food and non-food item, household expenditure and household characteristics such as family composition, education and occupation. The data design for assessing poverty situations; for analyzing changes in the households' living standard over time; and for monitoring and evaluation the impacts of socio-economic policies and programs on households' livelihood. The households are selected using probability proportional to size of population in each city with systematic sampling method. The total sample size from six cities is 5046 in 2004/05 and 5650 in 2010/11. From which Addis Ababa took the lion share, 3187 and 3741 households in two rounds respectively. Primary data is obtained from slums villages dwellers in each city mainly addressing why they are still being poor and possible remedies should be taken.120 households from Addis Ababa and 40 households from each regional capital were taken based the population size.

3.2 Construction of poverty Line

Setting the poverty line is the starting point of any poverty analysis and often is the most contentious. The method of determining the poverty line can greatly influence poverty profiles, which are the key to the formulation of poverty reduction policies. According to Kakwani (Kakwani, 2001 cited by Haji.R, 2004), the relative approach is not appropriate to measure poverty, particularly in developing countries, since our concern in developing countries is more with the absolute standard of living, to ensure that nobody in the society should have a standard of living that is below the cost of buying a basket of essential items that allows one to meet the absolute thresholds of satisfying certain basic needs. A poverty measure based on a relative approach is, in fact, a measure of inequality and thus we should instead look at various measure of inequality. Under the relative approach, poverty is completely insensitive to economic growth if the inequality of income does not improve. The only way to reduce poverty will be to reduce inequality.

Thus, this study is based on the concept of absolute poverty applying cost of basic need (CBN) approach. This approach defines poverty lines as the cost that has to be incurred to attain bundle of goods which are considered sufficient to meet basic consumption needs. Two steps have to be undertaken in using this method.

1. The food poverty line, which is the cost sufficient to get consumption bundle adequate to meet the predetermined food energy requirement, has to be constructed.

2. Allowance for basic non-food consumption has to be made and the sum of food poverty line and allowance for non-food consumption will make up total poverty line.

The food poverty line is constructed as follows: The average quantities of food items that are frequently consumed by the lowest 50% of the expenditure distribution of the sample households are identified. Then this typical food bundles are converted into calorie consumption and then scaled up to meet the predetermined minimum nutritional requirement (2,200 cal) per day per adult. After the bundle of food items which provide the predetermined level of energy to normal physical activities are identified, the bundle of food items is valued at their prices that prevailed in the specific areas (cities) at the time of the survey. By doing so, we estimate the food poverty line. The subsequent step is usually to estimate the non-food component of the total poverty line. The most commonly used approach for drawing the non-food poverty line is based on the proportion expenditure devoted for food by a reference group population. The approach consists in multiplying the inverse of this coefficient by the cost of the food basket, such that the non-food basket is directly obtained from the consumption habits of the reference population. This methodology is based on the original work done by Mollie Orshansky (1965) when drawing the U.S. poverty line; it is sometimes referred to as the Orshansky multiplier. In practice, there are numerous options for applying the described methodology, including the following:

i)   Use of a single value for total non-food expenditures or different values for each non-food category.

ii)   Use of the same reference group for the selection of the food basket or a different reference group.

The former option uses the non-food consumption habits of the reference group identified as satisfying their nutritional requirements. It is also possible to select another reference group for the construction of the non-food poverty line, such as households with a level of food expenditure close to the food poverty line.

iii)   Use of a range of non-food poverty lines. Under this option, lower and upper bounds are calculated for the non-food poverty line, as explained in Ravallion (1998).

The lower bound is given by the expenditure on non-food items of households with a total expenditure approximately equal to the food poverty line. The upper bound is given by the expenditure on non-food items of households whose food expenditure approximately equal to the food poverty line. The most popular method for Orshansky (1965) is simply to go straight to an estimate of the total poverty line by dividing the food poverty line by the share of food in the total expenditures. The intuition behind this is as follows. The larger the food share in the total expenditure, the closer the food poverty line should be to the total poverty line. It is a problem analogous what the food basket should be for computing total poverty line. Popular practice varies, but often makes use of:

1. The average food shares of those households whose total expenditure equal to the food poverty line;
2. The average food share of those households whose food expenditures equal to the food Poverty line;
3. The average food share of a bottom proportion of the population (commonly households in the lower half of the expenditure distribution);

From the above alternatives, we can see that the total poverty line according to method (1) is smaller than other methods. It is obvious that those households whose total expenditure satisfies only food poverty line are more inclined on food expenditure, and the share of food is relatively large in such groups. Thus, dividing the food poverty line with such quantity is close to food poverty line. The food share of method (2) is larger than the other methods since those households who satisfy food poverty with only food expense have better income compared to those reference populations in method (1) and method (3). So, dividing food poverty line with the food shares of this population is greater than the value obtained applying share of foods in (1) and (3). The value obtained using method (3) is expected to be in between the others two methods. Therefore, due to the subjective nature of non-food poverty line, the method that we employed for setting of total poverty line should be decided among the above alternatives and taking in to account the consumption nature of the residences of the six cities using the information from the data on both survey periods.

3.3 Logistic regression model

This study utilizes the logit model to analyze poverty status of households in each city. This model is appropriate when the response variable is dichotomous (binary) or categorical. The specification of the logit model is:

$$E(Y_i \mid X_i) = \frac{1}{1 + e^{-X_i\beta}} = \frac{e^{X_i\beta}}{1 + e^{X_i\beta}} = F(X_i\beta)$$

Where: $E(Y_i \mid X_i) = P_i = prob(Y_i = 1/X_i)$ is the response probability, i.e., the probability that i^{th} household will be poor given the individual characteristics of the household X_i, and $F(\cdot)$ is the logistic distribution function. The non-response probability is

$$P(Y_i = 0/X_i) = 1 - P_i = \frac{1}{\exp(X_i\beta)}$$

$$\Rightarrow \frac{P_i}{1 - P_i} = \frac{\exp(X_i\beta)/1 + \exp(X_i\beta)}{1/1 + \exp(X_i\beta)} = \exp(X_i\beta)$$

$$\Rightarrow \ln\left(\frac{P_i}{1 - P_i}\right) = X_i\beta$$

The ratio: $\dfrac{P_i}{1-P_i}$ is called odds, and $\ln\left(\dfrac{P_i}{1-P_i}\right)$ is called log odds or logit, which acts as the dependent variable. The special features of this model are:

i) . The mathematics of the model guarantees that probabilities estimated from the logit model will always lie within the logical bounds of 0 and 1.

ii). Unlike the linear probability model, the probability of being poor does not increase linearly for a unit change in the values of the explanatory variables. Rather the Probability approaches to zero at slower and slower rate, as the value of an explanatory variable gets smaller and smaller and the probability approaches 1 at a slower rate as the value of the explanatory variable gets larger and larger.

3.4. Statistical inference

The logistic regression model helps to describe the effects of the predictors on a binary response. Statistical inference of the model parameters helps to judge the significance and magnitude of the effects. We can test the significance of the effects of X on the binary response with the set of hypotheses:

$H_0:$ $\beta = 0$ (the probability of being poor is independent of X).

$H_1:$ $\beta \neq 0$ (the probability of being poor depends on X).

For large sample size, the Wald statistics $(Z^2) = \left[\dfrac{\beta}{se(\beta)}\right]^2$ has a Chi-square distribution with one degree of freedom. However, the Wald statistics, which divides the parameter estimate by its standard error and then square, takes the right tail Chi-squared probability above the observed value as its P-value. A second method uses the likelihood function through the ratio of two maximizations:

i) The maximum over the possible parameter values that assume the null hypothesis.

ii) The maximum over the larger set of possible parameter values for the fitted model, permitting the null or the alternative hypothesis to be true.

Let L_1 denote the maximized value of the likelihood function for the fitted model and let L_0 denote the maximized value for the simpler model, representing the null hypothesis. For instance, when the linear predictor is $\alpha + \beta x$ and the null hypothesis is $H_0: \beta = 0$, L_1 is the likelihood function calculated at the (α, β) combination for which the data would have been most likely; L_0 is the likelihood function calculated at the α value for which the data would have been most likely when $\beta = 0$. Then L_1 is always at least as large as L_0, since L_0 refers to maximizing over a restricted set of the parameter values that yield L_1. The likelihood ratio test statistic equals:

$$-2\log\left(\frac{L_0}{L_1}\right) = -2\left[\log(L_0) - \log(L_1)\right]$$

329

For very large samples, the Wald and likelihood ratio have similar behavior. For sample sizes used in practice, the likelihood ratio test is usually more reliable than the Wald test. The goodness of fit of the logistic regression model can be assessed using a classification table.

Model variables

Dependent variable

Poverty status of the household (POV): households classified into two groups based on the annual adult equivalent expenditure that satisfies the minimal requirement for a particular household.

POV = 1, households who are classified as poor (households who do not satisfy minimal
       basic requirement), and
POV = 0, otherwise.

Independent variables:

i) Household size **(HFS):** Households are categorized into three groups based on their size:
    HFS (1) = 1, if the family size of the house hold is greater or equal to 6
    HFS (2) = 2, if the family size of the household is 3-5, and
    HFS (3) = 3, if the family size of the household is 1-2
ii) Marital status of the household head **(MRS):** This variable is coded as
    MRS (1) = 1, if the household head is married,
    MRS (2) = 2, if he household head is widowed
    MRS (3) = 3, if the household head is divorced, MRS (4) = 4, if the household head is
    Separated, and MRS (5) = 5, if the household head is never married.
iii) Educational level of heads of households **(EDU)**: This variable is coded as;
    EDU (1) = 1, if the households head is illiterate,
     EDU (2) =2, if the households head is (KG-6)
    EDU (3) = 3, if the household head is grade (7-12), and
    EDU (3) = 4, if the household head has higher education
iv) Employment category **(EMPLOY)**: This variable is coded as:
    EMPLOY (1) = 1, if the household head is unpaid family worker
    EMPLOY (2) = 2, if the household head is self employed
    EMPLOY (3) = 3, if the household head is private employed
    EMPLOY (4) = 4, if the household head is government or public employed, and
    EMPLOY (5) = 5, if the household head is NGO worker

4. Results and Discussions

4.1 Identifying poverty line and the poor

i) Food poverty line: for this purpose, the first step is selecting the reference group or population. That is converting the households' size into adult equivalents, which is based on age, sex and their corresponding calorie requirements, which is given in Appendix. The recommended daily calorie requirement (intake) for an adult aged between 30 and 60 is 2,200 calories. This category is assumed to carry the weight equal to 1. The calorie requirement for different age groups and sexes are obtained by multiplying 2,200 with their corresponding weights to obtain the total calorie required within in the given household. Then the calorie requirement for all individuals within households was added and divided by 2,200 to represent the household size in terms of adult equivalents. The total expenditure (food expenditure sum + non- food expenditure sum) divided by the number of adult equivalent within households reflects the total consumption expenditure per adult equivalent for a particular household within a year. Based on this result households are arranged in ascending order. For setting the representative diet, first the average quantities of the various food items consumed by households in the lower half of the expenditure distribution during the survey period are estimated. Then food items in 20 food groups in 2004/05 and 17 foods groups 2010/11 are selected to set representative diet normally consumed by households in the lower half of the expenditure distribution. In the analysis, unit values for each food items were calculated by dividing total expenditure for each item by their corresponding total quantity.

This price compared with retail prices of each food items during survey period. This value refers to the price paid by the reference population for each food item. In this analysis, all food items consumed by the reference population are included. To find the mean value, which is the mean kilocalorie per kilogram (MKcal/kg) and the mean price per kilogram (Mprice/kg) for each food groups, the weighted mean is adopted since the quantity of each item, vary for each food groups. These means are calculated as follows:

$$\text{Mkcal/kg} = \sum_{i=1}^{n_i} P_i C_i, \text{ and Mprice/kg} = \sum_{i=1}^{n_i} P_i PR_i$$

Where,

P_i = the proportion of ith food item from the total quantity for each food group.

C_i = Number of calories obtained from i^{th} food item per kilogram for each food group.

PR_i = the mean price of ith food item per kilogram for each food group.

n_i = the number of food items for each food group.

The calorie share of each food group consumed by households in the lower half of the expenditure distribution is calculated by dividing the total calories obtained from each food groups with total calories of all food groups. And the share of calories needed to get 2200 calories per adult per day was adjusted based on the calorie share of each food group. Then the

food poverty line per year per adult for each food groups is obtained by multiplying the price of calories needed to get 2200 calories for each food groups with 365 (number of days per year).

ii) Total poverty line: The subsequent step is estimating the non-food component of poverty line. Setting the total poverty line is not as objective as the food poverty line. However, the most popular method is division rule (Orshasky, 1965, Ravallion and Bidani, 1994). It is done by dividing the food poverty line by with the food shares of the reference population which better reflects the non-food expenditure patterns of households (reference population). Following these procedures, the food poverty line and total poverty line of Addis Ababa Dire Dawa and four regional capitals in 2004/5 and 2010/11 are given by the following tables.

Table 1: Food and total poverty line (2004/5)

Name of the City	Annual food poverty line(birr) per adult equivalent	Food share of lowest (50%) households	Annual total poverty line(birr) per adult equivalent	Poverty head count	Poverty gap (PG)
Addis Ababa	1115.67	0.53	2105.04	0.4082	0.1478
Diredawa	1173.02	0.6229	1883.15	0.3241	0.1020
Adama	1022.22	0.5722	1860.56	0.2425	0.0704
Hawassa	1064.61	0.5618	1895.00	0.2752	0.0962
Bahirdar	998.03	0.545	1831.25	0.2262	0.0712
Mekelle	1080.078	0.567	1904.90	0.2822	0.0860

Source: own calculation

Table 2: Food and total poverty line of households in major cities of Ethiopia (2010/11)

Cities	Annual food poverty line(birr) per adult equivalent	Food share of lowest (50%) households	Annual total poverty line(birr) per adult equivalent	Poverty head count	Poverty gap (PG)
Addis Ababa	4257.01	0.4495	9470.5450	0.4560	0.1013
Dire Dawa	4256.55	0.4562	9330.4471	0.5302	0.1687
Adama	4136.05	0.4617	8958.3063	0.3385	0.1071
Hawassa	4037.47	0.4630	8720.2376	0.3681	0.1216
Bahir Dar	3537.52	0.4173	8477.1627	0.3003	0.0744
Mekelle	4109.69	0.4631	8874.3036	0.1931	0.0548

Source: own calculation
The above tables showed that, in 2004/5 the poverty head count in Addis Ababa was the highest with 40.8 percent, indicating that almost 41percent of the residents in Addis Ababa were living below the poverty line. On the other hand, the poverty head count for Bahir Dar was found to be 22.6 percent. Similarly, the poverty gap in case of Addis Ababa residents were also highest compared to others regional capitals' and Dire Dawa, whereas average deviation of consumption of poor households from poverty line was lowest in case of Adama. Based on table 2, the highest head count and the poverty gap was shifted from Addis Ababa to Dire Dawa in 2010/11. Accordingly, the head count for Dire Dawa was found to be 53% implying 53 percent of the residents in Dire Dawa were living below the poverty line and hence fail to satisfy the minimum daily requirement. Similarly, the poverty gap for the same city was 0.17, meaning the city is required to allocate budget 17 percent of the poverty line times the number of poor below poverty line to make nobody under the poverty line. In general, the entire poverty situation during the survey periods was critical in the cities. Both poverty indices (poverty head count and poverty gap) were increasing dramatically in 200/11 as compared to 2004/05 except Mekelle. The situation is worse in case of Dire Dawa and Addis Ababa, on the other hand, significant improvement has shown in case of mekelle.

3.2 Bivariate Analysis

Preliminary test was done to determine whether the explanatory variables have statistically significant association with poverty status of households or not. For each one of the independent variables, a test of association was carried out using Pearson chi-square $\left(X^{2}\right)$. The change in deviance is obtained by including a single independent variable in the logit model and comparing the change in deviance with reference to the intercept only model

Table 3 Bivariate Association of selected variables and poverty status of households in 2004/5

Variables	Pearson Chi square	D. f	p-value
Household size	544.260	2	0.000
Sex	7.091	1	0.008
Age	103.162	1	0.000
Educational status	308.124	3	0.000
Marital Status	121.752	4	0.000
Employment status	42.442	4	0.000

Source: own calculation

Significant factors in determining poverty status of households in 2004/5 were thus, the household size, sex age educational status, and marital status and employment status. And these variables were selected for further analysis (multivariate analysis) in both survey periods for all study areas.

3.3 Multivariate analysis

To determine factors that are significantly correlated with poverty status, the preliminary assessment was done using chi-square. Variables selected for multivariate analysis using logistic regression are those that are strongly associated with poverty status of the households. We applied stepwise selection method with 0.05 level of significance for entry and 0.1 level of significance for the removal of variables from the model. Household size (HFS), educational status of head (EDU), employment status of head (EMPLOY), sex (SEX), and marital status (MRS) are variables that passed this procedure for the final analysis.

3.3.1 Model Diagnostics

Any fitted model should be assessed and diagnosed for model adequacies and reliabilities. In this study, the likelihood ratio test was used for checking model adequacy. The values of the likelihood ratio statistics for the constant model and for the fitted model were 3429.473 and 2190.163, respectively. The resulting model chi-square value is then 1239.31 (=4360.662-2190.163). This statistic is significant at the 1% level, indicating the good fit of the model. The classification power for the poverty status indicates that 1527 non-poor households and 1207 poor households are correctly classified. All in all, 73.1 % of households are correctly classified.

Table 4a. Final fitted model for logistic regression (Addis Ababa 2004/05)

	B	S.E.	Wald	df	Sig.	Exp(B)
HFS			386.770	2	.000	
HFS(1)	3.028	.173	307.005	1	.000	20.654
HFS(2)	1.633	.162	101.582	1	.000	5.120
Ref(1-2)	-	-	-	-	-	-
AGE(1)	-.001	.096	.000	1	.994	.999
EDU			152.869	3	.000	
EDU(1)	1.756	.223	62.188	1	.000	5.788
EDU(2)	1.733	.151	132.307	1	.000	5.657
EDU(3)	.789	.144	30.151	1	.000	2.200
Ref(HED)	-	-	-		-	-
EMPLOY			8.372	4	.079	
EMPLOY(1)	-.369	.250	2.176	1	.140	3.819
EMPLOY(2)	-.365	.251	2.120	1	.145	3.058
EMPLOY(3)	-.160	.252	.403	1	.525	3.374
EMPLOY(4)	-.102	.262	.153	1	.695	3.173
Ref(NGO)	-	-	-	-	-	-
MRS			7.870	3	.049	
MRS(1)	.014	.165	.008	1	.931	1.014
MRS(2)	-.391	.197	3.922	1	.048	.676
MRS(3)	-.201	.209	.933	1	.334	.818
Ref(Never)	-	-	-	-	-	-
Constant	-2.708	.369	53.738	1	.000	.067

Table 4b. Final fitted model for logistic regression (Addis Ababa 2010/11)

	B	S.E.	Wald	df	Sig.	Exp(B)
AGE(1)	.509	.093	29.753	1	.000	1.664
EDU			151.729	3	.000	
EDU(1)	1.806	.234	59.529	1	.000	6.089
EDU (2)	1.478	.127	135.386	1	.000	4.384
EDU(3)	.940	.114	68.404	1	.000	2.559
HFS			479.391	2	.000	
HFS(1)	3.138	.144	475.753	1	.000	23.050
HFS(2)	1.898	.115	270.958	1	.000	6.672
EMPLOY			14.709	4	.005	
EMPLOY(1)	.561	.250	5.040	1	.025	1.753
EMPLOY(2)	.670	.245	7.470	1	.006	1.955
EMPLOY(3)	.693	.246	7.932	1	.005	2.000
EMPLOY(4)	.900	.254	12.519	1	.000	2.460
INCOME(1)	.324	.155	4.359	1	.037	1.383
RW(1)	.073	.221	.109	1	.741	1.076
MRS			3.564	3	.313	
MRS(1)	-.023	.138	.028	1	.867	.977
MRS(2)	.094	.168	.315	1	.575	1.099
MRS(3)	.221	.170	1.681	1	.195	1.247
Constant	-3.930	.348	127.293	1	.000	.020

4.4 Interpretation of results

The empirical result showed that all of the variables have the correct signs. The regression results confirm the indication from the bivariate analysis. The Wald statistics are large enough for most coefficients so that we can reject the null hypothesis $(\beta_j = 0)$ at the conventional levels of significance. The parameter estimate (estimated β coefficient) associated with an explanatory variable is an estimate of the change in the logit (log odds) caused by a unit change in that explanatory variable. It is probably easier to use the multiplicative form of the equation using exp (β) for the interpretation of results for the fitted model. The odd ratio (exp (β)) values greater than one indicates that the variables in the equation increase the odds of being poor. Mostly odd ratios are greater than one since the reference categories for each variable were taken as those which are likely less probable to be poor based on the information from the bivariate analysis. This is for the simplicity of interpretation. From Table, 4a and 4b we can see that the probability of being poor is high as family size increases. Households who

have family size greater or equal to 6 are about 23 and 21 times more likely to be poor than those who have family size between 1 and 2 in 2004/05 and 2010/11 respectively. In addition, households whose family size is between 3 and 5 are about 5 and 6 times more likely to be poor than those who have family size is between 1 and 2 in 2004/05 and 2010/11 respectively. The result shows that severity of poverty increases in parallel with increment of family size and the degree of influence increases from time to time. This result shows importance of family planning for the struggle against poverty. The result based on the educational status of household heads showed that households who are illiterate headed, are about 6 times more likely to be poor than households whose heads have higher education. At the same time, households from grade (1-6) qualified headed are about 6 times more likely to be poor than households who are higher education headed in 2004/05 and 4 times in 2010/11. Similarly, households from grade (7-12) qualified headed are about 2 times more likely to be poor than households who are higher education headed in 2004/05 and 3 times in 2010/11. The result obtained from employment categories is also impressive. It showed that households headed by unpaid family workers are about 4 times more likely to be poor than households whose heads worked in non- government organization in 2004/05 and it is 2 times in 2010/11. Moreover, private employed headed, self-employed headed and government or public employed headed households are about 3 times more likely to be poor than those who worked in non- government organization and it is 2 times in 2010/11.

Similarly, the probability of being poor is high as family size increases in Dire Dawa city administration and others regional capitals and severity of poverty increases in parallel with increment of family size and the degree of influence increases in the second survey period (2010/11) as in case of Addis Ababa. At the same time, results based on the educational status of household heads showed that households who are less educated headed are more likely to be poor than households whose heads have higher education on both survey periods. However, the role of educational level on poverty status of households' decreases in the second survey period (2010/11) as compared to in 2004/5. Moreover, educational level of households' head didn't contribute whether households being poor or not on both survey periods in case of Dire Dawa City Administration.

5. Conclusions and policy Implications

Identifying the extent and factors that dominantly aggravate the poverty situation in major six cities of Ethiopia is the main objective of this analysis. In fact, identification of these factors, which are multidimensional and interrelated, is critical to come up with a concrete solution. However, it is difficult to bring a complete solution for the whole problem overnight, and prioritization of the variables (intervention areas) is important.

In general, the entire poverty situation during the survey periods was critical in the cities. The study indicates that allocating budget taking into account the depth of poverty in each city is

337

recommended. According to the result, poverty head count dramatic increases as in 200/11 compared to 2004/05 except Mekelle. The situation is worse in case of Dire Dawa and Addis Ababa; on the other hand, significant improvement had shown in case of mekelle.

Household size is the most dominant factor for poverty status households in both survey periods. The result indicates that households with large family size are more likely to fall into the hard-core section of poverty easily than those who have less family size, and the degree of effect increases in 2010/11 compared that of 2004/05 in most cities. Thus, education about family planning should be provided by the concerned bodies.

The educational background of the heads of households is also one of the most important factors on poverty status households in most cities except Dire Dawa. Particularly college education has vital role in reducing poverty where as the role of educational level decreases as oppose that of family size in the second survey period. In general, the results in the second survey period (2010/11) showed, life becomes worsen in major cities of Ethiopia. In other words, economic growth in Ethiopia does not address the problems of urban poor in the context in studied cities. Instead, urban residents exposed higher inflation of living costs, and they are forced to lead poorer quality of life. In other words, major correction should be taken by concerned bodies in addressing inclusive and pro-poor growth in major cities of Ethiopia.

Based the information obtained through primary data (interview) from slum villages dwellers of these cities indicate that; youths are hopeless enough due to local administrators practice. That is, limited employment opportunities and or job creation through microfinance had been worked through corruption. Obtaining job is related to some sort of relation (relatives,) with local administrators in order to be part of beneficiaries in the cities. Ethnic marginalization is also experienced in case of Dire Dawa, and Adama.

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Reform for Dynamic Governance in Oromia Regional State: Evidence from Selected Sectorial Bureaus

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Abstract

Public sector reform initiatives emphasize on a current world of public management and inquire about government-wide problems. The general objective of this study was to assess the role of the public sector reform programs in creating dynamic governance in bureau-level sectors of Oromia Regional State. In this survey study, sectors at the regional administration-level were selected using purposive sampling technique. About 170 civil servants and middle level public managers were also selected from the sectors using simple random sampling technique. The analysis of the study was descriptive that combined both qualitative and quantitative data. The study shows a clear dominance of roles that are in line both with a Weberian self-understanding and a managerial (NPM) self-understanding indicating a certain hybridization of these two reform paradigms which are also called a Neo-Weberian model. The study identified that public managers and civil servants in the region perceive low level of autonomy (except in policy implementation) in power of promoting, hiring and firing of employees, restructuring organization, and developing and selecting policy options. This study also indicated poor implementation of the managerial reform programs in the regional state. Considering the human resource capacities of civil service organizations of the regional state, public sector reforms can bring incremental benefit and evolutionary transformation instead of dramatic and radical change for foreseeable future to come, in which it will be difficult to expect the dynamic governance to be a reality. Finally this paper recommends due attention for the implementation of Balanced Scorecard in the public sectors.
Key words: Dynamic Governance, Neo-Weberian model, New Public Management, Reform

1. Introduction

One of the very important questions raised by the public of any nation is how the government becomes effective. This is because the malfunction of a government is often disastrous. Wrong policies and poor implementation, ethical problems, and failure of governments are the challenges that are saddling many countries. In all these cases, it is the public whose living is affected and becomes victim. Peters (2001) notes that looking for novel means for making

governments effective, efficient and better political organization. The effectiveness of the government can be analyzed from the perspective of policy alternatives that the governments can propose. Governments lay down policies in a number of fields such as finance and economy, education and health, culture, and social security. In view of the fact that actual policy alternatives deviate from the best practice, it is possible to explain the success and failure of governments (Neo and Chen, 2007).

Governments cannot address all the needs of the public simultaneously due to shortage of resources. Hence, they are forced to set priorities to address problems in a prudent order, and maintain performance over time. In addition, the suitable policies and priorities of governments also change along the changes in governments. Peters (2001), states that public sector managers and political leaders have responsibility of reforming and enhancing the internal performance of their institutions.

New prospects also face as the world outside the nation transforms, adjacent countries develop or turn down, global legal arrangements and organizations realign, etc. These external alterations force the proper government policy choices to adjust, shift of priorities, and increase in standards of results. These intricacies show that good quality government is not a static notion, and its achievement does not depend on any individual decision. Rather, its fundamental challenges are dynamic, intersect several verdicts, require continuous learning, and hinge on successful and swift execution (Neo and Chen, 2007).

The Ethiopian public sector has also undergone a series of reforms in recent years with the aim of providing the citizens with the services they require in a rapidly changing world. The pressure for reform has been driven by both global and domestic developments. According to Getachew (2006), the Ethiopian government, based on the suggestion of the World Bank, has launched various public administration reforms starting from the early 1990s for transformation of government services. Moreover, broad public sector reform programs were introduced in 2001. Business Process Reengineering (BPR), Balanced Scorecard (BSC), Change Army, Kaizen, and Citizen Charter are among such systems. These reform programs are expected to create dynamic governance which results in positive cultural change and enhances organizational capabilities.

Oromia regional state is implementing reform initiatives in almost all public institutions. Though the Regional State has been implementing different reform programs since 1996, to bring radical, breakthrough and dramatic improvements in the performances of public institutions, studies indicated that there was a gap in what public institutions of the region have been able to offer and what people of the region was expecting. In this regard Public Opinion Survey carried out by Public Service College of Oromia in 2013 and 2015, indicated that there was dissatisfaction of the public on government services as a result of lack of responsiveness,

poor work commitment and inadequate knowledge of employees and leaders on reform programs and their insufficient attention for reform efforts.

Even though the contribution of public sector reforms is imperative in realizing dynamism in public sector, the challenges in implementation of these initiatives were not assessed at the sectoral bureaus of the region in the past few years as these bureaus are responsible for providing technical support for the lower tiers of the government. Therefore, this study contributes towards filling these gaps by analyzing the role the reform programs play in creating dynamic governance in bureau-level sectors of Oromia regional state. Based on this, the study addressed the following basic questions:

- How do public employees and public sector managers perceive their role?
- What is the degree of autonomy of public sector employees and managers in the regional state?
- To what extent are the reform instruments used in the organizations of the regional state?
- How is performance measured in the organizations?

2. Review of Related Literature

2.1. Public Sector Reform

A strong state is critical to advance economic transformation, social, cultural and economic development, to ensure national unity, peace and security for all. A strong public administration is also an essential tool to ensure the state capability to pursue and implement its policies. A commendable, well-educated and trained public service is a powerful tool for enhancing economic development and building a modernized public sector. It also contributes immensely to the achievement of industrialized society (Bourgon, 2007).

With the emergence of the contemporary governments, the civil service in less developed nations grew in to designing and executing public policies. According to Ayee (2001), the public service is frequently related with the valuable and well-organized management of development policies and programmes. This association also reveals that the public sector is considered as the major tool by which development programs and strategies are implemented in developing nations (Esman, 1988 cited in Ayee, 2001). Nowadays, there is a strong consent in states, public administrators, scholars, and donors on the need for public sector reform in developing countries. Shepherd (2003) states that merit system in selection of civil servants and protection of the civil service from the political interference is well practiced in the advanced countries as compared to the less developed nations.

Politicians and senior public sector managers also do not have professional depth and often fail to provide any chain of continuity in government over the longer term. This also resulted in

poor and inefficient provision of public services, and, often, overwhelmed by corruption and rent-seeking. It is also thought by many politicians and scholars that reforming the public sector of less developed nations in line with the model presented by the developed nations could be vital to building strong and effective governments. There is also a need to depoliticize the civil service sector in these developing countries. According to Peters (2001), the wave of reform that has swept through the public sector touched majority of the governments of the world.

As a result, many nations of the developing world have tried to implement and included into their constitutions and laws consistent with the advanced nations often with the help of the funding agencies. The function of the public sector as a mechanism in a national socio-economic and political development is unquestionable. However, in most developing countries, the public service is not capable of coping with the common alterations in ideology, politics and economy as well as governance modernizations.

Politt and Bouckaert (2011) discuss that public administration reform is generally considered as a way to an end, not a goal in itself. Reform in public sector, according to the authors, is taken as a means to various objectives such as efficiency of government operations, effectiveness of public policies, and quality of public services. In addition, administrative reforms are also meant to strengthen the control of politicians over the bureaucracy, empowering public officials, and increasing the accountability of the government to the public.

According to Bourgon (2007), the past many years show a sufficient time of testing the public service reforms. Various nations of the world, developed and developing, have embarked on wide-ranging reforms aimed at improving government efficiency, effectiveness, productivity, transparency and responsiveness. The mission to accomplish these objectives has been practiced through privatization, deregulation, commercialization, customer focused and decentralization. Currently when we look back, it is possible to identify the encouraging initiatives that demonstrate long-lasting and to get rid of the unsuccessful schemes that had a harmful effect on the ethos of the public service.

As a result, public sector reforms are found to be an essential driving force of Ethiopia's modernization and poverty reduction strategy and the approach by which the country manages its political, economic and social conditions is believed to be transformed. According to Paulos (2001), reorganization of government sector, pay related issues for civil servants, position classification, human resource directives and manuals, training for civil servants, efficiency, effectiveness and accountability were given high attention by the Ethiopian government during the first phase of reform. Hence, the public sector reform initiatives Ethiopia is undertaking is meant to make certain that outdated structures, work systems, processes and practices of governance experience essential changes that give power to and advance the quality of life of the citizens.

2.2. New Public Management

Public sector reform was introduced into the civil service institutions since the early days of the 1980s as an innovative insight of the favorable organizational arrangement and techniques of institutional management. Hence, the civil service modernization agenda was initiated with the newly adopted New Public Management (NPM) Model. NPM is the relocate of business principles and management techniques from the private into the public sector, symbiotic with and based on a neo-liberal understanding of state and economy (Drechsler, 2005).

The NPM model was also preferred as an alternative to the traditionally hierarchical and authoritative public administration (Vidaeak, 2000 cited Hammers chmid (2013). Peters (2001), in Drechsler (2005), states that NPM reforms signify suppositions that one way of managing both in the public or the private sector is best and the only suitable approach.

The NPM is also considered as a new paradigm shift to provide high quality services, increasing managerial autonomy, evaluating and prizing both the performance of an organization and individual public servant, capacitating public managers in terms of human resource, financial and physical asset as well as technological support to achieve the expected outcome through team-working (Polidano and Ewalt, 2001cited in Hammerschmid (2013).

According to Drechsler (2005), Weberian model assumes public administration which lays down different offices which are filled with employees who are selected by merit principles (impersonality), as most efficient system. In addition, hierarchy, the division of labor, exclusive employment, career advancement, the written form, and legality are also features that are reflected in Weberian model of public administration. Merit-based selection of employees is also the essential of these features because there is a strong association between merit selection and a low corruption rate.

The NPM movement is also derived from management theories whose basic assumption is mutual trust. According to these theories, subordinate units and superior bodies have common interests and the only way to increase the efficiency of public bodies is to give operating managers more discretion and leeway in deciding how to use allocated resources. The best way to improve organizations is supposedly to allow more autonomy and flexibility. Thus there is an element of decentralization and the slogan is "let the managers manage".

2.3. Dynamic Governance

Governance links governments and the public and enables different public policies and programs to be prepared, executed and appraised. It is also about the rules, institutions and networks that determine how a country or an organization operates. According to Neo and Geraldine (2007), governance becomes dynamic when previous policy choices can be adjusted to present developments in an uncertain and rapid changing situation so that policies, programs and institutions remain related and successful in achieving the long-standing desired goals of

a nation. It is more than making a one-time change or recovering from a setback. It is about ongoing sustained change for long-term survival and prosperity. Public governance is about providing high quality services, achieving value for money, public value.

In this uncertain and changing world, existing successes are no guarantee for upcoming continued existence. That is to say, stagnant governance and competence could ultimately lead to decay and slow growth even if the early selected set of principles, policies, strategies and practices are found appropriate.

Governments cannot be continuously effective and relevant unless they build strong institutional capacity (Neo and Geraldine, 2007). They need to have sufficient institutional capacity for learning, innovation and change in line with the constantly changing world which poses new challenges upon them. Even careful planning and programming cannot be enough in today's unstable and changeable environment.

But whether government institutions can be dynamic or not is debatable. Usually government institutions are regarded as sluggish and stodgy organizations that implement obsolete rules and regulations, and highly adhere to procedures, rather than being entrepreneurial and dynamic institutions. They are also considered by many as organizations which do not care for human resources and businesses. According to Bourgon (2007), the public service was traditionally governed by accurately set rules and responsible to elected officials. The power structure in the government bureaucracy is vertical and hierarchical and expected to put into effect minimum discretion in implementing its activities.

Today's public service also owes much to the theories of public administration that existed at the early 20th century which gave emphasis for rule of law, dedication to serving the public good, and serving the public trust by satisfying the expectation that civil servants will demonstrate reliability, decency and neutrality. This helped them to create somewhat autonomous institutions and created partnership between the public and private sectors which resulted in improvement in execution of policies, programs and projects, and service delivery (Haque, 2002; Peters, 2001).

Neo and Geraldine (2007) also explain the need to develop a model of institutional change if we want to create a dynamic theory of change. The major underlying principle behind reforms in governance is economic development, efficiency, economy, and competitiveness (Haque, 2002). Neo and Geraldine (2007) also opine that dynamism in governance requires continuous learning to understand the future developments that may affect a society.

Good governance that keeps on being applicable and remains effective must therefore be dynamic. Hence, dynamism in governance is vital for continued economic and social development in an uncertain and rapid changing environment, and in an increasingly

demanding and sophisticated society where citizens are more educated and more exposed to globalization.

3. The Methods

3.1. Research Approach

In this study, descriptive research type based on survey method was used. Both quantitative and qualitative research approaches were also employed in the study. In addition, both primary and secondary data sources were utilized. Primary data were collected using questionnaires, and interviews. The secondary data were collected from journals, reports, and previous studies. In addition, unpublished documents from Oromia Public Service and Human Resource Development bureau and sectors related to public sector reforms, human resource management were used as sources of secondary data.

3.2 Sampling Techniques

In this study, sectors at the Oromia regional state administration-level (civil service and good governance bureau, investment commission, health bureau, social affairs agency, and revenue authority) were selected using purposive sampling technique. The civil servants and middle level public sector managers were also selected from these sectors using simple random sampling technique for their representativeness. To determine the sample size (n) of the respondents who respond to the questionnaire, the following Kothari (2004) formula was applied.

$$n = z^2.p.q.N/e^2 (N\text{-}1) + Z^2.p.q$$

Where, p = stands for sample proportion, $q = 1 - p$; z = stands for the value of the standard variance at a given confidence level. In this case at 95% confidence interval, 1.96 was taken as the value of z; e = stands for acceptable error (the precision) in which 8% (0.08) was taken (Kothari, 2004). N = stands for total number of bureau-level civil servants and public sector managers in the regional state which were 32724 and n = stands for size of sample. By taking the value of p = 0.5 using the most conservative sample size, in which case 'n' was the maximum and the sample yields the desired precision (ibid). By substituting these values in the above formula, it gives:

$$n = (1.96)^2 *0.5*0.5*32724 / (0.08)^2 (32724\text{-}1) + (1.96)^2*0.5*0.5 = 151$$

For convenience, the researcher decided to make the sample size 200. In addition, seven senior experts and managers from the selected sectors were interviewed. Out of the distributed 200 questionnaires, 170 of them were filled and returned. Hence, the response rate is 85%.

3.3 Data Sources and Data Collection Method

The data collection involved methodological triangulation and data triangulation or a combination of methods and data sources. Survey questionnaires, in-depth interviews, personal observations and secondary document analysis were employed in order to get sufficient information about the reform programs, and dynamic governance in the bureau-level sectors of regional state.

The analysis of the study was descriptive that combined both qualitative and quantitative data. The quantitative data were also used to analyze by using descriptive statistics. Statistical package for social scientists (SPSS) was also used to generate percentages, tables and graphs to critically assess and explore the implementation of the reform programs and dynamic governance. The qualitative data that were coded and transcribed into texts and analyzed by content analysis. Besides, results obtained from both qualitative and quantitative data were triangulated.

4. Discussion and Results

4.1 Values and Attitudes of Public Sector Executives

The following section will present data on how public sector managers and civil servants in Oromia perceive their role as executives, their motivation and social values and preferences.

4.1.1 Role

Public sector executives are expected to play different roles to realize and contribute to the effectiveness of their respective organizations. As shown on table 1 above all the listed roles of the public sector managers and employees are important as their mean importance is greater than 2.5 out of five point scale.

When asked about their self-understanding as public sector executives, a clear majority of the respondents strongly confirms providing expertise and technical knowledge (65.3%), ensuring independent execution of policies and laws (63.%) and achieving results (66.5%). In addition, providing a voice for societal interests (51.8%), ensuring an efficient use of resources (58.9%) and finding joint solutions to solve problems of public concern (59.5) are also considered central issues for their role.

Table 1: Perception of respondents about their role as public sector executive

Role	N	Strongly disagree	Disagree	Medium	Agree	Strongly agree	Mean	Rank
Ensuring implementation of rules & laws	170	6.5%	7.6%	22.4%	32.4%	31.2%	3.74	2
Ensuring integrated operation of gov't offices	170	4.7%	11.8%	28.8%	37.6%	17.1%	3.51	7
Achieving results	170	4.1%	10.6%	18.8%	41.8%	24.7%	3.72	3
Ensuring public interest be heard	170	8.8%	8.8%	21.8%	30.0%	30.6%	3.65	4
Formulating new policy agenda	170	13.5%	17.6%	23.5%	27.6%	17.6%	3.18	8
Contributing professional knowledge	170	7.6%	6.5%	20.6%	33.5%	31.8%	3.75	1
Searching joint solution for public problem	170	11.8%	7.6%	21.2%	32.4%	27.1%	3.55	6
Ensuring efficient use of resources	170	11.2%	6.5%	23.5%	32.4%	26.5%	3.56	5

Source: Survey of 2016

Other aspects such as ensuring integrated operation of government offices (cooperation and collaboration) and formulating new policy agenda (with slightly lower mean (3.51 and 3.18 respectively), are also well anchored but to a much lesser degree. Interviewees also stated that participation of employees in different activities is weak in public organizations of the regional state. "Our role is accomplishing what is being formulated," a response of an interviewee.

With regard to the Oromia regional state's public sector civil servants and managers emerging from these answers, we find a clear dominance of roles that are in line both with a Weberian self-understanding (e.g. giving expertise and technical knowledge, making sure unbiased accomplishment of laws and directives) and a managerial self-understanding (e.g. achieving results, ensuring efficient use of resources) indicating a certain hybridization of these two reform paradigms which could be interpreted as a Neo-Weberian model by Pollitt and Bouckaert (2011 cited in Hammerschmid et. al. 2013).

In contrast, a more political self-understanding and roles in line with a more networked-governance reform model are reverberating to a lower degree. Interview participants also raised that joint solution searching and coordination among departments and sectors is found to be weak. For example, according to the interviewees, service level agreement (SLA) is not properly implemented in the sectors. This indicates that the post-NPM reforms which are inter-organizationally oriented (Christensen, 2012) are poorly implemented in the sectors of the region. Properly implementing such reforms is important as those post-NPM reforms are aimed

to improve the horizontal coordination of public organizations and also to boost coordination between the state and non-state actors.

4.1.2. Management Autonomy

Management autonomy is an element influencing the transferability of management practices to the public sector. The less public sector managers and civil servants are autonomous in managing their organization, the less they can be made accountable for successes or failures. After the institutions are reformed, workers are required to make their own decisions because in such processes decision making is part of the work. Hence, empowerment is critical issue after the implementation of reform programs.

The results on Table 2 below show that, in general, the civil servants and public sector managers perceive a relatively high degree of autonomy in implementation of public policies as agreed and strongly agreed by nearly 70% of the respondents. Autonomy in allocating budget and outsourcing of services is also relatively higher since 36.4% and 32.4% of them believe that they have budget allocation autonomy and contracting out services respectively. In contrast, only a rather very low share of respondents agrees on having power of promoting, hiring and firing of employees, restructuring organization as needed, and developing and selecting policy options as part of their role as executives (vs. high share of disagreeing). The respondents perceive a rather low degree of autonomy in all of the variables mentioned except implementation of policies. According to the respondents, approaches to increase management autonomy are also rather uncommon.

Table 2: Degree of autonomy of public sector executives

Autonomy	N	Strongly disagree	Disagree	Medium	Agree	Strongly agree	Mean	Rank
Budget allocation	170	27.6%	18.8%	17.1%	18.8%	17.6%	2.80	2
Outsourcing services	170	24.7%	14.1%	28.8%	21.2%	11.2%	2.80	2
Promoting employees	170	30.0%	13.5%	25.3%	19.4%	11.8%	2.69	4
Power of hiring employees	170	32.9%	12.9%	24.1%	21.2%	8.8%	2.60	5
Firing employees	170	62.4%	15.3%	7.1%	10.6%	4.7%	1.80	8
Restructuring organization as needed	170	37.1%	17.1%	17.6%	17.1%	11.2%	2.48	6
Developing and selecting policy	170	48.8%	11.2%	15.9%	18.8%	5.3%	2.21	7
Implementation of policies	170	10.0%	8.8%	18.2%	45.3%	17.6%	3.52	1

Source: Survey of 2016

Interviewees also opined that empowering of employees is not up to their expectations. "Team leaders are expected to decide at their levels but they do not give decisions," said one interviewee. They also raised that decision at individual manager level is very minimal. "Budget for the sector is posted on the board but individual units/departments do not clearly know their budget" reported another participant of interview. This implies that employees and public sector managers in the regional state are not properly empowered even though the reformed organizations need autonomous and empowered managers and civil servants.

4.1.3. Change Management Programs

A strong organizational base and supports are important in ensuring that public sector reforms are pursued (Hammerschmid et. al. 2013), and successful reform requires an expected, ongoing approach that takes into account different stakeholder and political perspectives. Effective public sector reforms enable continuous change, and create a good enabling environment that facilitates dynamism in the public sectors because institutional culture can support or hinder, facilitate or impede dynamism in policymaking and implementation (Neo and Chen, 2007).

Table 3: The extent to which the reform instruments are used in the organization

Change Management Tools	N	Strongly disagree	Disagree	Medium	Agree	Strongly agree	Mean	Rank
presence of SPM	170	4.7%	5.3%	11.2%	31.2%	47.6%	4.12	1
presence of customer satisfaction survey	170	17.1%	11.2%	25.3%	27.6%	18.8%	3.20	8
service points for customers	170	10.6%	9.4%	35.3%	31.2%	13.5%	3.28	3
presence of quality management systems	170	15.3%	20.6%	32.9%	25.9%	5.3%	2.85	11
presence of code of conduct	170	8.8%	15.3%	29.4%	38.2%	8.2%	3.22	6
Benchmarking	170	16.5%	25.9%	28.2%	22.9%	6.5%	2.77	13
presence of cost accounting system	170	13.5%	13.5%	38.2%	23.5%	11.2%	3.05	10
presence of BPR document	170	12.4%	9.4%	31.8%	31.2%	15.3%	3.28	3
presence of kaizen	170	58.2%	12.4%	11.8%	11.8%	5.9%	1.95	17
Presence of BSC	170	10.6%	17.1%	27.6%	21.2%	23.5%	3.30	2
presence of citizens charter	170	11.2%	19.4%	21.2%	29.4%	18.8%	3.25	5
decentralization of financial decisions	170	24.7%	17.6%	24.7%	23.5%	9.4%	2.75	14
decentralization of human resource decisions	170	22.9%	18.8%	23.5%	26.5%	8.2%	2.78	12
presence of change army	170	5.9%	22.4%	30.6%	27.6%	13.5%	3.21	7
presence of performance appraisal	170	14.1%	14.7%	28.2%	31.2%	11.8%	3.12	9
presence of performance related pay	170	44.1%	16.5%	21.8%	11.2%	6.5%	2.19	16
presence of risk management	170	31.8%	22.4%	22.4%	18.8%	4.7%	2.42	15

Source: Survey of 2016

With regard to the extent to which different reform tools are applied in public sector of the Oromia regional state, respondents were asked to express their opinion to what extent these instruments are used. The management tools used by majority of the respondents are Strategic Planning and Management (SPM) (90%), Balanced Scorecard (BSC) (72.3%), Business

Process Reengineering (BPR) (63%), service points for customers (44.7%), citizen charter (48.2%), and code of conduct (46.4%).

Interestingly, public sector managers and civil servants in the overall regional state use majority of these management initiatives significantly though the degree of application varies from sector to sector. This clearly indicates the efforts made to implement managerial reforms in Oromia region public administration.

From this we can observe that the strategic plan and Balanced Scorecard are the most practiced management instruments in the public sector. Having strategic plans and Balanced Scorecards is good as a comprehensive approach to public administration reform needs a strong strategic underpinning. Change army, and customer satisfaction survey and performance appraisal are also widely implemented as their mean importance is greater than 3.20 out of five point scale.

It can also be inferred from the data that the intensity with which large-scale public administration reforms have been undertaken is high and has actually varied considerably during the past many years. Achievements as a result of BPR implementation as identified by Oromia bureau of Public Service and Human Resource Development are establishing process-based organizations, minimizing handoffs, one stop shopping service, and more attention for value-adding activities rather than routine activities in public sectors. Relationship with customers and stakeholders has also improved.

According to OPSHRD (2008) report problems related with BPR implementation are listed as follows: BPR implementation level of regional sectors has not been identified; monitoring and evaluation at different levels of the sectors is not based on the unique nature of the sectors; the desired change of values and beliefs has not been realized by public managers and employees; even though continuous trainings were offered for the employees and managers, still there is a problem of awareness; low level of leadership commitment in many offices; failure to improve service delivery level at all levels as expected; failure to solve problems of good governance and rent seeking in the sectors.

According to the report and interview results, BSC implementation has also faced many challenges out of which failure to apply uniform framework to execute strategies on the part of the sectors, problem of identifying sectors based on their capacity of strategy execution and providing support based on their status, poor leadership support, failure to plan, manage, and report by BSC framework on the part of the managers due to low level of commitment and knowledge of BSC, lack of knowledge and resistance of the employees about BSC, and failure to apply it for planning and reporting are the major ones.

Dynamic governance requires thinking across different sectors to draw lessons from other sectors (Neo and Chen, 2007) so that fresh ideas and concepts could be introduced into public organizations. Majority of the respondents also reported that benchmarking and performance

related pay are the least practiced in their respective organizations as reported by 42.4% and 70.6% of them. This could negatively affect the public administration of the regional state.

An interviewee responded that "reform has not brought change, only mechanical changes are observed. The human side is not properly treated". In addition, information obtained from interview reveal that public sectors in the region do not regularly measure results based on the BSC framework and hence performance is not properly measred and is not linked to reward. There is also no performance related pay because of failure to implement BSC in a desired manner. The report and the interview results also show that change army in the region is not properly implemented and has not brought the intended results.

Hence, it is possible to deduce that even though many reform programs are introduced in the public sectors of the regional state, their implementation status is poor. In general, the expected change in public sectors has not been achieved as expected. Measures were also not taken on the sectors identified based on their maturity level and this adversely affected the effectiveness of BPR. This also indicates that much remains to be done to create strong organizational culture and dynamic governance. Hence, strong organizational capabilities are needed to consider thoroughly major policy issues and take effective action.

According to Drechsler (2005), NPM is the transfer of principles and techniques of private management to the public sector, symbiotic with and based on a neo-liberal understanding of state and economy. This could be the reason for poor implementation of such NPM-inspired reforms as they may not fit to the context of developmental state ideology. Hence, contextualizing such reforms to developmental state is important.

In addition, matching the statuses of civil service organizations in the regional state to implement all the above reform programs indicates that the public administration reforms instruments/tools can be considered to bring evolutionary changes and such reforms can bring incremental benefit and evolutionary transformation instead of dramatic and radical change for foreseeable future to come, in which it will be difficult to expect the dynamic governance to be a reality.

4.1.4 Organizational Goals

If the objectives are perceived to be vague and activities are not measureable and easy to observe, it cannot be properly measured. For an effective performance management a rather limited number of goals which are clearly stated and communicated to staff as well as activities and results to be observed and monitored are important enabling factors (Kusek and Rist, 2004).

Table 4: The practice of performance measurement in the organizations

Performance Measurement	N	Strongly disagree	Disagree	Medium	Agree	Strongly agree	Mean	Rank
Presence of clear goals		4.1%	11.8%	12.4%	32.4%	39.4%	3.91	1
Clarity of objectives for employees		10.6%	5.9%	22.4%	28.8%	32.4%	3.66	3
Number of objectives		4.7%	12.4%	15.3%	41.8%	25.9%	3.72	2
measuring activities is easy		16.5%	10.0%	30.6%	29.4%	13.5%	3.14	5
mostly we measure inputs and activities		11.2%	12.4%	28.8%	32.9%	14.7%	3.28	4
mostly we measure outputs and outcomes		14.7%	13.5%	28.2%	34.1%	9.4%	3.10	6
we are rewarded for achieving our goals		38.2%	17.1%	20.0%	17.6%	7.1%	2.38	8
we face clear sanctions for not achieving our goals		42.4%	18.2%	21.8%	12.9%	4.7%	2.19	9
political leaders monitor work by using indicators		31.2%	17.1%	22.4%	24.1%	5.3%	2.55	7

Source: Survey of 2016

When asked about the characteristics related with organizational goals in work context of their organizations, 71.8% of the Oromia regional state public sector managers and civil servants agreed and strongly agreed about the clarity of goals. About 61.2% of the respondents also explain that the objectives are well communicated and made clear for employees while only 15.9% of them have doubts about the clear communication of goals within their organization. However, 67.7% of them believe that the objectives are numerous. They feel that their organizations have high number of goals. Discussions about aim ambiguity show that performance management is best realized when goals are limited, clearly set and communicated, and activities are easily observed and monitored.

We can understand that even though the objectives are clearly stated and communicated to staff, having many objectives may negatively affect the performance of the objectives. This indicates potential difficulties in applying performance management logic. Similarly, a significant number (57.6%) of employees and public sector managers reported that they mostly measure inputs and activities as compared to 43.5% who reported that they focus on outputs and outcomes in the measurement of performance of their organizations. It is clear from these data that most of the public sector organizations in the regional state focused on measuring short term activities and inputs rather than the long-term results such as outcome. Hence, attention should be given for evaluating long term results in performance management.

Whether political leaders use performance indicators to monitor work was also raised for the civil servants and middle level managers of the region. Accordingly, 48.3% of them disagreed as compared to 29.4% who agreed with the idea. It shows that top leaders of the organizations mostly do not use indicators in measuring performance of their organizations and this may lead to subjectivity of measurement.

Measuring performance and nominating high performers is very important for any organization. Recognizing achievement and celebrating success is an intrinsic part of every successful individuals and teams. With regard to aspects of rewarding of best performers and sanctioning those who failed to achieve their objectives, only 24.7% and 17.6% of them agreed with the presence of reward and sanctions as compared to those who disagreed i.e. 55.3% and 60.4% respectively.

It was aslo raised during interview and discussed in the report that in some organizations results are not properly measured due to ambiguity of goals, and false results are reported. Strategic results are not clearly identified to know to what extent the public is benefited. Due to failure of properly implementing BSC, it became difficult to differetiate best performing organizations from low performing ones, and supporting, rewarding and sanctioning are impossible.

Other problems associated with BSC implementation are failure to execute BSC in an organized manner, poor information management, focusing on short-term results, activities and inputs rather than long term-results such as outcomes and impacts, problems of aligning strategy with the day-to-day activities in many organizations of the regional state, poor leadership engagement in strategy execution due to low commitment and knowledge, and absence of strong regular monitoring and evaluation system. Hence, efforts need to be made for measuring long term results such as outcomes and impacts, and achievement of results should be linked with the rewards. There also need to reward successful performers and at the same time, those who fail to achieve the results need to be accountable.

5. Conclusions and Recommendations

5.1 Conclusions

This research raised different issues by analyzing public sector executives' assessment of recent reforms and thereby determining to what extent Oromia public administration has experienced a turn away from the traditional Weberian model of public administration towards NPM or post-NPM ideas. Public sector reforms were implemented with the general intention of deepening of the professionalization of the public services, and hence to create a dynamic governance in the public sector.

The study shows a clear dominance of roles that are in line both with a Weberian self-understanding and a managerial self-understanding indicating a certain hybridization of these

two reform paradigms which are also called a Neo-Weberian model. In contrast, a more political self-understanding and roles in line with a more networked-governance reform model (post-NPM) are reflected to a lower extent by employees and middle level managers.

The study also confirmed that employees and public sector managers in the regional state are not properly empowered even though the reformed organizations need autonomous and empowered managers and civil servants. Regional bureau-level employees perceive relatively low degree of autonomy in many variables such as power of promoting, hiring and firing of employees, restructuring organizations, and developing and selecting policy options as part of their role as executives

As a comprehensive approach to public sector reform needs a strong strategic underpinning, implementing different reform programs is important for creating dynamic governance. However, results of the study show that such managerial reforms are not properly implemented. In addition, performance related pay, decentralization of financial and human resource decisions, and benchmarking which can highly contribute for the dynamism of the sectors are the least practiced management initiatives in the public sectors of the regional state. Appropriate measures were also not taken on the sectors based on their maturity level and this adversely affected the effectiveness of the reforms.

Hence, the implementation status of the reform programs is at a lower level and the expected change in public sectors has not been achieved as expected. Poor implementation of NPM-inspired reforms in the developmental state context could also be challenging as they may not fit to such contexts since they are symbiotic with and based on a neo-liberal understanding of state and economy. So, strong organizational capabilities are needed to consider thoroughly major policy issues and take effective action.

5.2 Recommendations

It is better to improve the understanding of the employees on the NPM reform and post-NPM reform philosophies as opposed to the Weberian thinking to further deepen the implementation of the reform programs. Contextualizing the reforms to the developmental state ideology is also important. Focus should be given for post-NPM reforms (networked governance) as such reform initiatives seek to improve the horizontal coordination of public organizations and also to boost coordination between the state and non-state actors. This also contributes for dynamic governance.

The public sector managers and political leaders need to focus on empowering lower level units, departments and employees so that self-active and responsible employees, managers and units can be created. Since Balanced Scorecard (BSC) is a comprehensive reform tool and it focuses on measurement, its implementation should be given attention and the objectives set

in the BSC should be revised and few Key Performance Indicators should be identified, managed and measured. This could also help to link performance and pay.

The performance measurement should focus on long-term results rather than inputs and activities and the performance should be linked with the rewards. The follow up and support given for the sectors should consider the unique feature and maturity level of the organizations. Human resource development based on human resource planning, need assessment and impact evaluation should be given due emphasis in the sectors of the region.

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The Contribution of Civil Service Reform Tools in Enhancing Good Governance in Addis Ababa city Government

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Abstract

This study was aimed at assessing the contribution of civil service reform tools in enhancing good governance in Addis Ababa city government. The study selected public servant respondents for survey and customers of the same public sectors for interview purpose from four sub cities. Accordingly, survey data were collected from three hundred twelve respondents by using questionnaire and twenty customers (five from each sub city) participated on the interview conducted. Both quantitative and qualitative methods of data analysis were employed in the study. Frequency, means, percentage, mean rank and Kruskal Wallis test were used in analyzing survey data. The study result revealed that there are some progresses in few principles of good governance. However, the improvements made on most of good governance principles are not as expected. For instance, there were lack of responsiveness, transparency and accountability in service provision process. Incompetent and less committed leadership at various echelons, attitudinal problem of service renders and shortages of the required resources are some of the major impeding factors in realizing good governance principles. The civil service reform tools such as BPR and BSC have brought some change in good governance. Yet, the role of reform tools particularly, reform army, in enhancing good governance principles was not as per the expectation of the city government. There were also a lot of public servants who perceived the reform army as a political tool rather than as a civil service reform tool. This could probably happen because of either the reform army has not been properly designed or it is not appropriately communicated.

Key Words: *- Good Governance, Civil Service Reform Tools, Addis Ababa City Government*

1. Introduction

The Government of Federal Democratic Republic of Ethiopia (FDRE) has been initiating and implementing various reform programs since 1991 when the previous regime was overthrown. Of all the reform programs underwent, the civil service reform program that was launched in 1996 with the purpose of bridging the gap of capacity which had seriously hindered the performance of public institutions in Ethiopia for a century was very comprehensive (FDRE, 2001). It entails five sub programs i.e. top management system reform, human resource management reform, expenditure management and control reform, ethics reform, and service delivery reform sub-programs. The reform program was launched with the triple aims of improving service delivery, empowerment, and accountability across the federal, regional, and local levels of government in Ethiopia.

To realize the implementation of service delivery reform sub program a new service delivery policy was launched in 2001 with the overall objective of attaining user satisfaction in service delivery in the civil service. In order to achieve the objectives of this policy the government, mainly the then ministry of capacity building and its successor (the ministry of civil service) has made several efforts in implementing various reform tools such as Business Process Reengineering (BPR), Balanced Score Card (BSC) and Reform Army Building Strategy; and facilitating training packages at federal, regional and local levels.

Being the capital city of the country, Addis Ababa City Government is the region where these civil service reform tools have been extensively implemented. Those lots of rules and regulations had been under implementation for a century which related to civil service have been revised and amended in the city government during the implementation of the reform tools. For instance, as to Proclamation No. 10/2008, Business Process Reengineering (BPR) was implemented because:

It is believed that the existing laws and practices hinder effective and efficient implementation of outcomes of BPR study in the governmental institutions of the city government; it desired to create fertile ground for effective implementation of the outcomes of BPR study and thereby to be successful in getting rid of poverty by rendering accountable, transparent, effective and fast service to the public; it has become necessary to rely on the fundamental principles of democracy and rules of law in the course of implementing BPR; and it is believed permanent implementation of outcomes of BPR study demands amendment of the existing laws after pilot testing the process and structure.

One can understand from the content of this proclamation that BPR has given due attention to bring about dramatic improvement in service delivery and customer satisfaction which in turn realizes good governance principles in public sectors of the city government. In addition to BPR, other reform tools such as BSC and Reform Army are being implemented in the city government to improve the performance of public institutions thereby realize good governance in the city government (Gebre & Nigussie, 2015).

The concept of 'Good Governance' has been defined by a number of international institutions, including WB, IMF and UNDP as the capacity of a country to establish a "framework of order and stability, formulate and implement effective policies and create an environment durable for economic and social development" (Hilal A, 2014 as quoted in Shimelis, 2015). When there is a chance to transfer civil service reform, there will be a probability of improving the capacity of policy formulators and implementers in a country. It is also very difficult if not impossible to think about peace and sustainable development without being responsive to

citizen's request for effective and efficient service. From this assumption, the role of civil service reform in enhancing good governance might not be insignificant.

The government of Ethiopia has taken a number of important measures to promote good governance by implementing various reform tools and ratifying several internationally recognized human right conventions. For instance, "capacity building and good governance" is one of the pillar strategies of Growth and Transformation Plan I (GTP I) and GTP II (MoFED 2010 & FDRE 2015:22). However, evidence shows that the realization of good governance principles encountered many challenges in Ethiopia in general and in Addis Ababa in particular for various reasons:

Lack of capacity at woreda level, lack of commitment to facilitate the implementation of good governance (lack of participatory planning, inefficient/ineffective provision of public/social service), lack of transparency and accountability, lack of clear information on how to promote/demote employees and shortage of human and material resourcesare some of the reasons for low performance of good governance at woreda level in Ethiopia (Aster, 2007). As to Shimelis (2015), poverty and high rate of illiteracy, absence of effective check and balance and absence of democratic culture in the county's long history are some of the major reasons for low achievements of good governance in Ethiopia. Lack of consensus and sense of ownership to the reform, lack of effectiveness and shortage of resources to exercise good governance among all members of the community were some of the challenges in Addis Ababa (Jemal & Amanuel, 2009:245).

The government has made persistent effort in implementing various reform tools with the objective of attaining user satisfaction and realizing good governance. However, various studies conducted on the implementation status of civil service reform tools, especially on BPR and BSC, during the last few years indicated that despite some improvements, the results were below the expectation in both federal and regional public institutions (Tesfaye 2009; Tesfaye & Atkilt 2011; Sime, 2012 and Fekadu, 2013). Currently, almost all the customers of public institutions complain that the implementation of reform tools has never brought any improvement in good governance. Some people complain that the implementation of reform tools affect the good governance principles adversely. They argue that after implementing the reform tools especially, the reform army, service providers waste most of their working time in meeting at the expense of serving customers.

To sum-up, the study was aimed at investigating the extent to which the civil service reform tools under implementation has contributed in improving good governance in the city government. Hence, it attempts to answers the following research questions: How are the good governance principles being implemented in the city government? What are the major

challenges of implementing good governance in the city government? And how do the civil service reform tools facilitate the implementation of good governance?

2. Review of Related Literature

2.1 Concepts and Meaning of Good Governance

Before discussing about good governance it is better to see what 'governance' means. Governance can be defined in various ways. Governance is 'the system or manner of government' (Encarta, 2009) in which power is exercised in the management of a country's economic and social resources for development (WB, 2000). It has also been defined as the process of decision making and the process by which decisions are implemented or not (UNESCAP, 2000). Since governance is the process of decision making and the process by which decisions are implemented, an analysis of governance could focus on formal and informal actors involved in decision making and implementing.

Government is one of the actors in governance. In some literatures governance and governmentare used interchangeably, however, usually governance means government plus something else: public policies, institutions, a system of economic relationships, or a role for the non-governmental sector in the business of the state (Smith 2007). Similarly, (Rosenau, 1992 as quoted in Munshi & Abraham, 2009) revealed that as government those 'activities that are backed by formal authority, by police power to ensure the implementation of dully constituted policies' whereas governance refers to activities backed by shared goals that may or may not derive from legal and formally prescribed responsibilities and that do not necessarily rely on police power to overcome defiance and attain compliance.

Governance could also be defined as the exercise of economic, political and administrative authorities to manage a country's affairs at all levels and it comprises mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, fulfill their obligations and accommodate their differences (UNDP, 2009). This might imply the concept of 'governance' is too broad which incorporate all internal and external factors influence the socio-economic and political decisions of a country. Governance could be good or bad/poor based on the decision going to be made.

To begin with poor governance; some of its major symptoms are, the diversification of public resources for private gains, absence of law or arbitrariness in its application, excessive rules which impede the functioning of market, allocation of resources in a manner that is inconsistent with the priorities of development, and decision making process that is not transparent (Munshi & Abraham, 2009). However, good governance has been raised by a number of international funding organizations since 1980s. Good governance encourages the public trust and participation that enables services to improve while bad governance fosters the low morale and

adversarial relationships that leads to poor performance or even, ultimately, to dysfunctional organization (OPM & CIPFA, 2004).

Furthermore, good governance expresses approval not only for a type of government (usually democracy) and its related political values (for example respect for human right) but also for certain kinds of additional components. When talking about good governance, what is generally referred to is the ability to perform efficiently, effectively and responsively, guided by principles that are feasible and desirable at all levels of the society, not just at the political one (UN, 2004).

2.2 Basic Principles of Good Governance

In our preceding topic we have seen how 'governance' and 'good governance' is perceived and defined by different groups. In this section we will discuss about the basic principles and elements of good governance. Like of its definitions, the basic elements and principles of good governance, varies in number based on their purposes and focus areas. To mention some of them; Commonwealth Secretariat (2000), categorized good governance into five common elements as: accountability, transparency, combating corruption and legal stakeholder participation and judicial framework.

Rowntree (2004), listed down six core principles of standard good governance focusing on - organization's purpose and on outcomes for citizens and service users; performing effectively in clearly defined functions and roles; promoting values for the whole organization and demonstrating the values of good governance through behavior; taking informed, transparent decisions and managing risk; developing the capacity and capability of the governing body to be effective; and engaging stakeholder and making accountability real.
As to UNESCAP (2000), good governance comprises the following eight major elements: participation, rule of law, consensus oriented, equity and inclusiveness, efficiency and effectiveness, accountability, transparency and responsiveness. We will briefly discuss about each of the good governance principles hereunder.

Participation: - refers to the degree of involvement of all stakeholders. It improves state capacity by endowing it with credibility when citizens can express opinions and demands, by reducing information problems, and by plugging gaps in state provision (Smith, 2007).

Transparency: –refers to the degree of clarity and openness with which decisions are made. It includes the decisions undertaken and their enforcements are done in a manner that follows rules and regulations. To make it practical information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It means adequate information is provided and that it is disseminated in easily understandable way.

Accountability: –is the extent to which political actors are responsible to society for what they say and do. Who is accountable to who varies depending on whether decisions or actions taken are internal or external to an organization or an institution. Accountability couldn't be enforced without transparency and the rule of law.

Fairness/rule of law: –the degree of which rules apply equally to everyone in society. As to Trakulmututa (2013) the rule of law refers to a principle of governance in which all of the people, institutions and entities, public and private, including the state are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated.

Efficiency and effectiveness*:* -refers to the extent to which limited human and financial resources are applied without wastage, delay or corruption or prejudicing future generation (UN, 2008).

Consensus orientation: -refers to consideration of the various interest groups in a society to reach a broad consensus on what is the best interest of the whole community and how this can be achieved.

Equity and inclusiveness: -a society's wellbeing depends on ensuring that all its members feel that they have stake in it and do not feel excluded from the mainstream of the society. This requires that all groups get the opportunity to improve or maintain their wellbeing.

Responsiveness:-good governance requires that institutions and processes try to serve all customers within a reasonable timeframe. The amount of time a citizen will wait before being served determine the extent to which a particular public sector institution is considered responsive or not responsive enough for the needs of the citizens.

From the above discussion one can categorize the principles of good governance into technical, political and social dimensions. Technical dimension refers to the economic aspect of governance, namely the transparency of government account, the effectiveness of public resources management, and the stability of regulatory environment for private sectors activity. The social dimension – that is to build, strengthen and promote democratic institutions as well as tolerance throughout society. Political dimension refers to the legitimacy of government, the accountability of political elements of government and respect for human rights and rule of law (UN, 2004).

2.3 Civil service Reform and Good Governance in Ethiopia
2.3.1 Urban Development Policy Package and Urban Good Governance

The present government of Ethiopia has taken various measures in transforming the socio-political and economical aspects of the country starting soon after overthrowing the previous regime. One of those reforms was civil service reform and good governance that has been undertaken at various sectors of public institutions. In transforming the civil service and good governance a number of policies, strategies and programs have been designed and implemented. In order to mention one of these policies and strategies let's see the urban development policy which was launched during the "Plan for Accelerated and Sustained Development and End Poverty (PASDEP) (2005/6 - 2009/10). The urban development policy consists of two packages: Urban Development package and Urban Good Governance package.

The urban Infrastructure and Service reform subprogram which is the extension of urban good governance subprogram has the general objective to develop policy, strategy, institutional and legal frameworks that improve organizational structures and systems of city administrations for the purpose of infrastructures and service delivery. And there were four specific objectives of this subprogram: 1) Develop strategies and an integrated development policy and ensure infrastructure development and service delivery are aligned with good governance principles; 2) Improve the organizational structure and system of municipalities to implement infrastructure development and service delivery; 3) Develop viable organizations, institutions and system to ensure good coordination among infrastructures and service providers; and 4) Create awareness among stakeholders about the improved policy, strategies and legal framework for implementing delivery of services (FDRE, 2009).

What we can understand from the content of this policy is that the coordination and alignment among infrastructure development, service delivery and good governance principles contributes a lot in ensuring the sustainable development of the urban community in the country. For instance, if we look at the first objective of the subprogram, it reads as "ensure infrastructure development and service delivery are aligned with good governance principles". As a capital city of the country, Addis Ababa city government is one of the urban areas where this subprogram has been extensively implemented.

2.3.2 Contribution of Civil Service Reform Tools in Enhancing Good Governance

As the name indicates 'the reform tools' are those instruments designed by the former ministry of capacity building to practically exercise the objective of service delivery subprogram of the civil service reform. The civil service reform was launched with the overall objective of attaining user satisfaction in service delivery (FDRE, 2001). Several tools were tried and implemented by the public institution at federal, regional and local levels. Some of these tools were designed by the former Ministry of capacity building while others have been undertaken

by the ministry of civil service and good governance which is currently known as the ministry of public service and human resource development. For instance, Business Process Reengineering (BPR) and Balanced Score Card (BSC) were launched during the former ministry whereas Reform army was designed five years before by the then ministry of civil service and good governance.

Even if the objective of each reform tool may vary from one to others, customer satisfaction is what all of them share in common. In addition, there is a strong relationship between the performance indicators of reform tools and basic elements of good governance because both focus on citizen's satisfaction. To this effect, the success or failure of performance indicators in reform tools could be resulted in the success or failure of good governance elements too.
If we look at each reform tool for instance, the key concept in Business Process of Reengineering (BPR) is 'Reengineering' which means fundamental rethinking and radical redesigning of business process to bring about dramatic improvement in performance indicators (in reducing unnecessary cost and increasing quality, quantity, and customer satisfaction) (Hammer and Champy, 1993). There are also some basic features of reengineered organizations such as empowerment of workers in decision making, accountability of each performers, and team work.

As cited in proc. No. 10/2008, "…the city government desired to create fertile ground for effective implementation of the outcomes of BPR and thereby to be successful in getting rid of poverty by rendering accountable, transparent, fast and effective service to the public". This implies the desired outcome of BPR was to achieve the developmental objective of the city government by implementing some principles of good governance such as accountability, transparency and efficiency and effectiveness.

Similarly, the concern of Balanced Score Card (BSC) is translating an organization's strategic objectives into a set of performance indicators distributed among the following perspectives; financial perspective, customer perspective, internal business process perspective and learning and growth perspective (Kaplan & Norton, 1996). MoCS (2011) stated the key role of reform army is building up of an efficient and effective civil servant endowed with developmental and democratic values to achieve the Growth and Transitional Plan (GTP) goal of the country. Based on the definitions it is possible to pinpoint the contribution of these reform tools in enhancing some elements of good governance.

Responsiveness – is one of the basic elements of good governance which implies that institutions and processes try to serve all customers within a reasonable timeframe. The amount of time a citizen will wait before being served determine the extent to which a particular public sector institution is considered responsive or not responsive enough for the needs of the citizens. This could be practically applicable if BPR is properly implemented.

Participation – refers to the degree of involvement of stakeholders in good governance this is coincide with BPR in which every activity is undertaken by team and priority is given to the need of customers. Team work and team spirit is encouraged in the reform army too.

2.3.3 Challenges of Civil Service and Good Governance in Ethiopia

The concept of good governance emerged mainly because of bad governance, characterized by corruption, unaccountable governments and lack of respect for human rights. The following are some of the challenges of good governance come to light in Ethiopia, as shown in assessments undertaken, at different regions and administrative levels of the country, Poverty and high rate of illiteracy, absence of effective check and balance and the absence of democratic culture in the country's long history (Shimelis, 2015); lack of participatory planning due to exclusion of the communities right from the design stage of planning up to implementation which otherwise could have inculcated ownership of the programs and projects, inefficient and ineffective provision of public/social services, lack of transparency and accountability is making the living in the community skeptical and in the civil service reform though there are administrative manuals for promoting or dismissing employees the staff members are not well informed (Meskerem, 2007); lack of adequate awareness about human right among the public, limited democratic culture and experience in the country, limited participation of citizens in governance, and capacity limitation of law enforcement and the governance organs of the government (Rahmato, 2008 as cited in Kassahun, 2010).

3. The Methods
3.1 Research Design

In order to assess the contribution of civil service reform tools in enhancing good governance, the concurrent mixed approach was employed because "concurrent mixed methods procedures are those in which the researcher converges or merges quantitative and qualitative data in order to provide a comprehensive analysis of the research problem" (Creswell, 2009:15). In this design the investigator collects both forms of data at the same time and then integrates information in the interpretation of the overall results. Descriptive survey method has also been used since it is more appropriate to reveal the current state of the problem. Such research method helps to give answer to the basic research question and describe what is happening currently (Anderson, 1990: 37). The difference between policy statement and practice on the ground has been compared and related with the specific situations. Collection of qualitative data was a purposeful one and most notably this includes interviews conducted with customers.

3.2 Sample Size and Sampling Techniques

The sampling frame for this study is the overall public servants and customers of public sectors in the city government. In this study both probability and non-probability sampling techniques were used. Four out of ten sub cities (Bole, Gullele, Kolfe Kernanio and Nefas Silk Lafto) were

randomly selected from the city government. Furthermore, five sectors (Micro and Small Scale Enterprise development, Justice, Trade, Public Service and Human Resource Management, and Land Development and Management) were selected using purposive sampling technique because it is believed that the first four sectors contact with a number of customers every day while public service and human resource management is responsible to design and follow up the implementation of civil service and reform program. Out of the total of 400 questionnaires dispatched to employees of four sub cities, 312 (78%), were properly filled and used for the analysis purpose. Moreover, 20 external customers (five from each sector) were interviewed by using judgmental sampling technique.

4. Data Analysis and Presentations
4.1 Data analysis tools

The study employed both quantitative and qualitative approaches of data analysis. The raw data collected through questionnaire were encoded by computer software known as Statistical Package for Social Science (SPSS version 17). Percentage and mean were used in analyzing data gathered from public servants of four sub cities of the city government. Nonparametric statistical tools such as Kruskal Wallis test were used to triangulate the analysis tools employed in the study procedure. Kruskal Wallis test was employed to appraise the opinion difference among respondents of four sub cities of the city government. For interviews and observations qualitative method of data analysis was employed.

4.2 Data analysis and presentation procedures

The analysis, interpretation and presentation of data gathered by means of questionnaire contains open and close ended items as well as interview responses have been undertaken in this section.

4.2.1 Respondents' Biography

Table 1 Respondents' Educational level, Work experience and Position

No	Descriptions		Frequency	Percent
1	Educational background			
	Below Diploma		38	12.2
	Diploma		85	27.2
	1st Degree		174	55.8
	2nd Degree & above		15	4.8
		Total	312	100.0
2	Service Year			
	< 1 year		48	15.4
	1-2 years		65	20.8
	3-5 years		66	21.2
	> 5 years		133	42.6
		Total	312	100.0
3	Position			
	Performer		221	70.8
	Team Leader		23	7.4
	Process Owner		61	19.6
	Others		7	2.2
		Total	312	100.0

Source: Survey data (September, 2016)

As indicated in item no. 1 of table 1 above, 274 (87.8%) of the respondents' holder diploma and above that could easily understand and respond each item included in the study. Besides, 199 (63.8%), of the respondents have 3 years and above work experience in public organizations that may help them to identify the challenges of implementing civil service reform and good governance packages. It gives the chance to get information from different dimensions because of the variation of their position as indicated under item number 3 of the table.

4.2.2 Implementation of Good Governance Principles

Principles of good governance include participation, rule of law, consensus, equity and inclusiveness, efficiency and effectiveness, accountability, transparency and responsiveness. In the following two tables, however, the current status of rule of law, transparency, accountability and efficiency in public institutions of the city government is discussed.

Table: 2 Opinion of employees on the implementation of good governance principles (in their office)

Descriptions	Mean	Mean Rank				P	df
		Bole=78	Gulele=75	Kolfe=84	Lafto=75		
The rule of law is properly implemented	3.39	155.26	168.15	145.90	145.90	.445	
Transparency has been implemented	3.27	149.96	163.75	156.49	156.07	.804	
Employees are accountable for their job	3.39	138.78	175.30	164.68	146.96	.037	3
Managers are accountable for their job	3.10	144.40	168.96	156.11	157.07	.386	

Service is delivered in efficient manner	3.38	134.16	160.76	182.41	146.45	.003

Str. agree=5, agree=4, par. agree=3, disagree=2, str. disagree=1 and ideal mean=3
Source: Survey data (September, 2016)

Under the first item of the table, the mean score M=3.39 implies the rule of law has been implemented in the sectors under study. The Kruskal Wallis test at (P=0.445, df=3 and P>0.05) substantiates that there is no statistically significant difference between the opinion of respondents of four sub cities. Similarly, the mean score M=3.27 under the second item might denote that the principle of transparency is being implemented. This is also validated by Kruskal Wallis test at (P=0.804, df=3 and P>0.5), implying that there is statistically no significant difference between the opinion of respondents. In relation with accountability of employees and efficiency of service delivery, the Kruskal Wallis test P=0.037 and 0.003 respectively in which P<0.05 imply there is statistically significant difference between the opinion of sample organization and therefore, it is not reasonable to conclude about these issues.

How did they perceive the implementation of good governance in other organizations?
Under the following table, employees of the same organizations evaluated the implementation of good governance principles of other government institutions where they had been considered as a customer and might get service some days before.

Table: 3 Opinion of employees on the implementation of good governance principles (as a customer)

Descriptions	Mean	Mean Rank				P	df
		Bole=78	Gulele=75	Kolfe=84	Lafto=75		
The rule of law is properly implemented	3.01	140.01	174.95	154.11	157.87	.089	
Services are delivered in a transparent manner	3.00	130.15	172.95	174.35	147.47	.002	
Service providers are accountable for their job	3.06	150.36	180.89	158.06	136.75	.013	3
Service providers are fast responsive for their service	2.84	140.87	168.83	160.95	155.44	.216	
Quality service is being delivered to customers	2.84	145.97	180.51	157.68	142.11	.022	

Str. agree=5, agree=4, par. agree=3, disagree=2, str. disagree=1and ideal mean=3
Source: Survey data (September, 2016)

On item number 1 of table 3, the mean score M=3.01 which is equivalent to the ideal mean could imply that the implementation of the rule of law is rated as anaverage level. This is confirmed by Kruskal Wallis test (P=0.089, df=3 and P>0.05) implying that there is statistically no significant difference between the opinion of the groups. Regarding to item number 4 of the table, the mean score M=2.84 is less than the ideal mean (M=3.00) implying that employees of the sample organizations believe that the practice of service delivery is not responsive. In the same way the result of Kruskal Wallis test at (P=0.216, df=3 and P>0.05) reveals there is no statistically significant difference among the opinion of employees of four sub cities. From this confirmation, therefore, it is possible to conclude the principle of responsiveness of good governance has not been properly exercised in the public organizations of the city government.

Table: 4 Response of *Employees to Items on Implementation of* Good Governance principles

Descriptions	Respondents	
	Number	%
Are the principles of good governance properly implemented in your office?		
Yes	107	34.3
No	83	26.6
Not sure	122	39.1
Total	312	100.0

Source: Survey data (September, 2016)

As shown on table 4 above, 83(26.6) of the respondent believe that the principles of good governance have not been implemented while, 122 (39.1%) of the respondents doubt of the proper implementation of good governance principles. It is only 107(28.6%) of the respondents that supports the proper implementation of good governance principle in their organizations. As repeatedly indicated in the open ended items, lack of responsiveness, lack of accountability and lack of transparency are the major problems of good governance in public institutions of the city government. As a reason, it is possible to conclude that the good governance principles are not being implemented in the public institutions of the city governanceappropriately.

4.2.3 The Contribution of Reform Tools in enhancing Good Governance

The government has tried to implement various management tools since 2001, when the civil service delivery policy was launched, to realize the objective of civil service reform program. BPR, BSC and Reform Army are some of these tools which are still under implementation in public institutions of the country in general and in Addis Ababa in particular. The basic purpose of these reform tools is to bring about customer satisfaction which in turn plays a decisive role in realizing good governance. The extent to what reform tools have contributed to strengthen the principles of good governance is going to be discussed under the next two tables. The former table deals with the contribution of overall civil service reform tools in enhancing good governance and the latter one discusses about the contribution of each reform tool under implementation (BPR, BSC and Reform Army).

Table: 5 Response on *the contribution of overall Reform Tools to* Good Governance

Descriptions	Respondents	
	Number	%
Is there any contribution of CSR tools in enhancing good governance?		
Yes	145	46.5
No	167	53.5
Total	312	100.0

Source: Survey data (September, 2016)

As indicated on the table above, majority of the respondents, 167(53.5%), believe that the implementation of overall reform tools has never brought any significant improvement in enhancing good governance so far. In the open ended items, there were respondents who replied that the implementation of reform tools, particularly that of reform army, aggravates the problem of good governance by increasing waiting time of customers. This is substantiated by interview conducted with customers of the sample organizations. Several customers complained that there were so many service providers of public institutions who closed their windows, during the working time, with the name of change army meetings.

Table: 6 Response on the contribution of each reform tool in enhancing good governance.

Reform Tools	Mean	Mean Rank					
		Bole=78	Gulele=75	Kolfe=84	Lafto=75	P	df
BPR	4.19	149.25	170.13	158.92	147.70	.365	
BSC	4.10	144.42	177.72	154.21	150.40	.096	3
Reform army	3.84	133.71	184.39	159.78	148.64	.0.04	

Very high=5, High=4, Medium=3, Low=2, Very low=1, None=0 and Ideal mean=2.5

As shown on item 1 of the table 6, the mean score (M=4.19) indicates the respondents might believe BPR contributes in enhancing good governance when compared with remaining tools. This is substantiated by Kruskal Wallis test at (P=.365, df=3 and P>0.05) implying there is statistically no significant difference between the opinion of employees of sample sub cities and the null hypothesis is not rejected. Similarly, the mean score M=4.10 of item 2 of the same table might reveal BSC has contributed in enhancing good governance. When compared with others the mean score M=3.84 of the reform army is the least of others and Kruskal Wallis test at (P= 0.04, df=3 and <0.05) implying that there is statistically significant difference among the opinion of respondents on this issue. As indicated in the open ended items the respondents who believe the implementation of reform army aggravates the problem of good governance are not insignificant in number. Therefore, it is possible to conclude that either the purpose of reform army is not being communicated well or the service providers have wrongly perceived it.

4.2.4 Challenges of Good Governance Principles

There are many factors that influence the implementation of any reform program. It is believed that commitment and capacity of leadership, commitment and capacity of manpower and the availability of the required resources to implement the program are some of the factors that might determine the success or failure of the program. The following are how public servants of the city government rated factors influenced the implementation of good governance.

Table: 7 Responses on challenges of implementing good governance principles

Descriptions	Mean				
	Bole=78	Gulele=75	Kolfe=84	Lafto=75	Total
Negative attitude of performers	3.19	3.05	3.14	3.01	3.10
Incapacity of service providers	2.91	3.01	3.03	3.00	2.99
Lack of necessary resources	3.60	3.80	3.44	3.98	3.69
Incapacity of leadership	3.62	3.61	3.35	3.56	3.53
Leadership involvement in rent seeking	3.62	3.39	3.12	3.38	3.38
Lack of commitment of leadership	3.80	3.88	3.66	3.64	3.75

Str. agree=5, agree=4, par. agree=3, disagree=2, str. disagree=1, ideal mean=3
Source: Survey data (September, 2016)

Regarding to the factors responsible in impeding the implementation of good governance at the organizational level, out of six factors listed down – lack of commitment of leadership stand 1st rank with mean score M=3.75, shortage of the required resources stand 2nd with mean score M=3.69 and incapacity of leadership stand 3rd rank with mean score M=3.53. On the contrary, the least mean score M=2.99 is less than the ideal mean implying that employees are confident with their capacity to give service to their customers. Hence, it is possible to conclude that lack of commitment and incapacity of leadership at each and every level of government institutions to provide necessary resource, support and supervision is responsible for the inefficient service practice in the city governance.

Finally, the summary of interview conducted with customers and open ended items of questionnaire indicated that -lack of commitment of leadership; attitudinal problem of service renders toward practicing the reform tools'; objectives and internal problems of the reform tools mainly, the reform army, are some of the major challenges of good governance implementation.

5. Conclusions and Recommendations
5.1 Conclusions

In accordance with the data analysis and presentation above, the following conclusions are derived.

a) The study result revealed that although, there are some improvements in few principles like rule of law, there is still a serious problem of responsiveness in service provision process. Limitations of transparency, accountability and gap in quality services provision are also indicated in the finding result. Therefore, it is possible to conclude that most principles of good governance are not being properly implemented in the city government.

b) The finding result indicated that incompetent and less committed leadership at various echelons and shortages of the required resources; are some of the major impeding factors of the implementation of good governance principles in public sectors of the city government.

c) As shown in the study result, public institutions of the city government applied most of the civil service reform tools such as BPR,BSC and Reform Army to bring about improvement in the performance indicators including citizen satisfaction; yet, the role of reform tools particularly, reform army, was not as per the expectation of the city government in enhancing good governance principles. There were also a number of public servants who criticize the reform army of serving as a political tool rather than using as a reform tool. This could probably happen because of either the reform army has not been properly designed or it is not appropriately communicated.

5.2 Recommendations

Given the conclusions above, the following are some ofthe recommendations forwarded by the researcher as possible solutions for the gaps aforementioned.

a) It is obvious that the government of Ethiopia has recently recognized the gap in realizing good governance as a chronic problem of the growth and transformation plan of the country. In order to alleviate the problem of implementing good governance principles in public institutions, each sector should identify the impeding factors of good governance in its respective organization and take practical measures on those individuals or groups violate the principles of good governance;

b) The implementation of reform tools should be customized in accordance with the mission and mandates of specific sector. The sectors should not apply the reform tools for the sake of reporting to the next manager. Ruther, they have to identify when and where to apply a reform tool and why to apply it. Furthermore, the reform army should not be considered as a panacea for every problem of government institutions.

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Roles of GIS to Minimize Corruption in Urban Land Management in Addis Ababa: the case of Yeka sub city

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Abstract

In Ethiopia, the application of GIS to benefit our society has not been optimized. However; Land information and its management are fundamental to successful ULM and the derived benefits to the economies and overall sustainable development and to minimize corruption. The main objective of the study is to investigate roles of Geographic information system (GIS) to minimize corruption in urban land management in Addis Ababa the case of Yeka sub city. It further attempts to identify and investigate the procedures and causes leading to corruption in urban land management and its consequences. The study was based on data obtained from primary and secondary source and this study use a combination of qualitative and quantitative approaches in the collection and analysis of data. Thus, the subjects in the study were 200 respondents: 15 key officials and experts from the land departments and 185 land beneficiaries (owners and non-owners of parcel). Questionnaire was used as data collection instrument and unstructured interview were also used in the process. The data gathered through questionnaires were analyzed by using frequency counts and their percentages; whereas the data gathered through interview were analyzed through descriptive statements. Major findings of the study prove that issuing of title deeds and surveying and valuation of properties are among the procedures that are likely to invoke corruption. Additionally, finding of the study shows that inadequate skilled man power, lack of modern cadaster and weak land information system are among the causes leading to corruption in ULM. Furthermore the study also revealed that loss of government revenues; Loss of citizen's rights; Increase of the value of land plots; Increase of squatter areas are among the consequence of corruption in urban land management. It is highly recommended that the government give sufficient attention to the actual growing in the development of GIS and cadaster which has the potential to assist in the fight against corruption in urban land management. The study strongly proposes the usefulness of advance technology like GIS for the Management and handling of large data base of spatial and non-spatial nature in urban land management.
Key Words: *Corruption, Urban land information system, GIS*

1. Introduction

Land has enormous socio-economic significance as a key productive asset and source of income. In Ethiopia, as elsewhere in the world, this enormous socio-economic significance stems from the fact that land is a source of wealth, economic growth, employment and a source of basic survival of the majority of the population. In respect of urban land, this is further

accentuated by the rapid urban development that leads to swift and drastic changes in the physical, economic, social, political and administrative structures of the cities (Bacry Y, Sileshi T, Admit Z, 2009).

Land management in urban Ethiopia during the last decade was in transition and has faced many interrelated challenges simultaneously. First, while the State retains public ownership of land, the government is replacing the old system of urban land tenure (the "rent" system) by a more market-oriented system of long-term leases. The process is phased and introduces the new system gradually; starting first in major urban centers that gradually will applied and cascaded to all urban centers in the country (MUDHC, 2014). Corruption in Urban land management is a major problem and a major public issue in Addis Ababa. Attention has been given to the problem recently because of its negative impact and its fatal and crippling effects. Corruption has increased in recent years and is a devastating phenomenon be it economic, social, political or cultural. It undermines society and development, the poor are always vulnerable.

For strategic, operational and financial reasons, Geographical Information System (GIS) based mapping solutions are becoming an increasingly important area for realizing effective land management systems for many municipal governments across the globe. Despite the obvious gains, many local authorities in Africa have not yet taken advantage of the new developments within this sector owing to a myriad of resource challenges (Tendayi G. & Scelo Z., 2010). Land Information Systems (LIS), keep detailed land–related records referring to the location, size, boundaries, ownership, and value of land-related assets. LIS have wider application in the planning and re-planning of land use as well as the assessment and collection of taxes from landed property. A specific urban land management related constraint faced by the Addis Ababa City Administration that concerns LIS is the absence of full-fledged, well-organized, and up-to-date urban land related data bases that serve as a basis for urban land management related decisions (Bacry Y, Sileshi T, Admit Z, 2009).

2. Review of Related Literature
2.1 Land Governance

Good governance is recognized as a platform for achieving development potential, implementing effective and efficient systems and ensuring good management through all levels of society. It is generally accepted that good governance is based on a set of principles that include: participation; rule of law; equity; accountability; transparency; consensus; inclusiveness and efficiency. Land has always been subject to corruption, poor public management and incoherent and inconsistent legal frameworks; and in addressing these challenges "good governance" has been integrated within land administration. Land governance has been defined as policies, processes and institutions by which land, property

and natural resources are managed "Sound land governance requires a legal regulatory framework and operational processes [designed] to implement policies consistently within a jurisdiction or country, in sustainable ways" (UN-GGIM, 2015). Developing accurate and real time geospatial data on common land and natural resources will raise awareness, political support and practical outcomes from stronger recognition of secure common land and resource tenure rights in many different processes, including the Post 2015 Agenda, United Nations specialized agency processes, and civil movements including that of Indigenous Peoples. As such, it is considered as a universal issue applicable to all countries. However, the identification, measurement, governance, and legal protection of such lands face challenges, as they need to be treated differently from private land and property. UN-GGIM, in partnership with other entities such as FAO, GLTN, WB and others, are in a good position to develop the methodology required for applying geospatial data for the sustainable management of common lands and natural resources. Until such time as scientifically viable methods are developed, crowd sourcing (including encouraging local communities to send GNSS positions that identify their common lands to a central portal) can be effectively used (UN-GGIM, 2015).

2.2 Land Administration

Land administration, as defined by the UNECE, is the "processes of determining, recording and disseminating information about the tenure, value and use of land when implementing land management policies". The land administration system is a basic foundation for the spatial enablement of a society and is considered to include land registration, cadastral surveying and mapping, fiscal, legal and multi-purpose cadastres and land information systems (UNECE, 1996). FAO defines land administration as the way in which the rules of land tenure are applied and made operational. Land administration, whether formal or informal, comprises an extensive range of systems and processes to administer (UN-GGIM, 2015).

2.3 Land Management

Land Management is the art or science of making informed decisions about the allocation, use and development of the earth's natural and built resources. It includes resource management, land administration arrangements, land policy and land information management (Jeyanandan, Williamson and Hunter: 1990). It is "the process of managing the use and development of land resources and the process by which a country's resources are put to good effect (UNECE, 2009). Land management is therefore the activities associated with land as a resource to achieve, social, environmental and economic sustainable development. It includes the development and management of utilities and services; the management of land resources such as forestry and soils; the implementation of land use policies; environmental impact assessment and monitoring activities that affect good land use. The Pro-poor land management concept was created by UN-Habitat as a non-traditional and an additional approach to secure land property rights for the poor, in particular informal settlers and rural dwellers. Pro-poor land

management can be viewed as constituting the gamut of activities within the land sector that are based on, respond to, and comprehensively reflect the national and local land and property conditions, and support economic, social, environmental and political improvements for the poor (UN-GGIM, 2015).

2.4 Land Information for Sustainable Development

Increasingly decision makers have come to recognize the value and importance of land information (by extension the cadastre, parcel information, ownership valuation and related information- land use, land development etc.) as fundamental components to attaining sustainable development objectives of, economic development, social justice, environmental management and good governance. Sound land administration systems linked to geospatial data deliver a range of benefits to society in terms of: support of governance and the rule of law; alleviation of poverty; security of tenure; support for formal land markets; security for credit; support for land and property taxation; protection of state lands; management of land disputes; and improvement of land use planning and implementation. The systems enable the implementation of land policies to fulfill political and social objectives and to achieve sustainable development. Geospatial data has wide ranging application. This covers current work items of the Committee of Experts such as: the global geodetic reference frame; legal and policy frameworks; integration of geospatial, statistical and other information; and the implementation and adoption of standards. These have clear linkages to sustainable development and the Post-2015 development agenda. Geospatial information can provide the integrating factor to propel the move of land information into non-traditional areas of application – social, economic and environmental – which augurs well for the strengthening and development of national spatial data infrastructure initiatives (UN-GGIM, 2015).

2.5 The need for GIS-based land information systems

The development of these and related applications involve the analysis and interpretation of large quantities of biophysical and socio-economic data, statistical, spatial and temporal, in order to produce the diverse Ends of information products required in the form of images, maps and both tabular and textual reports for decision-making at various application scales. Up-to-date computing tools of spatial analysis allowing easy access to data and information and their manipulation are necessary to produce these. Rapid development in information technology in the last decade has created a unique opportunity for the development of such a tool in the form of multi-purpose land resources information systems (LIS), which can be used to generate quickly and efficiently various kinds of information according to the requirements of different users. The LIS contains computerized databases, models, decision-support tools and a user interface to facilitate its operation (FAO, 1993).

3. The Methods

3.1 Research Design and Approach

The study was based on data obtained from primary and secondary source and this study use a combination of qualitative and quantitative approaches in the collection and analysis of data. Thus qualitative methods provided the description of the corruption phenomenon whereas quantitative approach provided the quantity of the observable fact. The research methodology articulates several methods, sources and perspectives. The complex and less accessible nature of the urban land corruption networks need to be approached thoroughly.

3.2 Sampling and Sample Size

Simple random Sample was used in the selection of the study units. Addis Ababa is made up of 10 Sub cities. The study focused on the City as the study was interested in the sub city where pressures and demand for land tenure and use is high. Thus; Yeka sub city qualified for selection and the sub city has 13 Weredas. However, In order to cover a wide array of information on corruption in ULM the study mainly focused on experts and recipient of land services within the sub city. The sample consisted of 200 respondents: 15 key expert and officials from the land departments and 185 land recipients (owners and non owners of land). Since it was important to seek information from land department employees, experts and key officials of the department including land officers, surveyors and urban planner qualified for the study. Land beneficiaries were randomly selected from the sub city.

3.3 Data Collection Method

Primary and secondary source of data was used. The primary data was collected through interviews and Questionnaire. Secondary data was collected from various sources both published and unpublished books, including reports.

3.3.1 Interviews

The researcher conducted an interview with 15 key informants including experts, land officer, surveyors and urban planner. These were people who provided important information on land management. The key informants were employee in land departments in yeka sub city chosen for the study. The main instruments used were interview schedules. Moreover, the flexibility of allowing the interviewees to choose the location and time for the interviews proved advantageous because it caused the least disruption in their livelihoods. Respondents also had given the option of not answering any given question and stopping the interview at any point.

3.3.2 Questionnaires

Questionnaires were the main instrument for data collection. Questionnaires are designed for the land beneficiaries (owners and non- owners of parcel). These were conducted on subjects,

one hundred eighty five in number (random), who rely on the land department sector. Here special emphasis was given to the particular times of the day when the sample was taken, i.e. surveys were conducted both on and off peak hours. Furthermore deliberate focus was given to land department. The conditions under which this sample questionnaire was surveyed have varying characteristics this was done in order to get a real feel of the land beneficiaries.

3.3.3 Document review

Secondary data was obtained from documents such as published and unpublished books, newspapers; journal articles; research reports and government land department's profiles and official records including reports from Government, NGO and international organization In addition guidelines, report related to land management, manuals and internet source were used and analyzed.

3.4 Data analysis

Data analyses of the study were dependent on both the objectives of the study and the nature of the variables in the data collected. Qualitative data were analyzed through summarizing and describing information in meaningful ways. Quantitative data were entered and analyzed by using Excel and presented by frequencies and percentage. Spatial data are computed by using Arc GIS.

4. Results and Discussions

4.1 Perception about the process of Land and Property Registration

Land issues have been rising up the agenda of policy makers due to rapid urbanization. The table below shows Awareness and perception about the process of Land and Property Registration, Cadastre and GIS and the Sub city effectiveness and efficiency in terms of cost and time.

Table 4.1 Perception about the process of Land and Property Registration

Circumstances Considered	Response	Frequency	Percentage
Knowledge of procedures for obtaining a title deed	Yes	38	20.54
	No	147	79.46
	Total	185	100
Knowledge of Procedures in transferring of property ownership	Yes	33	17.84
	No	152	82.16
	Total	185	100
awareness on land and property registration	Less understanding	118	63.78
	Fair Understanding	32	17.3
	Good Understanding	35	18.92
	Total	185	100
Awareness of Cadastre and GIS	Yes	13	7.1
	No	172	92.9
	Total	185	100
Sub city Effectiveness and efficiency in terms of cost and time	Effective and efficient	22	11.9
	Ineffective and inefficient	163	88.1
	Total	**185**	100

As indicated in the tables above 79.46% of the respondents do not have Knowledge about procedures of obtaining a title deed only 20.54% replied have Knowledge about the procedures for obtaining a title deed. In addition, 82.16% of the respondents do not have awareness of the Procedures in transferring of property ownership, 17.84% of the respondents replied have awareness of the Procedures in transferring of property ownership.

Concerning awareness and understanding of the respondents on land and property registration as shown in table 4.1 above 63.78% have less understanding while 18.92% have good understanding and 17.3% have fair understanding on land and property registration. Similarly 92.9% of the respondents have no awareness about Cadaster and GIS only 7.1% of the respondents replied have awareness about Cadaster and GIS. Regarding the existing land and property registration process conducted by the sub city 88.1% of respondents replied that it was mostly ineffective and inefficient in terms of cost and time while 11.9% replied as it was effective and efficient.

4.2 Procedures Leading to Corruption in Urban Land Management

The respondents were asked to indicate the procedures leading to corruption in urban land management hence table 4.2 indicate majority of the respondent's i.e. 52.4% replied issuing of title deeds is among procedures that are likely to invoke corruption followed by Surveying and Valuation of properties 29.2% , Parcel acquisition 11.9% and 6.5% Transfer of Ownership.

Table 4.2 Procedures leading to corruption in urban land management

Circumstances Considered	Response	Frequency	Percentage
procedures in land administration are likely to invoke corruption	Parcel acquisition	22	11.9
	Surveying and Valuation of properties	54	29.2
	Issuing of title deeds	97	52.4
	Transfer of Ownership	12	6.5
	Total	185	100

The results show that even though the land department offers title deeds to those who receive plots allocations this service is not known to the majority of respondents. Lack of knowledge and awareness on the procedures of obtaining title deeds may give rise to corrupt practices. 88.1 percent of the respondents revealed that they were very dissatisfied with the service delivery practice of the sub city effectiveness and efficiency in terms of cost and time (table 4.6). As the respondents indicate while waiting for a title deed you may face uncertainty and become impatient thus; if the public do not know the land department when to offer title deeds, the land officials may use this uncertainty to ask for bribe.

29.2% of the respondents cited surveying and valuation of properties as one of the procedures done to establish the value of the property that the owner is required to surrender for urban development. It was further elaborated that valuation of property is followed by compensation before the owner submit the property this procedure may also raise bribery. Some respondents said that the land officials went for valuation in their areas but when it comes to compensation it is quite different from what they expect. Hence; lack of transparency in providing information about the actual size of piece of land to be acquired from the citizens by the government and determination of value of properties contribute to corruption incidents.

11.9% of the respondents indicate that Parcel acquisition as procedure to lead corruption in urban land management Overall, majority indicated that they don't know the procedures of acquiring a plot. Even though, some respondents identified the procedures taken by the land department for a person to acquire a plot, the data shows that the majority of respondents don't have knowledge on it.
6.5% of the respondents indicate that Transfer of Ownership as procedure to lead corruption in urban land management. As indicated the respondents knowledge about the procedures of transferring of property ownership is low. This may drive some people to engage themselves in corrupt practices. From the interview they indicate that the buyer and the seller of the plot would like to pay less the capital gain tax, hence the buyer give bribes to two of them and hence penalizing the government in mobilizing revenues.

4.3 Causes Leading to Corruption in Urban Land Management

41.62% of the respondents indicate inadequate skilled man power is major cause leading to corruption followed by insufficient logistic 35.14% (table 4.3). However; as confirmation from the interview indicate that lack of modern cadastre and the availability land information system is not satisfactory for the general public. Both imply that availability of information that is registration is not detailed and not accessible. Furthermore exists poor land registry it was unable to provide timely, reliable up-to date information on different tenure categories and rights including ownership. In addition lack of trained and qualified surveyors, cartographer, specialists and computer programmers were major barriers for effective survey and mapping for LIS. In general there is overall lack of financial, technical and human capacity in the sub city.

Table 4.3 Causes leading to corruption in land management and administration

Circumstances Considered	Response	Frequency	Percentage
	Absences of modern cadastre	09	4.86
	inadequate skilled man power	77	41.62
	Insufficient logistic	65	35.14
Causes leading to corruption	Land registration process	27	14.6
	Other	07	3.78
	Total	185	100

Source: Field Survey, 2016

4.4 Consequence of corruption in urban land management

The lack of modern cadastral, registration, and tenure records is a serious constraint on efficient city growth in developing countries. Formal systems in such countries were often established at a time of slow urban growth, but now the increasing volume of land transactions, and changes in land use related to urbanization, are causing land registration agencies to fall further and further behind in their work. responses with regard to effects encountered due to corruption on urban land management indicate that 96.5% of the respondents indicated Loss of government revenues; 95% of the respondents indicate Loss of citizen's rights; 93.5% of the respondents indicate Increase of the value of land plots; 87.5% indicate Increase of squatter areas; 82% 0f the respondents responded weakening of government's legitimacy and 56% of the respondents indicate Increase in poverty levels.

Loss of government revenues was mentioned by 96.5% of the respondents as the effects of corruption in urban land management the reason was unavailability of well-developed modern cadaster the services were not properly provided it becomes difficult for the people to seek such services. 95% of the response indicated loss of citizen's right as one of the main effect of corruption. According to the respondents citizens lose their rights due to corruption because many people have little knowledge about procedures for obtaining a title deed, Procedures in transferring of property ownership and land and property registration (table 4.6) so they founded themselves trapped by corruption. The respondents also mentioned Increase of the value of land plots unnecessarily as effects of corruption in urban land management.

87.5% indicate Increase of squatter areas in planned areas as the effect of corruption on urban land management. corruption in land management issues increase squatters because the majority of the people including the poor cannot afford to buy a plot; many people were not aware of the importance of planned areas as they were not involved in training hence they end up building in squatters. Since it was difficult to acquire the surveyed plots through application easily hence people end up in squatters this led to loss of government revenue. As indicated from the result 82% 0f the respondents responded weakening of government's legitimacy as the effects of corruption in urban land management. People lose confidence in the government as they believed that the government's role was to protect the citizens and that as the land is the property of the government, and the government has all the responsibility to supervise officials managing land issues, and if such official misbehaved it is assumed that it is the government which is misbehaving. And 56% of the respondents mentioned increase in poverty levels as one of the effect of corruption when compensation is not equivalent to the price of new areas, or when compensation is given late, it becomes difficult for the people involved to acquire land in new areas. This makes the lives of such people hard worsening poverty.

4.5 Role of GIS to minimize corruption in urban land management

This section outlines a few areas of GIS technology that are beneficial to land information systems as a fundamental framework to minimize corruption in ULM. Geographic Information System (GIS) is an integrated collection of computer software and data used to view and manage information about geographic places, analyze spatial relationships, and model spatial processes. GIS provides a framework for gathering and organizing spatial data and related information so that it can be displayed and analyzed. GIS gives you tools to analyze your data and see the results in the form of powerful, interactive maps that reveal how things work together, allowing you to make the most informed decisions possible. GIS is a powerful tool for interpreting, analyzing, storing, displaying and retrieval of information collected from maps, Ground survey, GPS, aerial photographs, satellite images.

A geographic information system (GIS) is a computer based tool for mapping and analyzing geographic phenomenon that exists and events that occur on earth. GIS technology integrates common database operations such as query and statistical analysis with the unique visualization and geographic analysis benefits offered by maps. These abilities distinguish GIS from other information systems and make it valuable to a wide range of public and private enterprises for explaining events, predicting outcomes, and planning strategies. Map making and geographic analysis are not new, but a GIS performs these tasks faster and with more sophistication than do traditional manual methods. In general, a GIS provides facilities for data capture, data management, data manipulation and analysis and the presentation of results in both graphic and report form, with a particular emphasis upon preserving and utilizing inherent characteristics of spatial data. The ability to incorporate spatial data, manage it, analyze it and answer spatial questions is the distinctive characteristic of GIS (M Raghunath, 2006).

From the above result majority of the respondent's i.e. 52.4% replied issuing of title deeds is among procedures that are likely to invoke corruption followed by Surveying and Valuation of properties 29.2%, Parcel acquisition 11.9% and 6.5% Transfer of Ownership in addition the Major cause to invoke corruption in ULM as indicated above are inadequate skilled man power lack of modern cadastre and the availability land information system is not satisfactory for the general public. However; Arc GIS provides a comprehensive set of data management tools for all types of geospatial data, including imagery, base maps, and parcels. Parcel data is critical in local government and is used by many organizations outside the land records office, including those that support disaster response, public safety, engineering, and public works, as well as planners, real estate professionals, and developers. The Arc GIS Parcel Editing Solution, included in Arc GIS, helps users improve the integrity of parcel data and increase parcel editing efficiencies. Arc GIS for Land Records supports the management and use of all types of geo-referenced imagery such as current satellite imagery and low-cost oblique ortho-

photography. Imagery integrated into GIS is valuable for many functions including updating base maps and reviewing site-specific conditions to identify unmapped improvements.

It can be difficult to access data in the field and efficiently update data in the office. Arc GIS provides the capabilities to send data, including digital photos and forms, directly from the field to the office and from the office to the field, using a variety of mobile devices. Office workers can have immediate access to data collected in the field. This eliminates the need for paper maps in the field and improves the accuracy of data as well as the speed at which data is incorporated into the GIS. Hence; understanding of coordinate accuracy makes spatial data considerably more useful to all concerned, not only the surveyor. Given the coordinate of a physical feature, one is unable to make an informed decision about its potential use without information about the coordinate's source and accuracy.

Geographic Information System web services have made the availability of quality coordinate information immensely more accessible, providing a reliable path to improving cadastral data represented in GIS. The potential positive impact of this web-trend within the domain of GIS is vast. The development of standard formats for electronic representation of survey information will further spur electronic submission and processing via web services.

5. Conclusions and Recommendations
5.1 Conclusions

The study indicated that there is corruption in service delivery within the land department. The study found out that corruption has negative effects on both the public, the beneficiaries of the land and the government at large. Land is a unique resource of fixed location, incapable of expansion in supply (except in cases where, marginal increases have been made through reclamation). The necessity for efficient and effective management of this limited resource is of paramount importance. Both land administration and management involve land registration and it has been recognized that improvements to land registration systems and the establishment of land information systems (LIS) or geographic information systems (GIS) are important catalysts for development in less developed countries. The development of land information cannot be seen in isolation of the broader picture of land governance in developing countries. Ultimately, successful land information systems for urban land management applications in developing countries and Ethiopia require balancing the five essential components of a land information system: data, technology, people, management and funding. Emerging from the framework are examples of essential aspects for consideration to effectively manage land information for sustainable urban development. We live in a society where the resources that we use to address the multitude of problems we face are limited. It is necessary therefore that we explore all the possibilities information technology can offer us in enabling us to use our resources in an efficient and sustainable manner. As information

technology GIS is a powerful tool for management and reduce corruption. Its optimized implementation in land management can only be of tremendous good to our society.

5.2 Recommendations

As it has been put forward in this study, use of GIS to Minimize Corruption in Urban Land Management has greater potential of being the first step towards achieving an integrated modern cadastre development in Addis Ababa but there are certain issues that could be considered and developed further .Based on the study the author recommend the following points.

- Enough resources should be allocated towards this technique (GIS) and make it a reality and the sub city should have the hardware, software or trained staff that would enable them to apply GIS technology.
- Land department in the sub city should increase the quantity of the required equipment and improve the quality of the available equipment. In addition the departments need additional financial allocations in order to allow them to operate at full scale.
- Regular Training should be given to land managers, key officials, including land officers, surveyors and urban planners and professional experts in order to use GIS properly and effectively.
- The government has to intervene in the awareness creation of the public at large need to know the kind of services delivered and procedures to be followed through different forums such as newspapers, television, radios and workshops or seminars.
- The government should support anti-corruption initiatives and disciplinary action needs to be taken against corrupt workers / land department staff. Government should not tolerate corrupt workers as they mark the image of the government.
- There is a need for the sub city to improve the salaries and the working conditions of the workers.

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Financial Management in Public Universities in Ethiopia

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Abstract

Public sector financial management plays significantly important role in overcoming issues such as over-spending, wastage, misuse, and corrupt practices of scarce resource that affect the development of a country. This study evaluated the effect of institutional, strategic planning and contributory enablers factors on implementation of sound budgeting and financial management practice of the Ethiopian public universities. A cross-sectional survey is conducted in four public universities of Ethiopia. The study employed descriptive research approach using primary and secondary data. Secondary source data gathered from the government institutions, libraries of academic institutions. Primary data gathered from extensive field works that would be undertaken through questionnaire survey. The target respondents who are directly and indirectly responsible in implementing the universities' budget and financial management filled the questionnaire. The data gathered was critically analyzed by employing descriptive, confirmatory factor analysis and multiple linear regression methods using SPSS version 21 software. The findings of the multiple regression analysis revealed that 97.5% of the variation of the performance of sounds budgeting and financial management is explained by the variables used. Therefore, the universities should give due attention to strengthen the staff capacity, resource adequacy regulative factors while not ignoring the effect of others to enhance the soundness of budgeting and financial management of the universities.

Key Words: Sound Budgeting and Financial Management, Public Universities,

1. Introduction

Public sector financial management is crucial to a country's economic development. Issues such as over-spending, wastage, misuse, and corrupt practices will affect the development of a country (Office of Federal Auditor-General, 2012). To overcome such issues and fulfill the expectations of taxpayers, governments must administer financial management in a proper manner. Public officials and their offices are therefore accountable for the efficient and effective management of funds provided by these taxpayers to achieve the intended outcomes of the specified activities (Potter & Diamond, 1999). This is the concept of public accountability, which can be partly explained by the Agency theories, whereby the public serve as the principal while government officials serve as the agent (Potter & Diamond, 1999).

Consequently, financial management is one of the key challenges for public universities in both developed and developing countries. The rapid changes in the higher education budget have created an extraordinary set of challenges for financial management in universities (Gumport & Sporn, 1999; Jongbloed, 2004; Massy, 2003). In today's world, contradictory issues dominate the higher education landscape. On the one hand, universities have the potential to act as key catalysts for the overall development of a nation. On the other hand, they are required to operate within increasingly tight financial frameworks by introducing proper financial management strategies to save from misuse of the public money. With this regard several researchers have studied the financial challenges placing higher education institutions', where they are operating indifferent socio-economic, political, and technological environments (World Bank, 2010).

Statistics reveal that the number of students which follow higher education in Sub-Saharan African countries universities has increased from 2.7 million in 1991 to 9.3 million in 2006 and expected to reach 18 million and 20 million by 2016 (World Bank, 2010). However, according to the same source, public resources allocated for higher education sector only doubled from 1991 to 2006 and the required level of expenditure in 2016 expected to be 75% higher than the public resources allocated for universities. This financial gap required public universities to introduce proper financial management tools and mobilized resource from other sources. This indicates that universities face different challenges in balancing the need to raise educational quality with increasing demands for access. Therefore public universities are required to spend their money based on basic public financial management principles which is the focus of this study to investigate whether Ethiopian public universities follow those principles.

In Ethiopian public universities students participation rate (GER) increased from 3.6% in 1999 to 6% in 2010/11 with an average annual growth rate of 23% (MoE, 2011), which is very close to the average for Sub-Saharan Africa (around 6%). The total number of higher education students rose from 120,384 in 2004/05 to 467,843 in 2010/11. The government set ambitious targets to reach 467,000 in gross admissions for undergraduate programmes by 2016, up from 185,788 students in 2010 (MoFED,2010:89-90). In 2011, 51% of the total student population was regular (directly placed by the MoE), the remaining 49% were full cost paying programmes such as evening (13.3%), summer (20.4%), and distance education (9.1%). This shows that public universities did not only relay on the government budget but also generate resource from the above programs and requires a close scrutiny whether those resources were invest on giving the value of money principle.

The Ministry of Finance and Economic Development (MoFED) prepares and administers the higher education budget from the government treasury and supports public universities in negotiating, mobilizing, and signing foreign development assistances and loans with bilateral

countries and multilateral organizations (Proclamation, 651/2001). It determines the budget ceiling of each public university makes a budget call, organizes budget hearings, recommends the annual budgets for each public university, submits the draft budgets for review and endorsement by the highest executive and legislative bodies, and finally monitors the implementation of the proclaimed budget. According to MoFED report, public spending consists of 19% in 1990 and 30 percents of GDP in 2000 but its growth slowdown, in recent years from 23.3% of GDP 2004/05 to 19.1% in 2012/13. Out of this government expenditure due to higher demand for higher education the government allocates huge investments in the Ethiopian higher education as shown in the table below.

Table 1: Government expenditure for education and the share allocated to higher education in Ethiopia

Category	2000/01	2005/06	2010/11
Education share of GDP (%)	2.80	3.2	7.00
Education share of Government Budget (%)	14.40	17.80	25.90
Higher Education share of Education Budget (%)	18.00	25.28	31.70

Source: MoFED of Ethiopia, 2012

This 7% of GDP financial investment in education is higher than the 3.9% average for Sub-Saharan Africa. The 31.7% share of the education budget devoted to higher education is almost twice the 15% to 20% range used as a World Bank guideline (World Bank, 2002). Placed in the international context, the Ethiopian higher education system takes a very high percentage of the education budget from the government (See World Bank, 2010). However, annual recurrent expenditure per university student is roughly Birr 12,750 (US$750) with the university providing food, lodging, and health care. The government of Ethiopia provides both recurrent and capital budgets to its public higher education organizations through the Ministry of Finance and Economic Development (MoFED). By and large, the funds are allocated through a negotiated funding model that is based on detailed line-by-line budgets. The allocation procedure is based on the previous year's allocations, augmented by across-the-board incremental increases whenever possible. According to data obtained from MoFED, Ethiopian public universities received an average of around 62% of the total budget they requested from 2006 to 2011.

Therefore, due to the amount of fund allocated for public universities is very huge, appropriate allocation of resources, proper management of the available resource and enhanced transparency and accountability in financial management is essential for universities to meet the expected outcomes. On the other hand sound public finance management requires a well-functioning budgetary system that embodies reliable planning and optimum allocation, management and control of public resources. But according to report of the auditor general most universities lags in applying sound public financial management. Therefore this research tries to investigate the level and method of application of sound public finance in Ethiopian public Universities.

According to International Federation of Accountants (2011), the objective of a financial management system in the public sector should be to support management in their deployment of limited resources with the purpose of ensuring economy and efficiency. This limited resource should deliver outputs (that is, services and goods produced by entities in terms of quantity, quality, cost and time), and which are required to achieve the desired outcomes (effectiveness) which will serve the needs of the community.

Currently, governments of Sub-Saharan African countries allocate close to 0.78% of GDP to higher education (20% of the education budget). For Sub-Saharan African countries, the rate of annual public expenditure per student to GDP per capita is 3. This figure is far greater than the average allocation by OCED countries, which is 0.3 (see OECD, 2008; World Bank, 2010). According to the World Bank (2010), the capacity for public investment in higher education at the national level meets only 33-40% of total requirements in Africa as a whole (20-25% of the requirements in low-income countries).

Financial management and sustainability has thus become one of the key challenges for African's universities today (World Bank, 2010). When we raise the question, "What happens to universities that depend on public funding and when fund management is poor and   when this funding is reduced? In most African countries the current rates of expansion in enrolments in higher education will not be financially sustainable in the future due to the narrow tax base of African countries that translates into limited public resources and when the public universities did not mange those funds properly. Under such challenges, public universities are forced to engage in revenue generation to improve their financial sustainability and design different tools for controlling their available resources to ensure their survival.

The issue of whether and how these public universities in Ethiopia manage their resources and implement effective revenue generation strategies that lead to better financial management and sustainability in rapidly changing environments is particularly interesting. However, we do not have a full understanding of the internal conditions within universities, or the external factors in their environments that enable (or erect barriers to) the universities to control their resources and implement good revenue generation in Ethiopian public universities. Thus, the central objective of this research is how Ethiopian public universities improve their financial management and sustainability by implementing good financial management tools and diversifying their resources while continuing to accommodate the growth in higher education enrolment?

Accordingly, the research questions are:

i. What theory can help us in understanding the enablers for and barriers to financial management and revenue generation in Ethiopian public universities?

ii.   What is the actual practice of financial management and revenue generation in Ethiopian public universities?

iii.   What are the enablers for and barriers to financial management revenue generation Ethiopian public universities?

iv.   Given what we know from theory and international practice, how can barriers be overcome and enablers be introduced good financial management tools and revenue generation practice in Ethiopian public universities?

This study has organized in five parts. The current section discusses about the background, statement of the problem, objectives of the study, research questions. Part two presented a review of conceptual, theoretical, and empirical literatures of sound financial management and revenue generation practice in public universities. Part three presents the methodology used for the study. Part four presents Data discussion and analysis and part five provides conclusions and recommendations.

2. Review of Related Literature

2.1 Public Financing of Universities

In many countries, particularly in Europe and Africa, universities are predominantly public organizations. The major explanations are that public institutes do not have a profit motive, and that (part of the) decision authority rests with their national governments instead of the individual organizations. Public universities receive more of their revenue from their national governments than private universities and they are also legally recognized as public organizations in their national settings, and are often exempt from most forms of taxation (see Levy, 1986a; Geiger, 1991). Governments all over the world intervene heavily in the higher education sector because of market failures and a concern with income redistribution (Jongbloed, 2004; Begg et al., 1991). The connection between higher education and income redistribution (Teulings, 2000; Goldin& Margo, 1992), and the impact of tax distortions (Tang & Van Ewijk, 2000) could be additional reasons for governments to offer full financial support for higher education systems.

2.2. Financial autonomy and fund allocation for higher education

The concept of autonomy is analyzed by a number of researchers and, according to Kohtamäki (2003, p. 3) the autonomy can mean freedom of action but also capacity to act and achieve results (power). The entire autonomy of universities is related to institutional freedom of universities, the academic freedom within universities, and the financial autonomy of universities. According to Neave (1998) and his historical category of models of university autonomy, there have been the Bologna model, the Paris model, the Humboldtian model and the British model. The Bologna model of autonomy consisted of the freedom of the individual to learn (Kohtamäki, 2003).

2.3. Public Management Theories

2.3.1. Sociological Institutional Theory

According to Miller (2007), in sociological institutionalism theory, organizational structures constitute the assumed infrastructures through which normative, cognitive, and dependence mechanisms exert their influence. Further, Ostrom (1990) defined institutions as embracing rules of conduct employ to determine who has the authority to make decisions, what actions are permitted or constrained, what aggregate rule will be used, what procedures must be followed, what information must or must not be provided and the payoffs to individuals depending upon their actions. Directly or indirectly, this definition is applicable to financial management that exists in set of rules and principles that governs how public managers have to ensure the well-judged utilization of scarce public resources.

2. 3.2 Management Contingency Theory

Contingency is a concept of fit among organization's strategies, structures, and management processes. In the 1950s and 1960s, contingency theory was prominent in the academic literature as scholars sought to explain the dynamics of organizations in relation to their internal and external environments. According to Galbraith (1973), the core concept of contingency theory is the 'goodness of fit'. This goodness of fit explained in three ways: effectiveness (doing the right things), efficiency (doing things right), and efficacy (does the means actually work in producing the output). Galbraith further argues that contingency theory conceives that there is no one best way to organize and therefore any way of organizing is not equally effective.

Further, Miles (1984) stated that successful organizations attain strategic fit with their market environment and support their strategies with appropriately designed structures and management processes. Hence, contingency theory is the best way to organize and dependent upon its environment. In addition, Galbraith (1973 utilized the concept of contingency to show that the amount of uncertainty and associated change in an environment influences the internal features of an organization.

In relation to budgeting and financial management, a contingency-based approach is employed to assist managers to develop strategies to achieve desired program outcomes. In this regard, if budgeting and financial management systems in place are found not to be appropriate then it is likely to restrict the business of an agency. On the other hand, Lüder (1992) developed an accounting change model for public sector to investigate government accounting reform. In this model, he conceptualized contextual and behavioral variables, which are critical to explaining government accounting reform.

2.3.3. Resource Dependency Theory

A major principle of resource dependency theory is resource scarcity, resulting in multiple organizations competing for the same or similar sets of scarce resources (Scott, 2003). Because the organizations are not able to create all the resources, they need to function in order to maintain in their environment. It is therefore right for organizations to enter into transactions and relations with others in their environment who are in the position to provide the resources they require for survival. For the fact that organizations are constructed or enacted systems, they need to operate to satisfy the objectives of stakeholders; therefore, managers are challenge with ensuring the continuous flow of resources and performance to meet group demands (Thompson, 1993).

2.4 Public Financial Management Models

According to Chan (2003), public financial model presented as classical, New Public Management (NPM) and governance.

2.4.1. The Classical Model

According to Schick (1998) to ensure fiscal discipline, it is important to control budget aggregates in terms of revenue and spending in a balanced manner. In this regard, the classical model demands that governments to guide revenue and expenditure management, they formulated rules and regulations. The rules must be clear with regard to budget totals and be enforceable to avoid unnecessary spending demands. The demand here as in most budget rules and financial management laws is that the appropriate legal authorization must required before any contract or cash is spent. It also involves revenue and spending decisions should project and implement over a medium-term period.

2.4.2 The 'New Public Management' (NPM) model

The new public management has introduced into the public sector focusing on efficiency, performance management, transparency, and accountability. The introduction of the NPM reforms has inevitably changed the tools and techniques for financial management in the public sector. According to Wangolo, 1995, the idea of NPM articulates, to move from accountability for inputs (obeying the rules on spending and staffing) to accountability for outputs (performance).

2.4.3. The Barnard-Simon Governance Model

The roots of governance traced to an organization theory pioneered by Chester Barnard and Herbert Simon. According to Barnard (1968 originally 1938) argued that instead of profit maximization for stockholders, the manager's function was to motivate the contribution of everyone who holds resources needed to carry on the business. Further, Simon (1945) applied

Barnard's insight to government in his landmark 'Administrative Behavior'. Accordingly, Bernard developed the cooperative systems, which deals on the internal processes of an organization.

The model observes organizations as cooperative systems that harmonize individual participants' contribution towards the attainment of conscious, deliberate and purposeful goals (Scott, 2003). The key point relevant to the governance model is the need for organization to make use of the willingness and skills of participants through material rewards, opportunities, and personal power. In this sense, authority is manifested when those at the bottom, accept and adheres to the demands. Therefore, in the governance model of public financial management, authority, specialization, and purpose have to be coordinated to ensure efficiency and effectiveness in the use of government scarce resources.

3. The Methods

The study involved examining the institutional, strategic planning, and contributory enablers factors in implementing sound financial management practice. Hence, this study structured within the framework of descriptive and inferential research design. This type of design is selected in order to describe the practice of financial management in public universities in Ethiopia. Similarly the inferential part tries to infer the result of the sample to the whole population and to capture the cause and effect relationship between different categories of variables. The application of descriptive and inferential research design will enable to identify to the factors that contribute to the effectiveness of sound financial management practice to capture the correlation among them. It also gives a clue the extent to which these variables can affect the practice of financial management in the public sector universities in Ethiopia.

The research has employed both primary and secondary data. For primary data collection, the researcher has structured questionnaire and guided interview from the specific universities which were parts of the sample. The Secondary sources of data include MoFED financial report, Office of Federal Auditor General's report, universities physical and financial report, For this study, the researcher has used a non-random sampling method for selecting specific universities based on the Office of Federal Auditor General's report, where those universities which have critical problems in implementing sound financial management are expected to include in to the sample. On the other hand to select respondents from specific universities the research applies probability sampling method. Therefore, unit of analysis for this study is both universities and persons who respond to the questionnaires. Based on the report of Audit general regarding the performance in implementing sound financial management four universities are purposively selected those are: Aksum, Mekele, Jimma, and Arbaminch universities were selected. In selecting the respondent for questionnaires, guided interview and group discussion in the sample more priority were given to the finance and budget administration directorate, financial managers, accountants, college directors, institute directors, and department heads. The reason to select those bodies is because they are

397

principally involved in the preparation of strategic budgeting and financial management processes of the universities. Moreover, it is important to triangulate the response of the officials with that of the customers especially lecturers, for these reason lecturers are also

Offices of Auditors general financial statement audit report of 2003- 2007 were analyzed**.** The research employed both descriptive and inferential statistic for analyzing the detail questions from the point of view of implementing sound financial management and revenue generation. The inferential statistics (correlation and regression) is use to look at the relationships of the variables. Hence, for this study correlation and regressions analysis were used to identify the enablers for and barriers to financial management and revenue generation in Ethiopian public universities

4. Results and Discussions

The study was conducted to identify the determinants of sound public financial management in public universities of Ethiopia. The study involved examining the institutional, strategic planning, and contributory enablers factors in implementing sound financial management practice. With regards to institutional factors that affect achievement of sound budgeting and financial management practices, the statistical analysis is centered on normative, regulative and cultural cognitive factors of the selected universities. From the normative sub factors the university prepares annual comprehensive revenue and expenditure budget ranked first with mean 4.45 and standard deviation .597. Transparency ranked the last with mean value 2.65 and standard deviation .975. The descriptive results for the normative sub factors show that some items are rated low. For example, Planning unit collect relevant information from various units to take planning decisions and these decisions are communicated to the university community. (Transparency) (2.65); The University has sufficient capacity in preparation and implementation of Multi Year rolling plan (2.65); and the university consistently performs rewards and sanctions system during implementation (2.55). Regarding regulative sub factor directorates and Managers follow the necessary accounting procedures in requesting for funds/budget for operation ranked the first with mean value 4.50 and standard deviation .555, while compliance to planning and budgeting guidelines practiced in university ranked second with the mean value 4.10 and standard deviation .709. The University understands and uses country's financial, procurement and other laws governing budgeting and financial management ranked the last with mean value 3.68 and standard deviation .917.

Regarding cultural cognitive sub factor management team able to prioritize financial matters at their periodical review meetings rank the first with mean value 3.38 and standard deviation .540, the management team ensure that budget and financial management controls are working effectively ranked the second with mean value 2.90 and standard deviation .955. But different level management demonstrate the importance of sound financial management to performance ranked the last with mean 2.40 and standard deviation .632. From institutional factors

regulative sub-factor with highest standard deviation .738 and highest mean 4.07 is the first institutional factor. The last factor is cultural and cognitive sub factor with mean 2.76 and standard deviation .687. The overall effect of the institutional factors is with mean 3.38 and standard deviation .630. This result shows the respondents of selected universities moderately agreed with the effect of the institutional factors in sound implementation of budgeting and financial management practices. Here the summary rank of institutional factor is presented in table 2 as follow.

Table 2: Effect of Institutional Factors on Budgeting and Financial Management

Sub factors of Items Institutional Factors	Min	Mx	Mn	S D
Normative sub factor	2.63	4.74	3.32	.687
Regulative sub factor	1.75	5	4.07	.738
Cultural cognitive sub factor	1.80	4.20	2.76	.687
Overall for Institutional Factors	2.55	4.29	3.38	.630

Source: Field survey, 2017

4.3 Effect of Strategic Planning Factors on Budgeting and Financial Management

Concerning Strategic-planning factors that affect achievement of sound budgeting and financial management practices, the statistical analysis were focused on stakeholders' participation, and resource adequacy and predictability of the ministry. From stack holders' participation factor the University's Management Teams involvement in preparing strategic plans and budgets ranked first with mean 3.58 and standard deviation value .844. But the last is the University's staffs involve in preparing strategic plans and budgets of the University with mean 2.58 and standard deviation 1.338. The overall average rank for Stakeholders participation sub factor is mean 3.14 and standard deviation .906.

Table 3: Descriptive Result of Strategic planning Factor

Items	Min	Max	Mean	S D
Stakeholders participation sub factor	2.50	4.75	3.14	.906
Resource Adequacy and Predictability	2.00	4.50	3.31	.953
Overall for Strategic planning Factors	2.25	4.63	3.22	.848

Source: Field survey, 2017

For resource adequacy and predictability sub factor of strategic planning; Medium Term Expenditure Framework (MTEF) perspective in planning and budgeting has enhanced budget predictability of the university has ranked first with mean 3.68 and standard deviation .888. But the finance directorate of the university is capable in attracting additional fund from other alternative sources ranked the last with mean 3.00 and standard deviation 1.013. The overall

average rank for resource adequacy and predictability sub factor is mean 3.14 and standard deviation .906. Descriptive result of Strategic planning factors is presented in table 3 above.

4.4 Effect of Contributory Enablers Variables on Budgeting and Financial Management

Concerning contributory enabling factor; information communication technology (IBEX0 factor and staff capacity sub-factors are used. Regarding information communication technology (IBEX) factor, the University has adequate computers for budgeting and financial management purposes is ranked first with mean 3.90 and standard deviation .709. But the University performs periodic evaluation of IBEX to improve budgeting and financial management effectiveness ranked the last with mean 3.13 and standard deviation 1.067. The overall mean of the sub factor is 3.49 with standard deviation .741.

For staff capacity sub factor of contributory enabling; the management teams have the capacity in using budgets and financial reports for managerial decision has ranked first with mean 3.33 and standard deviation .764. But non-finance staff has adequate knowledge in basic budgeting and financial management practices ranked the last with mean 2.83 and standard deviation .844. The overall average rank for staff capacity sub factor is mean 3.12 and standard deviation .828. Descriptive result of Contributory Enablers factors presented in table 4.

Table 4: Descriptive Result of Contributory Enablers Factor

Items	Min	Mx	Mn	S D
Information Communication and Technology (IBEX)	1	5	3.49	.741
Staff Capacity	1.5	4.5	3.12	.828
Overall for Contributory Enabler Factors	1.5	4.75	3.31	.749

Source: Field survey, 2017

4.5 Results of Inferential Statistics

In this section, the results of inferential statistics were presented. For the purpose of assessing the objectives of the study, Pearson's Product Moment Correlation Coefficient and Regression analyses were performed. Pearson's Product Moment Correlation Coefficient was used to determine whether there is significant relationship between Institutional factors (normative, regulative and cultural cognitive; strategic planning factors enabler factors (stakeholders participation, resource adequacy) and contributory (IBEX, and staff capacity) with budgeting and financial management practices of selected universities in Ethiopia. The table below indicates that the correlation coefficients for the relationships between budgeting and financial management practice and its independent variables are linear and positive ranging from substantial to strong correlation coefficients.

Table 5: Correlation between Dependent and Independent Variables

Independent Variable	Sub variables		Feature of sound budgeting and FM practice
Institutional Factor	Normative	Pearson correlation P – Value N	.912 000 40
	Regulative	Pearson correlation P – Value N	.819 000 40
	Cultural Cognitive	Pearson correlation P – Value N	.755 000 40
Strategic Planning Factor	Stakeholders participation	Pearson correlation P – Value N	.689 000 40
	Resource Adequacy& Predictability	Pearson correlation P – Value N	.960 000 40
Contributory Enablers	Information Com.Technology (IBEX)	Pearson correlation P – Value N	.794 000 40
	Staff Capacity	Pearson correlation P – Value N	.959 000 40

Source: Field survey, 2017

As it is clearly indicated in the above table 5 a strong positive relationship was found between resource adequacy and predictability and features of sound budgeting and financial management practice (r =.960, p < .01), staff capacity and features of sound budgeting and financial management practice (r = .959, p < .01), and normative factors and features of sound budgeting and financial management practice (r = .912, p < 0.01), which are statistically significant at 99% confidence level. This implies at 1% level of significance, the resource adequacy and predictability, staff capacity and normative factors plays a significant role in determining the features of sound budgeting and financial management of the selected universities in Ethiopia. Moreover, there is substantial, however statistically significant relationship between regulative (.819), information communication and technology (.794), cultural cognitive (.755) and stakeholders participation (.689) and feature of sound budgeting and financial management at (p <.01). This would imply that, the more the mentioned factors the better sound the budgeting and finance management practice would be. In general, the correlation results as depicted in Table 9 shows that there are positive and significant relationships among all the components of the independent variables of the study

and the dependent variables of sound budgeting and financial management practices respectively.

4.6 Regressions Analysis

For the purposes of determining the extent to which the independent variables explain the variance in the explained variable, regression analysis was employed. The results of such analysis are described as follow in table 6.

Table6. Multiple Regressions of sound budgeting and financial management

Model summary	R	R Square	Adjusted R Squared	Standard Error of the Estimate		Sig.
C	.988	.975	.970	.127		000
O E	Model	Un standardized Coefficients		Standard Coefficient	t	
F	Variables	B	Std. error	Beta		Sig.
F	Constant	.487	.174		2.794	.009
I	Normative (X1)	-.077	.151	-.072	-.509	.614
C	Regulative (X2)	.213	.098	.214	2.170	.038
I	Cultural Cognitive (X3)	.039	.142	.036	.273	.775
E	Stakeholders participation X4)	-.024	.084	-.030	-.288	.775
N	Resource Adequacy (X5)	.308	.081	.400	3.779	.001
T	Information Technology (X6)	-.052	.102	-.052	-.504	.618
S	Staff capacity (X7)	.476	.171	.538	2.778	.009

Source: Field survey, 2017

Table 6 above shows the result of the multiple regression of sound budgeting and financial management practice against its independent variables for the samples of 40 respondents of selected universities. Besides, given the R Square value of 0.975 and adjusted R square value of 0.970, it may be realized that 97.5% of the variation in performance can be explained by the independent variables. The remaining 2.5 % of the variance is explained by other variables not included in this study. Table 10 further shows that, from the included explanatory variables in this study resource adequacy and staff capacity can significantly explain at 99% confidence level. Regulative factor can significantly explain at 95% confidence level to the variation on the dependent variable. The remaining factors are not significant; therefore, the above equation is presented as follow. Predicted budgeting and financial management practice score = .487 + .213 (regulative) + .308 (resource adequacy) + .476 (staff capacity). The standardized beta coefficient column shows the contribution that an individual variable makes to the model. The beta weight is the average amount the dependent variable increases when the independent variable increases by one standard deviation (all other independent variables are held constant). As these are standardized we can compare them.

Thus, the largest influence on the budgeting and financial management practice in the selected universities of Ethiopia is from the staff capacity factor (.476) and the next is resource adequacy factor (0.308). On the other hand regulative factor with the beta value of .213 is the least predictor of budgeting and financial management practice when it is compared with the three significant explanatory variables under the study.

4.7 Audit findings of financial management practices of universities

According to the financial audit report issued by the office of auditors general, frequent violations of FGE financial management rules and regulations in both revenue and expenditure aspects were shown by public universities. The violations were shown in classifying, recording, verifying, reporting phases of accounting. The most frequent violations were collecting revenue issuing illegal receipt, under reporting of revenue collected, under reporting of expenditure disbursed, payment without sufficient evidence, dual recording of internally generated revenues, mixing of project and regular budget, cash shortage, overspending, not withholding appropriate government tax, and in appropriate payments. Significant problems were seen also in receivable management, Payable management, Inventory management, procurement, cash management, property management, bank reconciliation, internal control, budgetary accounting and likes. Therefore after auditing the financial management practices of the above mentioned universities, Office of the federal auditors general has issued adverse opinion, negative opinion, asserting that the financial statements are not fairly presented. According to OFAG audit finding, the presentations in the financial statements and overall financial management irregularities are so significant that the financial statements as a whole are misleading.

5. Conclusion and Recommendation

The study was conducted to investigate the level and method of application of sound public finance system in Ethiopian public Universities. Based on the finding of the study, only regulative factor have positive and significant relationship with sound implementation of budgeting and financial management practice of the selected universities. However normative and cultural cognitive factors have no relations. This implies that managerial understanding, conformity, adherence and adaptation to the institutional environment of norms and cultural cognitive influences are weak requiring focus in the actions of directorates and senior experts in implementing sound budgeting and financial management practices of the universities. In terms of strategic planning, the study focused on stakeholders' participation and resource adequacy that are crucial in achieving sound budgeting and financial management practices in the public universities. The overall result of the study shows that there is a positive and significant relationship between resource adequacy and predictability of the strategic planning factors on implementation of sound budgeting and financial management of the universities.

Furthermore, the contributory enablers' main factors focused in using Information technology through Integrated Budget and Expenditure system *(IBEX)* and staff capacity in implementing sound budgeting and financial management of the ministry. The findings of the study are consistent with the Chan (2003) argued that the public expenditure management demands that organizations make use of the willingness and skills of their staff to achieve intended outcomes. The result supported the argument that using proper staff capacity has a great contribution in having sound implementation of budgeting and financial management. Hence, the staff capacity sub-component has a positive relationship on implementation of sound budgeting and financial management of the ministry. Thus, it will be better to maintain the current efforts made on building staff capacity and recruiting additional skilled staff to continue the practice.

On the other hand, one of the sub components of Contributory enablers, the information technology with automation of the budgeting and financial management of the organization has no relationship on implementation of sound budgeting and financial management of the universities in regression model. However, World Bank, 1998; Shah, 2007, and Diamond, 2005 argued that the public expenditure management demands proper information technology with automation of the budgeting and financial management of the organization to achieve intended outcomes. Hence, it will be better that the focus of the universities should give priority to improve the information technology with automation of the budgeting and financial management of the universities that the existing situation is not responding or no effect on responding to the demands of implementing sound budgeting and financial management practices. The overall financial management system of universities as a whole is weak and external auditors' opinion about the quality of financial accounting and reporting system was misleading. Based on the study findings, the following recommendations are made for consideration by public universities. 1. By making the planning unit to collect relevant information from various units to take planning decisions and these decisions would be communicated to the university community to work transparently.
2. The universities should work hard to strengthen the awareness of different level mangers the overall importance of financial management for the universities' overall performance.
3. The universities should develop the cognitive culture of directors and coordinators to prioritize financial matters in relation to performance and encourage the team to do so.
4. The Universities would increase the involvement of different stakeholders to make the implementation of budgeting and financial management practice sound.
5. Universities are strongly suggested to improve their financial management system by improving their overall understanding of FGE accounting and budgeting system along with enhancing quality and quantity of human resource n the area of planning, accounting and financing.

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Strategic Leadership and Gender Mainstreaming: The Mediating Effect of Gender Unit Empowerment

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Abstract

This study was designed to examine the mediating role of gender unit on effects of strategic leadership in mainstreaming gender. In order to address this case, the descriptive and explanatory research designs were employed. Accordingly, survey questionnaire was used to collect primary data from two offices (communication and gender unit) in each of 135 randomly selected public institutions. The data were analyzed using SPSS software to generate descriptive and inferential statistics. The descriptive result of this study shows that more public organizations relatively exercise transformational leadership style followed by contingent reward of transactional and laissez-faire styles. The study also found that the gender mainstreaming practices in public organizations were mainly focused on "equal treatment" perspective that entails the formulation and enforcement of legal instruments to promote equal participation in decision making positions. In addition, the results of regression analysis depict that both transformational and contingent reward of transactional leadership styles have positive effect on practices of gender mainstreaming in public organizations. It was also confirmed that the positive effects of transformational and contingent reward of transactional leadership styles on gender mainstreaming practices were partially mediated by empowered gender unit. Therefore, it is very important to establish an autonomous, skilled and experienced, well-resourced and empowered gender unit in public organizations to enhance the role of strategic leaders to ensure gender mainstreaming practices from all equal treatment, women and gender perspectives.

Keywords*: Gender mainstreaming, Strategic leaders, Gender unit, Leadership styles, Public organizations*

1. Introduction

In recent years, 'gender mainstreaming' has become a key strategy for development practitioners to promote gender equality. This concept has been popular since the 1995 UN International Conference on Women and adoption of the 'Beijing Platform for Action' for women's advancement. It pledges to promote gender equality and to curb a gender-blind approach to development that has tended to ignore and marginalize women (Gawanas, 2009).

Millennium Development Goals (MDGs) also recognized mainstreaming gender in governance particularly in political participation and decision-making. One of the important

tools to achieve the MDGs was to ensure gender equity and equality through gender mainstreaming in governance. This was again considered as an integral part of good governance and key to poverty eradication and development effectiveness (Blackden, Canagarajah, Klasen, & Lawson, 2007). The issue of gender mainstreaming is also one of the agendas of the Ethiopian government which is the subject of this study. The Federal Democratic Republic of Ethiopia (FDRE) has formulated National Women's Policy in 1993 with core objectives of creating and facilitating conditions for equality between men and women, eliminating stereotypes, and discriminatory perception and practices that constrain the equality of women. FDRE has created favorable policy climate to gender mainstreaming and is officially committed to gender equality at a policy level and has signed up to key international conventions and agreements to this effect including the MDGs (Cherinet, Mulugeta, & Ababa, 2002; Waterhouse & Sever, 2005).

Besides to the aforementioned national women policy, gender equality is guaranteed by the constitution of the country. Article 25 of the FDRE constitution states that all persons are equal before the law and it prohibits any discrimination on grounds of gender. In Article 35, equality in matters related to employment, equality in acquisition and management of property, equal participation in policy and decision making, and right of women to plan families are stated to ensure gender equality (Federal Democratic Republic of Ethiopia/FDRE/, 1995). In order to realize the constitutional provision and National Women's Policy objectives, the Ministry of Women, Children and Youth Affairs with collaboration of other stakeholders has designed the gender mainstreaming guidelines in 2010 with the over all objective of enhancing the effective mainstreaming of gender in all development programs to ensure equal participation and benefit of women with men in the country (Ministry of Women Children and Youth Affairs/MoWCYA, 2006). The government has also shown its commitment by developing other gender responsive policies and programs such as population policy, educational policy, labour law 377/2004, Federal Rural land administration law, civil service proclamation 262/2002, cultural policy, pension law and social policy which facilitate the effective implementation of gender mainstreaming in the country with aim to minimize gender gap in social, economic and political perspectives (Federal Democratic Republic of Ethiopia/FDRE, 2006). With the desire to facilitate the implementation of all these gender responsive legal instruments, the government has shown the highest commitment in establishing gender unit that mainly focuses on gender issues in different institutions.

Despite the commitment of government in designing and implementing different gender mainstreaming strategies, studies show high gender gap. According to the work of Cherinet et al. (2002), Ethiopian women, like the cases of many countries, are mainly poorer and less educated than men. The females' low status in education and economic levels and other many factors triggered for their insignificant roles in political participation and decision making. For instance, out of 547 parliament seats only 2.38% and 7.68% were held by women during 1995

and 2000 national elections respectively. Interestingly, the proportion of women in federal people representatives rose to about 22 percent in 2005 election and arrived to 38.8 percent during 2015 election (Inter-Parliamentary Union, 2017). However, women held not more than 15 percent of higher level positions in the executive and judiciary branches of government in 2014 (Gebru & Demeke, 2015). This clearly informs as more tasks to be done to ensure gender equality in higher decision making positions in the future.

In addition to the practical gap indicated above, there is little empirical research that explicates whether the gender unit plays a mediating role for commitment of strategic leaders to successfully implement gender mainstreaming in governance of public sector. Cognizant of this, our study argues that for the efforts of strategic leadership to be effective in mainstreaming gender, there should be an autonomous and skilled gender unit that plays a mediating role. This implies that the strategic leadership enhances the practices of gender mainstreaming in organizations with the mediation role of gender unit/desk , which otherwise cannot be realized (Page, 2011; Sclater, 2009). Therefore, this study has paramount importance in filling these gaps and will be used as an input for policy makers to know the practices of gender mainstreaming at government institutions. Then after, they will be able to take vital measures to mitigate the existing problems to accelerate gender mainstreaming to achieve gender equality in decision making and leadership posts in government institutions as well as in any other social and economic spheres. Furthermore, it will be used as a corner stone for other scholars to conduct investigation in the area that has not been addressed in this study or for further detailed investigation.

Based on the above critical potential problematic areas that signify the existence of gender gap in government institutions, this study answered the following basic research questions:

1. What strategic leadership style is dominant in public sector of Ethiopia?
2. What kind of gender mainstreaming practices has been exercised?
3. What is the relationship between strategic leadership (transformational and transactional) and the effective gender mainstreaming?
4. How does empowered gender unit explain the effect of leadership style on the best practices of gender mainstreaming?

2. Review of Related Literature

2.1 Strategic Leadership

Before directly moving to the concept of strategic leadership, we better show the basic differences between leadership and strategic leadership on the basis of Hambrick (2007) work. The first distinction is that leadership pertains to leaders at all levels in the organization whereas strategic leadership focuses on only the top executives at a higher echelon of the organizations. The second distinction is that leadership emphasizes on the relationship and

nature of interactions among the leaders, followers and contexts while the study of strategic leadership focuses on executive works from strategic perspectives. In other words, leadership takes the micro perspectives whereas the emphasis of strategic leadership is at a macro level. For purpose of this study, we adopt the strategic leadership approach to examine how the overall leadership of an organization influences the practices of gender mainstreaming.

Though there are many theories of leadership, transactional/transformational leadership framework has been proven useful for the study of Chief Executive Officer (CEO) level management. Transactional and transformational leadership styles can contribute to a more realistic view of top management. They build on prior classifications of leadership such as task-oriented versus relations-oriented; directive versus participative leadership. In some cases, strategic leaders also exhibit a laissez-faire style in which leaders lack direct supervision of employees and fail to provide regular feedback to those under their supervision. Highly experienced and trained employees requiring little supervision fall under the laissez-faire leadership style. However, not all employees possess those characteristics. As a result, it hinders the production of employees needing supervision (Vera & Crossan, 2004).

Transactional leadership has an exchange orientation whereby a leader uses some form of rewards or punishments depending on the behaviors of organizational members. This involves setting goals, articulating explicit agreements about the leader expectations, and rewards for the efforts and commitment of organizational members, and providing constructive feedback to keep everybody on task. Transactional leadership has two core dimensions: contingent reward, and Active management-by-exception. In a contingent reward, transactional leadership motivates followers by giving rewards upon accomplishment of the agreed goals. Through active management-by-exception, transactional leadership develops work standards and engages in the coordination, and monitoring of activities for successful completion of organizational goals (Vera & Crossan, 2004).

Transformational leadership, on the other hand, is concerned with the development and empowerment of the followers to work independently. This new approach to leadership is an improvement version of charismatic leadership that views a leader as an extraordinary and the followers dependent on the leader. Transformational leadership theory is sometimes said to be a neo-charismatic theory. Transformational leaders empower and motivate the followers to perform beyond their expectations, and to make them work on transcendental plans, collective goals rather than focusing solely on immediate personal interests (Kark, 2004). Transformational leadership has four interrelated dimensions, namely inspirational motivation, idealized influence, intellectual stimulation, and individualized consideration (Bellé, 2013; Tyssen, Wald, & Spieth, 2014). Inspirational motivation involves motivating the employees by articulating an appealing vision and future for an organization. In connection with this, transformational leaders encourage and facilitate their followers to work toward that vision.

Through idealized influence, transformational leaders act as a role model by showing behaviors consistent with the stated vision, build employee confidence and pride in the organization. Through intellectual stimulation, transformational leaders stimulate followers to challenge old assumptions about organizational problems in intellectual manner. In this way, transformational leaders promote intelligence, rationality, creativity, and encourage new approaches for performing tasks. Finally, individual consideration entails becoming responsive to each follower's needs through mentoring, coaching and other similar activities. In view of the above mentioned contemporary leadership theory of transformational leadership and transactional leadership, we examine the effect of strategic leadership on the practices of gender mainstreaming. The next section presents about gender mainstreaming.

2.2 Gender Mainstreaming Practices

To start from the basic terminologies, the history of 'gender' can be tracked to the distinction that feminism made between biological 'sex' and socially constructed 'gender' (EvElinE & BaCChi, 2010). The explanations given by Sen (2000, p. 7) are very helpful to establish the gender/sex distinctions.

> *Gender can be defined as the set of characteristics, roles and behavior patterns that distinguish women from men which are constructed not biologically but socially and culturally. The sex of an individual is biologically determined, whereas gender characteristics are socially constructed, a product of nurturing, conditioning, and socio-cultural norms and expectations. The concept of gender refers not only to women and men but, importantly to the relations of power between them.*

From gender relations angle, many scholars (for example, Antrobus, 2000; Egne, 2014; Haile & Enqueselassie, 2016) argue that the socially defined gender roles of men and women largely influence the power balance between the two sexes. As it is common in many developing countries, most communities in Ethiopia ascribe inferior positions such as home-makers to women (Burgess, 2013). In order to address gender inequality that exists in various forms and at different levels, gender mainstreaming is a vital strategy.

Gender mainstreaming was first popularized during the Beijing Conference on Women in 1995. Since that time, it has been widely adopted in many policy documents at international, national, and local levels by different institutions. Gender mainstreaming involves both the integration of women into existing systems as active participants and changes to the existing systems to reduce gender inequalities stemming from women's disadvantaged position in societies (Tiessen, 2004). In this line, Tiessen (2004, p. 318) defines gender mainstreaming as 'a process that seeks to advance gender equality by putting gender in the centre of all mainstream policy areas.' Thus, gender mainstreaming entails embedding gender equality in systems, processes, policies, and institutions.

411

Booth and Bennett (2002) conceptualized gender mainstreaming in terms of three perspectives: equal treatment perspective, a women's perspective, and a gender perspective. They called these perspectives as the 'three-legged equality stool' to emphasize that the perspectives are interdependent and affinity. The equal treatment perspective is based on the liberal principles of equal rights and treatment before the law. It basically describes actions that guarantee women the same rights and the same opportunities as men in the public sphere. The Practices and actions under equal treatment perspective emphasize on the need to secure 'voice' which entails addressing the democratic deficit, formulating statutory and mandatory legal instruments, and ensuring a gender balance in decision-making (Booth & Bennett, 2002). The women's perspective inspires initiatives that recognize women as a disadvantaged group in society, who deserve and require particular treatment and special provision in order to redress their past experience of discrimination, which has become institutionalized. Practices under women's perspective relates to resources allocation, which entails providing more funding for equality projects, and redistributing resources to address the needs of women (Booth & Bennett, 2002).

The gender perspective-the third stool- promotes actions that aim to transform the organization of society to a fairer distribution of human responsibilities. It acknowledges the differences between women and between men. According to this perspective, transformation of human lives is premised on the understanding that men are not the deliberate oppressors of women, but can also be disempowered by current social arrangements. This perspective to gender mainstreaming advocates the practices that secure the reconciliation of home, work, and family life (Booth & Bennett, 2002). The above three perspectives of gender mainstreaming can be summarized in table 2.1 as follows:

Table 2.1: Dimensions of gender mainstreaming

Equal treatment perspective	Women's perspective	Gender perspective
Equal rights and opportunities	Equality of outcome	Equal valuing of difference
Legislative response	Separate institutional provision	Managing diversity

Source: Booth and Bennett (2002, p. 434)

2.3. Conceptual Framework and Hypotheses of the Study

Drawn from the literature reviewed in the previous sections, figure 2.1 depicts a conceptual framework of this study. On the basis of the framework, this section presents hypotheses of the study along with their arguments.

Figure 2.1: Conceptual framework of the study
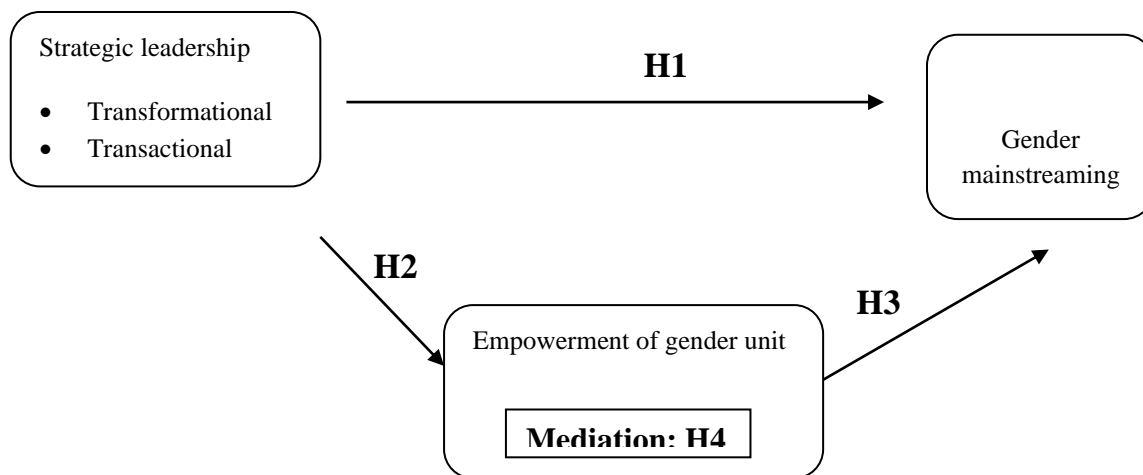
Source: Authors' own synthesis based on Vera and Crossan (2004), Maddock (2002), and Tiessen (2004).

2.4 Strategic leadership and gender mainstreaming

Leadership is one of the important means by which the executives influence organizational practices. Strategic leadership theory asserts that the decisions made by the top managers would influence about what happens in the organizations (Vera & Crossan, 2004). The implication of the theory is that the values and predispositions of top executives determine about what happens in their respective organizations. In this line, the best leaders are those who possess both transformational and transactional leadership behaviors. Therefore, this study argues that transformational leadership, and transactional leadership can encourage personnel to take the engendering process seriously (empowering gender unit) and thus can positively contribute for gender mainstreaming. In other words, the study speculates that strategic leadership helps the gender unit (mediator) to be empowered which in turn contributes to effective gender mainstreaming practices. This would be the basis for our next hypothesis:

3. The Methods
3.1 Research Design

This study employed both descriptive and explanatory research methods. Using a descriptive approach, we addressed issues about the predominant leadership styles exercised by top executives and the strategies and activities used to promote gender mainstreaming in Ethiopian public sector. By applying an explanatory approach, we established the causal mechanism that drives the successful implementation of gender mainstreaming practices. Accordingly, this study tests the hypothesis that strategic leadership has a positive effect on the effective implementation of gender mainstreaming practices in the public sector. More importantly, the study seeks to explicate the mediating effect of gender-unit empowerment on the relationship between strategic leadership and gender mainstreaming practices.

3.2 Research Setting and Participants

The sampling unit of this study is public-sector organizations that operate at federal government, Addis Ababa City Administration, and Oromia Regional State levels. The unit of analysis for this study is the gender unit/desk and communication officers working in the public organizations in selected areas with belief to provide relevant information to the subject matter under study.

3.3 Sample and Data Collection Procedures

By taking the time constraint and shortage of fund into account, we purposively selected Federal, Addis Ababa City Administration, and Oromia Regional State. The targeted population for this study was 225 public institutions operating in the three selected government levels. Out of these institutions, a questionnaire survey was administered to 270 respondents working in 135 public sector organizations, which were selected with the use of simple random sampling method. From the total 270 survey questionnaires administered, 252 respondents drawn from 126 public sector organizations returned their completed questionnaire. Thus, data used for this study were collected from 252 employees representing 126 public sector organizations (64-federal level, 26-Addis Ababa City Administration, and 36-Oromia Regional State). From each organization, we selected two employees (gender unit officer and communication officer). The selection of employees and work units is due to their direct involvement in gender mainstreaming and having sufficient information on subject matter under investigation.

Because we want to test the effect of strategic leadership on the practices of gender mainstreaming (at organizational level), we aggregated responses from each respondent to obtain the organizational level of analysis. Before aggregating the responses, correlations were run to determine inter-class correlation coefficient (ICC) between the multiple rates (respondents) for each construct. Correlations of ≥ 0.30 with statistical significance of $p \leq 0.05$ are considered as an acceptable inter-rater reliability (Field, 2009).

3.5 Methods of Data Analysis

Multiple regression and mediation analyses were performed to test the hypotheses with the use of SPSS (Version 20). In assessing mediation, four conditions must be satisfied (Baron & Kenny, 1986). First, the initial variable, strategic leadership in this case, must be significantly associated with the mediator, gender-unit empowerment. Second, the initial variable must be associated with the outcome. Third, there must be significant relationships between the mediator and outcome. Finally, the effect of the initial variable on the outcome must be reduced (to zero for full mediation) when the mediator is entered. For descriptive analysis using mean values, we followed the approach recommended by Yalegama, Chileshe, and Ma (2016). The following indexes' ranges and interpretations were applied for analysis and discussion purposes in this study.

Table 3.1: Mean value and interpretation used

Mean values and interpretation				
1.00>=1.8	1.80>=2.60	2.60>=3.40	3.40>=4.20	4.20>=5.00
Never	Rarely	Sometimes	Often	Very often

4. Results and Discussions
4.1 Basic Characteristics of survey Institutions

Under this section, the basic information related with the survey institutions like the level of organization, the category of sectors, and gender of the head of organization were presented and discussed. In this regard, table 4.1 shows the basic information as follows.

Table 4.1: Basic Characteristics of Institutions

Variables	Category	Frequency	Percent
Gender of strategic leaders	Male	112	88.9
	Female	14	11.1
	Total	126	100
Level of institution	Federal	64	50.8
	Addis Ababa city	26	20.6
	Oromia region	36	28.6
	Total	126	100
Category of institution	Banking sector	2	1.6
	University/college	3	2.4
	Civil service	102	80.9
	Public enterprise	8	6.4
	Other	11	8.7
	Total	126	100

Source: Field survey, 2016

Table 4.1 indicates the basic characteristics of institutions addressed in this study. Accordingly, it depicts the gender of strategic leaders, hierarchical level of institutions with their respective category. Regarding the gender, majority of the strategic leaders (88.9%) are male, while only 11.1% are women. This clearly shows the male dominance of strategic leadership positions in

public institutions which requires assignment from all concerned bodies to play their roles in enhancing the participation of women to higher decision making positions. Concerning the hierarchical level of institutions targeted in this study, 50.8% are from federal level and the remaining 28.6% and 20.6% are from Oromia regional state and Addis Ababa city Administration respectively. All these institutions are at higher level (Ministry, enterprises, bureaus, agencies and universities) which are highly believed by researchers to give adequate and genuine information on strategic leadership exercised and gender mainstreaming practices. The study also addressed institutions on the basis of their sector. In this regard, majority of the institutions (80.9%) are civil service institutions and the remaining (19.1%) are from banking sector, universities, public enterprise and others. This composition of institutions was believed to examine the practices of leadership and gender mainstreaming since their settings and contexts might be different and believed to get genuine information.

4.2 Reliability test and mean of the main constructs

This section discusses the reliability test made to ensure the reliability of data collection instrument. In this regard, table 4.2 summarizes number of items and the values of Cronbach's alphas for each construct used in this study.

Table 4.2: The Reliability test for main constructs of the study

No.	Construct	No. Items	Cronbach's alpha
1	Practices of gender mainstreaming	17	.948
	Equal perspective	2	.794
	Women perspective	3	.800
	Gender perspectives	12	.934
2	Strategic Leadership		
	Transformational leadership	20	.975
	Contingent reward transactional leadership	4	.909
	Active management-by-exception transactional leadership	4	.624
	Laissez-faire leadership	4	.810
3	Gender-unit empowerment	12	.929

Source: Researchers' own computation

Table 4.2 shows that except for active management-by-exception, all of the α values for constructs are 0.80 and above, indicating a high degree of internal consistency in the responses (Field, 2009; Hair, Black, Babin, & Anderson, 2010).

4.3 Strategic Leadership Style Exercised in Public Sector of Ethiopia

Different types of leadership styles exist in work environments. Some companies offer several leadership styles within the organization, dependent upon the necessary tasks to complete and departmental needs. Some of these leadership styles consist transactional, transformational and laissez-faire. Transactional leadership has an exchange orientation whereby a leader uses some form of rewards or punishments depending on the behaviors of organizational members. Transformational leadership, on the other hand, is concerned with the development and empowerment of the followers to work independently (Kark, 2004; Vera & Crossan, 2004). Transactional and transformational leadership styles can contribute to a more realistic view of top management. They build on prior classifications of leadership such as task-oriented versus relations-oriented; directive versus participative leadership (Kark, 2004; Vera & Crossan, 2004). In this regard, this study assessed the leadership style that was dominantly exercised in selected public sector of Ethiopia and presented in table 4.3 as shown below.

Table 4.3: Descriptive on strategic leadership styles exercised in public organizations

	N	Minimum	Maximum	Mean	Std. Deviation
Transformational Leadership	126	1.30	5.00	3.5573	.81293
Transactional Leadership					
Contingent Reward	126	1.00	5.00	3.2817	.96085
Active Management-by-exception	126	1.00	5.00	2.9990	.68200
Laissez-faire Leadership	126	1.00	5.00	2.3224	.93546

Source: Field survey, 2016

Table 4.3 shows the strategic leadership styles in selected Ethiopian public sector organizations. In this regard, the results show that the heads of the organizations employ transformational, transactional leadership, and laissez-faire leadership styles in ranking orders. Relatively, the transformational leadership style is exercised more as compared to transactional and laissez-faire styles in public organizations. According to Kark (2004), the strategic leaders of these public organizations exercising the transformational style are believed to empower and motivate the followers to perform beyond their expectations, and to make them work on transcendental plans, collective goals rather than focusing solely on immediate personal interests.

4.4. The Extent of Gender Mainstreaming Practices in the Public Sector

According to Booth and Bennett (2002), gender mainstreaming has been conceptualized in terms of three perspectives: equal treatment perspective, a women's perspective, and a gender perspective and emphasized that the perspectives are interdependent and affinity. In this

regard, Table 4.4 presents the perspective of gender mainstreaming practiced in public institutions as follows:

Table 4.4: Descriptive statistics on extent of gender mainstreaming practices

	N	Minimum	Maximum	Mean	Std. Deviation
Gender Mainstreaming practices	126	1.35	4.65	3.12	.744
Equal Treatment	126	1.00	5.00	3.59	.780
Women Perspective	126	1.00	5.00	3.31	.844
Gender Perspective	126	1.36	4.71	3.07	.758

Source: Field survey, 2016

Table 4.4 indicates the extent of gender mainstreaming practices in public sectors using the approach indicated by Yalegama et al. (2016) as three perspectives. The results show that the mean values for overall gender mainstreaming as well its three perspectives (equal treatment, women perspective and gender perspective) ranged from 3.07 to 3.59. This indicates that the performance of public sector organizations in public institutions in practicing gender mainstreaming is at average level. The result also reveals that the mainstreaming of gender in public institutions relatively focused on equal treatment perspective as compared to women and gender perspectives. This action of the public sector under equal treatment perspective also emphasize on formulating statutory and mandatory legal instruments to ensuring a gender balance in decision-making.

4.5. The Relationship between Strategic Leadership and the Effective Gender Mainstreaming

Leadership plays a significant role by supporting the practices of gender mainstreaming that would ensure gender equality (Sandler & Rao, 2012). According to Maddock (2002), the need for effective leadership to bring a major shift from a patriarchal culture to a gender balanced culture in the governance of public sector is indispensable. As transformational leaders nurture personal and group development, share inspiring organizational visions (Manning, 2002; Howell and Avolio,1993), they could foster commitment and motivation towards gender mainstreaming goals. Table 4.5 below presents the result on effect of Transformational leadership style on gender mainstreaming.

Table 4.5: The effect of Transformational Leadership on gender mainstreaming (GM) practices

	(Step 1)	(Step 2)
	GM practices	GM practices
Organizations by government level		
govtleveld1	-0.0541	-0.266
	(0.174)	(0.143)
govtleveld2	-0.172	-0.0600
	(0.158)	(0.128)
Categories of organizations		
firmcatd1	0.660	0.637
	(0.748)	(0.604)
firmcated2	-0.125	0.0293
	(0.440)	(0.355)
firmcated3	0.232	-0.141
	(0.272)	(0.224)
firmcated4	-0.786	-0.795
	(0.753)	(0.608)
Gender of Strategic leaders	-0.403	-0.326
	(0.211)	(0.171)
Transformational		0.557^{***}
		(0.0695)
_cons	3.537^{***}	1.518^{***}
	(0.214)	(0.305)
N	126	126
adj. R^2	0.007	0.353

Notes: Standard errors in parentheses; $^{*}\ p < 0.05$, $^{**}\ p < 0.01$, $^{***}\ p < 0.001$

Table 4.5 indicates that transformational leadership has positive significant effect on the practices of gender mainstreaming. Results indicated in step 1 show that the control variables do not have any effect on the gender mainstreaming practices. As depicted in step 2, transformational leadership has a positive significant effect on the practices of gender mainstreaming (B=0.557, P<0.001). Thus, the hypothesis which was stated as transformational leadership has no effect on gender mainstreaming is rejected. Therefore, a strategic leader exercising transformational style increases the practices of gender mainstreaming by 0.557 units as compared to those exercising transactional leadership style when other things are constant. This finding concurs with Manning (2002), indicated that transformational leaders nurture personal and group development, share inspiring organizational visions could foster commitment and motivation towards gender mainstreaming goals.

Table 4.6 summarizes the results of test on Hypothesis which articulates that "transactional leadership (contingent reward) has no effect on the practices of gender mainstreaming."

Table 4.6: The effect of Contingent reward transactional leadership on the practices of gender mainstreaming

	(Step 1)	(Step 2)
	GM practices	GM practices
govtleveld1	-0.0541	-0.150
	(0.174)	(0.152)
govtleveld2	-0.172	0.0857
	(0.158)	(0.144)
firmcatd1	0.660	0.803
	(0.748)	(0.651)
firmcated2	-0.125	0.0358
	(0.440)	(0.383)
firmcated3	0.232	-0.113
	(0.272)	(0.243)
firmcated4	-0.786	-1.309*
	(0.753)	(0.661)
Gender	-0.403	-0.365*
	(0.211)	(0.184)
Contingent reward		0.409***
		(0.0655)
_cons	3.537***	2.130***
	(0.214)	(0.292)
N	126	126
adj. R^2	0.007	0.248

Standard errors in parentheses, * p < 0.05, ** p < 0.01, *** p < 0.001

Table 4.6 in step 1 reveals that all control variables have no effect on gender mainstreaming practices. Step 2 of the table indicates that contingent reward of transactional leadership has a significant positive effect on the practices of gender mainstreaming (B=0.409, P<0.001). This

indicates that strategic leaders exercising the transactional style (Contingent reward) in public organizations increase the practices of gender mainstreaming by 0.409 units as compared to those exercising transformational leadership style in the constant of other things. This concurs with the finding of Mukhopadhyay (2004), stated as contingent reward transactional leadership can influence the success of gender mainstreaming by initiating and contextualizing the gender-sensitive indicators in performance appraisal system of an organization. In addition to contingent reward of transactional leadership, we examined the effect of active management-by-exception of transactional leadership on the practices of gender mainstreaming as indicated in Table 4.7.

Table 4.7: The effect of Active Management-by-Exception Transactional Leadership on the practices of gender mainstreaming

	(Step 1)	(Step 2)
	GM practices	GM practices
govtleveld1	-0.0541	-0.0564
	(0.174)	(0.175)
govtleveld2	-0.172	-0.180
	(0.158)	(0.163)
firmcatd1	0.660	0.663
	(0.748)	(0.751)
firmcated2	-0.125	-0.130
	(0.440)	(0.442)
firmcated3	0.232	0.232
	(0.272)	(0.273)
firmcated4	-0.786	-0.774
	(0.753)	(0.758)
Gender	-0.403	-0.406
	(0.211)	(0.212)
Active management-by-exception		0.0241
		(0.100)

_cons	3.537***	3.471***
	(0.214)	(0.350)
N	126	126
adj. R^2	0.007	-0.001

Standard errors in parentheses, * $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$

Results in step 1 in table 4.7 shows that the control variables have no significant effect on the practices of gender mainstreaming. Step 2 of the table also reveals that active management-by-exception of transactional leadership has no significant effect on the practices of gender mainstreaming (B=0.0241, P>0.05).

4.6 The Mediating Role of Empowered Gender Unit on Effect of Strategic Leadership on   gender mainstreaming

The establishment of a gender unit in organizations has the highest importance to promote gender equality and/or improve the status and rights of women (McBride & Mazur, 2012). They also argue that gender units that are close to centers of powers, have clear mandates, well resourced and developed links with civil society are successful in enhancing gender mainstreaming. Accordingly, Table 4.8 presents the mediating role of empowered gender unit on effect of leadership style in gender mainstreaming. Concerning the mediating role of empowered gender unit on the effect of strategic leadership style in gender mainstreaming, the hypothesis states that gender-unit empowerment mediates the positive relationship between strategic leadership (in terms of both transformational leadership and contingent reward of transactional leadership) and gender mainstreaming practices. In this regard, Table 4.8 and Table 4.9 present the results of a series of multiple regressions for the mediation analyses undertaken in this study.

Table 4.8: The mediating effect of gender-unit empowerment on the relationship between transformational leadership and practices of gender mainstreaming

	(Step 1)	(Step 2)	(Step 3)
	GM practices	Gender-unit empowerment	GM practices
govtleveld1	-0.266	-0.257	-0.155
	(0.143)	(0.149)	(0.130)
govtleveld2	-0.0600	-0.0556	-0.0361
	(0.128)	(0.133)	(0.115)
firmcatd1	0.637	0.0397	0.620
	(0.604)	(0.628)	(0.542)
firmcated2	0.0293	-0.216	0.122
	(0.355)	(0.369)	(0.319)
firmcated3	-0.141	-0.189	-0.0598
	(0.224)	(0.233)	(0.202)
firmcated4	-0.795	-0.822	-0.441
	(0.608)	(0.632)	(0.550)
Gender	-0.326	-0.272	-0.209
	(0.171)	(0.177)	(0.155)
Transformational leadership	0.557^{***}	0.552^{***}	0.319^{***}
	(0.0695)	(0.0723)	(0.0764)
Gender-unit empowerment			0.431^{***}
			(0.0798)
_cons	1.518^{***}	1.826^{***}	0.732^{*}
	(0.305)	(0.317)	(0.310)
N	126	126	126
adj. R^2	0.353	0.323	0.479

Standard errors in parentheses, * $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$

Table 4.8 shows the mediating effect of gender-unit empowerment on the relationship between transformational leadership and practices of gender mainstreaming. Step 1 in Table 4.8 indicates that transformational leadership (the independent variable) is significantly correlated with gender mainstreaming practices, which is the outcome variable (B=0.557, p<0.001), thereby satisfying the first condition for mediation. In step 2, transformational leadership is significantly correlated with gender-unit empowerment, which is the mediator (B=0.552, p<0.001), meeting the second condition for mediation as well as supporting for the hypothesis to be tested. Step 3 indicates that gender-unit empowerment is significantly correlated with gender mainstreaming practices (B=0.431, p<0.001), satisfying the third condition for mediation. In addition, as indicated in step 3, the coefficient of transformational leadership dropped from (B=0.557, P<0.001) to (B=0.319, p<0.001), a 42.7% drop when both the independent and the mediator variables were entered into the model, implying that the fourth condition for mediation is satisfied. Thus, the results show that gender-unit empowerment partially mediates the positive significant relationship between transformational leadership and gender mainstreaming practices. This implies that the empowered gender unit in the public organizations can increase the role of transformational leadership by 0.431 units in gender mainstreaming practices, assuming other things are constant. This finding also coincides with Gouws (2006), stated that transformational leaders who empower gender unit can successfully accomplish gender mainstreaming activities. In addition, Table 4.9 presents the mediating effect of gender-unit empowerment on the relationship between contingent reward of transactional leadership and practices of gender mainstreaming.

Table 4.9: The mediating effect of gender-unit empowerment on the relationship between contingent reward transactional leadership and practices of gender mainstreaming

	(1)	(2)	(3)
	GM practices	Gender-unit empowerment	GM practices
govtleveld1	-0.150	-0.151	-0.0737
	(0.152)	(0.153)	(0.132)
govtleveld2	0.0857	0.111	0.0294
	(0.144)	(0.144)	(0.124)
firmcatd1	0.803	0.217	0.693
	(0.651)	(0.654)	(0.564)
firmcated2	0.0358	-0.195	0.135
	(0.383)	(0.385)	(0.332)
firmcated3	-0.113	-0.191	-0.0161
	(0.243)	(0.244)	(0.211)
firmcated4	-1.309*	-1.377*	-0.612
	(0.661)	(0.663)	(0.582)
Gender	-0.365*	-0.307	-0.209
	(0.184)	(0.184)	(0.161)
Contingent reward	0.409***	0.440***	0.185**
	(0.0655)	(0.0658)	(0.0666)
Gender-unit empowerment			0.507***
			(0.0796)
_cons	2.130***	2.310***	0.960**
	(0.292)	(0.294)	(0.313)
N	126	126	126
adj. R^2	0.248	0.266	0.438

Standard errors in parentheses, * $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$

Step 1 in Table 4.9 shows that contingent reward (the independent variable) is significantly correlated with gender mainstreaming practices, which is the outcome variable (B=0.409,

p<0.001), thereby satisfying the first condition for mediation. In step 2, contingent reward is significantly correlated with gender-unit empowerment, which is the mediator (B=0.440, p<0.001), meeting the second condition for mediation as well as supporting for the hypothesis testing. Step 3 indicates that gender-unit empowerment is significantly correlated with gender mainstreaming practices (B=0.507, p<0.001), satisfying the third condition for mediation. In addition, as indicated in step 3, the coefficient of contingent reward dropped from (B=0.409, P<0.001) to (B=0.185, p<0.001), a 54.8% drop when both the independent and the mediator variables were entered into the model, implying that the fourth condition for mediation is satisfied. Thus, the results show that gender-unit empowerment partially mediates the positive significant relationship between contingent reward of transactional leadership and gender mainstreaming practices. This implies that the empowered gender unit in public organizations can increase the role of transactional leadership by 0.507 units in gender mainstreaming practices, assuming other things are constant. The finding of this study concurs to Sen (2000), reported that the contingent transactional leaders who established an autonomous and empowered gender unit can promote the integration of gender mainstreaming in each individual's work, and ensures successful gender mainstreaming.

5. Conclusion and Recommendations

This study was designed to examine the mediating role of gender unit empowerment on the effect of strategic leadership in practicing gender mainstreaming in public organizations. It was also confirmed that this area has been rarely researched and has academic knowledge gap. The study found that relatively the strategic leaders in public institutions exercise transformational leadership style followed by transactional leadership styles. In this regard, the study confirmed that the transformational and contingent reward of transactional leadership styles have significant positive effect on gender mainstreaming practices of the public organizations. However, the strategic leaders (exercising both transformational and transactional styles) need the mediation role of empowered gender unit in the organizations to ensure successful gender mainstreaming practices. In general, gender mainstreaming practices in public organizations can be successfully realized when strategic leaders (transformational and contingent reward transactional leadership) effectively empower the gender unit in their respective organizations.

In regard to further measures to be taken to tackle the limitations addressed, the researchers recommend the following actions to be considered:

✓ The current gender practices of public organizations were relatively focused on equal treatment aspect that focuses on formulation of legal instruments to balance gender in decision making positions. Focusing only on this perspective would not help organizations to ensure effective gender mainstreaming. Therefore, it is very important to give attention on women perspective, in which the allocation of more resource is needed to address the

needs of disadvantaged women and gender perspective that entails transforming the society to ensure fairer distribution of human responsibilities.

✓ It is advisable for leaders of public organizations to exercise transformational leadership, especially empowering and motivating their followers to perform beyond their expectations, and to make them work on transcendental plans and collective goals than self interests.

✓ Leaders of public organizations must establish an autonomous, close to centers of power, have clear mandates, well resourced and experienced gender unit to enhance gender mainstreaming in the organizations.

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Condominium Housing Affordability: The Case of Public Service Employees in Addis Ababa

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Abstract

The study aims to evaluate purchase affordability and constraints in accessing condominium housing for public sector employees. The analysis is based on two categories i.e. academic and non-academic employees in relation to government sponsored condominium housing market. The types of data employed are basically secondary. Transfer cost of condominium units by type and salary scale of public sector employees. To determine the purchase affordability capacity of public sector employees' maximum allowable loan to income or affordable limit (AL), price to income ratio and median income are employed. The analysis based on affordable limit disclosed the amount of maximum allowable loan depends on the amount of income of employees. As a result of this the academic employees are found better than the non-academic employees in purchase affordability. Besides the findings based on the median income revealed the great majority of the non-academic employees earn below the median income and do not afford to purchase even the lowest type unit. This signifies the degree of influence of income/salary in determining purchase affordability. Next to income higher interest rate and shorter duration of payment are found to be constraints of purchase affordability for both groups' i.e. academic and non-academic employees. To mitigate the affordability problem faced by the majority public service employees' preferential treatment (reduced interest rate and extended duration of mortgage payment) and alternative delivery strategies encompassing public provision of serviced land and facilitating access to housing finance are appropriate measures.

Keywords: *Purchase Affordability, Public Sector, Affordable Limit, Condominium*

1.Introduction

Generally, affordability problems emerge when housing costs increase faster than household incomes. Affordability can only be improved through a significant reduction in market rents and prices, direct housing subsidies to households or, more realistically through large scale new housing supply (Steven and Ong 2012, Kim, 2009). Housing affordability affects new household formation so policy must address this issue by overcoming existing housing supply barriers and quantifying the supply needed to deliver diverse and affordable housing for low-moderate-income groups. Besides reliable and strong evidence base is required to set specific local area affordable housing targets to meet the housing needs of low-moderate-income earners in their local housing markets.

Therefore, it is found essential to move towards housing market and housing needs assessment, which include the demand for various types of affordable housing, to provide a reliable

evidence base for setting housing supply targets to address the negative outcomes of declining affordability. As stated in UN-Habitat (2011) a major challenge facing securing affordable housing for low –income Ethiopians has been access to housing finance following the market-led adjustments implemented in the post-1991 period, subsidized interest rates were removed which significantly increased lending rates. The same study further explains that the increased rates severely reduced the opportunity for low-income households and the majority public sector employees to secure a home loan. This study mainly focuses on the public service employees who are vulnerable to increasing rents and prices of housing in Addis Ababa the capital city of the country and sit of numerous International Organizations. In the light of this developing policies and strategies to deliver affordable housing to meet the need of the increasing public sector employees requires especial government intervention.

The Integrated Housing Development Program (IHDP) which is government-led initially aimed at enabling the urban low and middle-income groups to be home owners. In Addis Ababa the IHDP has greatly increased the number of home owners that would never otherwise have owned a home and in parallel has benefited the housing market by increasing the supply of owner occupied housing and rental units. Among the would - be beneficiary of the program employees of the public service are highly expected. The public service employees have got the opportunity of either being home owners or access to rental units.

In the course of time the project is facing a number of challenges. According to UN- Habitat (2011), the most pressing is affordability of the units for low-income households with the cost increase in the price of condominium houses deeming them no longer an option for many low income households. The change in the price of units is also affecting the middle-income households too undermining the initial objectives of the Programme which was cherished by the majority residents of the city especially employees of the public sector.

A number of studies made on different aspects of condominium housing in Addis Ababa and other major cities of the country. For instance a study made by Zelalem, (2012) aims at exploring and analyzing the determinant factors that influence performance of owners association in Bahir Dar city. On the other hand the work of Simon, (2015) addresses the general supply of condominium housing for households living in slums in Addis Ababa. Tebarek, (2013) explored the impact of housing and urban development –induced displacement on poor female –headed households and the work of Agazi, and Alula, (2013) considers the views of young lives, adult, community leaders and households regarding their new house i.e. condominium. All the studies made by different scholars indicated above took up different issues strongly attached to condominium housing. Unlike the studies mentioned this one is devoted to assess the issue of affordability particularly purchase affordability of public sector employees which needs especial attention.

In light of this the cost increases in the price of condominium units followed by housing affordability stress indicating both the ability to purchase and financial limit a household is expected to pay periodically. Thus, the level of purchase affordability, factors determining and effects of affordability constraints on access to condominium house purchase by public sector employees in Addis Ababa need to be addressed.

Among the different strands of affordability the study focuses only on purchase affordability. In the light of this the study aims to assess purchase affordability capacity of public sector employees under different payment modalities, indicate the corresponding typology of units that can be purchased by using the maximum allowable loan to income, assess the effects of affordability constraints on access to home purchase and recommend appropriate measures or strategies to be enforced by the government to increase purchase affordability of public sector employees. Based on the objectives explained the study attempted to seek answers to the following questions. What is the purchase affordability capacity of public service employees under different payment modalities? What is the relation between typology of units and the maximum allowable loan to income? What are the effects of affordability constraints on access to home purchase by public service employees? What are the appropriate measures or strategies to be enforced by the government to increase purchase affordability of public service employees?

Thus, this study was aimed at assessing the purchase affordability capacity of public sector employees living and working in Addis Ababa.

2. Review of Related Literature

The review explores the main issues pertinent to the theme of this study. It contains the concept of affordability, definitions of affordability by different scholars/researchers, strands of affordability measurements and benchmarks used to determine the affordable limit.

2.1 Concept of Affordability

The term 'affordability' is widely used in the English language, with general consensus as to its meaning. Indeed, the term 'housing affordability' has come into widespread usage in the last 15 or so years. However affordability as a concept is hard to define. In this context, 'afford' is defined as being able to pay without incurring financial difficulties. But how does one decide exactly when they are in financial difficulty? Often things are considered unaffordable even when someone's income is clearly greater than the cost of an item.

Stone (1994, p. 21) states that affordability is not an inherent characteristic of housing, but rather a relationship between incomes and relative prices. Of course, this argument could easily be extended to any good or service. This is an example of the conceptual problem economists have with housing affordability. Glaser & Gyourko (2008) state that the ability to pay criterion confuses poverty with housing prices, and that income should form no part of affordability

considerations. They believe that the physical construction costs of housing are a more sensible benchmark to compare with prices. However this definition does not reconcile with the above definition of 'afford', which clearly indicates the relevance of income. It is widely believed that the ability to pay is a crucial element of housing affordability.

2.2 Defining Affordability

The works of many scholars prove that housing affordability is the function of income, housing price/rent and other non-housing consumptions. The following definitions explain this reality. "Affordability is concerned with securing some given standard of housing (or different standards) at a price or rent which does not impose, in the eye of some third party (usually government) an unreasonable burden on household incomes." (Mac Lennan & Williams 1990, p.9)

"Definitions of affordability concentrate on the relationship between housing expenditure & household income & define a standard in terms of that income above which housing is regarded as unaffordable" (Freeman, et al.1997).

"Physically adequate housing that is made available to those who, without some special intervention by government or special arrangement by the providers of housing, could not afford the rent or mortgage payments for such housing." (Field,1997, p.802).

"Housing affordability' refers to the capacity of households to meet housing costs while maintaining the ability to meet other basic costs of living." (Burke 2004)

2.3 Strands of Affordability

Although the study focuses on affordability problems of would-be owners, in this part an attempt is made to present the different strands of affordability. Housing affordability can be viewed from three different perspectives: affordability for renters; affordability for would-be home owners; and affordability for existing homeowners (Gan & Hill, 2008). These different approaches help researchers to choose the appropriate perspective as affordability issues are likely to differ for different groups of people/households. For instance, there is a difference between the affordability of rental accommodation and of purchasing a house as an individual/household that is renting a house does not consider the actual value of the house as much as the prospective purchaser. Similarly, interest rates have only an indirect impact on rental affordability analysis. Hence Burke (2004), elaborated the broad view of affordability as the amount of financial stress a housing-related transaction would produce. Generally, there are two ways to consider this financial stress. Firstly, how much of our income is going to housing cost (shelter-first approach), and secondly, how much income do we have left over for other goods (non-shelter-first approach). Hence the concept of affordability applies to housing and to other goods.

2.4 Measurements

According to the work of Burke (2004) two broad groups of affordability measures have been adopted in measuring affordability, namely: 'shelter first' and 'non-shelter first' measures. The *shelter first approach* assumes that housing has first claim on the household budget, and other expenditure is met from the residual income; and it is the most common approach. There are two main types of measurement in this group. They are an outgoing (on housing) to income ratio (OTI), and a residual income measure (RI). A third type, similar to OTI, is a house price to income ratio. These measures are applied differently for renters and for home owners.

2.4.1 Affordability Measures
A. Shelter-First Approach for Home Owners

For home owners, these measures are more difficult to calculate. The OTI for existing home-owners is a ratio of mortgage payments to income. For would-be homeowners, the relevant outgoings are the potential mortgage payments given their deposit and current interest rates and house prices. The residual income measure for both existing and would be home owners is then income less the above mortgage payments.

There are differences in these measures for would-be home owners / new home owners, and long term homeowners. Would-be home owners often face higher interest rates, usually with a small deposit. Long term homeowners may have much lower monthly repayments, or have fully paid off their loan. Again, there are two specific ways to analyze an OTI, both of which are useful. Firstly, one can calculate the proportion of all households which have an OTI above a certain level. This could apply to all households, or a subset, such as those in some low-income bracket. The alternative method is to calculate the ratio of average outgoings to average income Burke (2004).

B. Non- shelter First and Other Measures

The rarely used "non-shelter first" approach assumes that other expenditure has first claim on the household budget, with housing costs met from the remainder. This requires some estimate of the cost of all non-housing necessities (or quasi-necessities). Measures used in Australia have been the Henderson poverty-line, and a budget standard developed by the Social Policy Research Centre (Burke 2004). Banks also use similar methods to assess non-housing costs, as part of determining suitability for credit. This is exclusively a residual income approach, representing the income left over for housing once a minimum living standard is deducted from income.

Another often-cited measure is Stone's "shelter-poverty" standard (Stone 1994). Stone uses a sliding scale to analyze the required income for various housing types and compositions to meet non-housing costs, and whether their income is sufficient for this. Despite being a very informative measure, it is essentially a more complex version of the residual income method,

and still requires normative decisions. Massey University has measured the length of time needed for a household to accumulate a 10% deposit on the median house in their region, based on various monthly savings (Howtrey, 2009).There is no consideration of how easy it is to save these amounts neither in relation to income, nor to the differences in this savings ability over time and across regions.

The study of Robinson et al, (2006) discloses that all of the measures outlined earlier are useful to some degree. They all provide information about the affordability of housing. However no single measure gives a complete picture of the situation. The same study further elaborates that when considering affordability for specific groups we need to consider more than one measure. For example, a particular group could have a high OTI that may look unsatisfactory, but if they have a high residual income then they are probably not in an unaffordable situation that requires government assistance. Similarly if an individual has a low residual income and a low OTI then their problem is a lack of income, which may require different government assistance. Finally the study concludes by recommending the use of more than one measure when investigating affordability.

2.4.2 Factors That Contribute to Housing Affordability

There are several factors identified that contribute to the affordability of housing. According to DTZ New Zealand 2004 in Robinson 2006), the following factors are identified and indicated:

a. Income (current and expected lifetime): directly impacts on a household's ability to purchase and make housing payments
b. House prices and rents: represents the level of payment that is required to secure housing
c. Interest rates, nominal and real: determines the cost of borrowing for home owners
d. Labor market conditions: affects a household's ability to participate in the labor market and earn an income, and thus be able to maintain housing costs over a period of time
e. Mortgage and rent payments: directly impacts on a household's ability to save and increase their housing consumption in the future. This is especially relevant for households in the rental market who are looking to purchase a house
f. Supply constraints: may limit the ability of the market to respond to excess demand for housing.

These factors are highly interrelated and interdependent. Labor market conditions directly affect people's incomes, specifically their certainty of future income streams. Mortgage and rent payments are determined by interest rates, house prices, rents, and wealth. Supply side constraints affect house prices. Interest rates can also affect house prices as a result of changes in demand for purchasing a house.

2.5 Benchmarks

As explained earlier affordability problems emerge when housing costs increase faster than household income. Among the many studies made on housing affordability analysis based on a benchmark cost of the 25% and or 30% benchmark is widely applied. As discussed earlier, every measure requires a benchmark for an absolute affordability analysis. At what proportion of total income do housing costs become 'unaffordable'? Organizations in many countries use either a 25% or 30% benchmark. That is, they calculate the proportion of households whose housing costs exceed this level. Some benchmarks used in practice are shown below.

"Affordability typically becomes a concern where the housing costs of households in the lower 40% of the income distribution exceed 25% to 30% of their income." (Robinson et.al, 2006)

"A household is below its affordability standard if it spends more than 30% of its income on housing costs." (Howtrey 2009)."Households in the lower 40% income bracket who pay more than 30% of their gross income on housing costs, whether renting or buying, are said to be in 'housing stress" (Rowley and Ong 2012).

"Housing is considered affordable if households can access suitable and adequate housing by spending a maximum of 30% of their gross income." This source then notes that this is consistent with a number of other countries, and that the strategy focuses on the bottom four deciles (40%) of household income (Glaeser et.al, 2008)

Why the 25 and 30% benchmark? Burke (2004), argues that the rationale for such benchmarks is as much philosophical judgments based on a society's values and its historical and institutional structures than for any technical reason.

3. The Methods

Based on the nature of the research problem, aims and objectives this study is a quantitative research and descriptive in type. The study employed secondary data compiled by concerned institutions and organizations.

3.1. Type of Data, Sources and Collection Techniques

The data employed to meet the objectives of the study include salary scale (up to 2008 EC. Annex) of public sector employees obtained from Federal Ministry of Public Service & Human Resource Development and the transfer cost of completed condominium units with the corresponding typology and payment modalities provided by Addis Ababa city Housing Development Agency. The study basically depends on secondary data generated and compiled by the above mentioned sources. Thus both published and unpublished data from publications, reports, records and statistics of the mentioned institutions are collected.

3.2. Data Analysis Techniques

The following techniques are applied to analyze the data regarding purchase affordability.

- Tables and percentages to show variance;

- The formula of Affordable Limit (AL) is applied to indicate:

  - ➢ The purchase affordability of both academic and non-academic public sector employees of different salary scales;

  - ➢ To show the relation between the maximum allowable loan to income and transfer cost of different typology of units.

  - ➢ To disclose the impacts of reduced interest rates and extended duration of repayment on purchase affordability of public service employees.

$$AL = \left(\frac{\alpha}{1-\beta}\right)\left(\frac{1-(1+i)-N}{i}\right)$$

(Source: Gan and Hill, 2008)

Where:

AL = Affordability Limit
α = the expected proportion of housing cost to gross income,
β = the proportion of down payment to the total house prices,
i = interest rate
N = duration of mortgage repayment (years)

- The formula $P/Y \leq AL$ is applied to identify a house with price P is deemed affordable for a household with gross income Y for different salary scales and housing type.
- The median income is employed to assess the distribution of would be purchasers above and below the median income and measure level of affordability as a function of house price (Transfer cost) and median income of public service employees.

4. Results and Discussions

Addis Ababa's current population is estimated to be over 3 million. According to the ministry of Public Service & Human Resource Development a total of 78,682 (MoPSHRD, 2013/14) public sector employees employed in all public service sectors are found serving the City's population. The proportion of the public service employees from the total accounts for 2.6 percent, which is quite insignificant in its size.

This study focuses on the purchase affordability analysis as a function of the maximum allowable loan to income, ratio of price to income and median income carried out based on two broad groups of public sector employees. They are academic and non-academic employees. The academic employees include all teaching staff at government owned higher education institutions. The non-academic refers to all public service employees currently working in all public service sectors including higher education institutions.

4.1 Maximum Allowable Loan to Income and Corresponding Type of Unit

In this part the study attempts to explain condominium house affordability based on the maximum allowable loan to income i.e. affordable limit (AL). The maximum allowable loan to income (AL) is calculated for different salary scales in relation to different mortgage payment modalities and the corresponding typology of units that could be purchased by using the maximum allowable loan to income are identified. This means the comparison is between the maximum allowable loan and the transfer cost of the respective typology of units. The analysis involves five different payment modalities in order to identify the one that is found to be convenient for public sector employees. The following formula is used to calculate affordable limit under the indicated payment modalities.

$$AL = \left(\frac{\alpha}{1-\beta}\right)\left(\frac{1-(1+i)-N}{i}\right)$$

AL = Affordability Limit
α = the expected proportion of housing cost to gross income,
β = the proportion of down payment to the total house prices,
i = interest rate
N = duration of mortgage repayment (years)

Two type interest rates employed in transferring finished condominium units. The first one was 10 percent employed during all lottery rounds before the 10th lottery round. The second one i.e. 9.5, percent introduced during the 10th lottery round.

Modality One:

The payment modality indicated here used for all condominiums transferred before the 10th lottery rounds in Addis Ababa.

Expected proportion of housing cost to gross income, 30%
Down Payment 20%
Interest Rate (i) of 10% and
Repayment duration (N) of 20 years

$$AL = \left(\frac{\alpha}{1-\beta}\right)\left(\frac{1-(1+i)-N}{i}\right)$$
$$AL = \left(\frac{0.3}{1-0.2}\right)\left(\frac{1-(1+0.1)-20}{0.1}\right)$$

$$AL= (0.375) \left(\frac{1-0.1486}{0.1}\right)$$
$$AL= (0.375) \left(\frac{0.8514}{0.1}\right)$$
$$AL= (0.375) (8.514)$$
$$AL= 3.19$$

As indicated in Table: 1A the analysis reveals two cases. The first one is all academic employees afford to purchase a condominium unit in general. The second case is that although they afford to purchase a unit differences regarding typologies is observed as a result of difference in the maximum allowable lone for different positions. As explained in the same Table Asst. Lecturer I & II are restricted to studio type. Asst. Lecturer and Lecturer positions enable to purchase a one bed room unit whereas Asst. Professor and Associate Professor Positions enable to purchase two bed room units. From the academic employees those with the position of Professor only can afford to purchase units with three bed rooms.

Table: 1A: Academic Employees: Maximum Allowable Loan at 3.19,
Affordable Limit and corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL. 3.19	Unit Type
Asst. Lec. I	3,145	37,740	120,390. 60	Studio
Asst. Lec. II	4,282	51,384	163,914. 96	Studio
Asst. Lec.	5,077	60,924	194,347. 56	1br
Lecturer	7,286	87,432	278,908. 08	1br
Asst. Prof.	8,847	106,164	338,663. 16	2 br
Ass. Prof.	10,790	129,480	413,041. 20	2 br
Professor	13,468	161,616	515,555. 04	3 br

Source: * Ministry of Public Service Human Resource Development,
functional from July 2014 to July 2016; Computed from survey data

The purchase affordability analysis regarding non-academic employees indicated in Table: 1B reveals the following facts. Only those employees having a professional science position can purchase units with one bed room.

Table:1B   Non-academic Employees: Maximum Allowable Loan at 3.19
Affordable Limit (AL) and corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL. 3.19	Unit Type
Prof. science	5,781	69372	221,296. 68	1 br
Administrative	4,461	53532	170,767. 08	Studio
Sub-prof/	3,425	41100	131,109. 00	Studio
Secretarial	3,001	36012	114,878. 28	Studio
Semi-skilled	2,298	27576	87,967. 44	10/90
Custod. & Man.	961	11532	36,787. 08	No Fit

Source: * Ministry of Public Service Human Resource Development,
functional from July 2014 to July 2016;   computed from survey data

Those with administrative, sub-professional and secretarial positions are restricted only to studio typology. Those in semi-skilled position afford the newly introduced typology i.e. the

10/90. Those with custodial & manual position do not afford to purchase any of the typologies and unfit.

Modality Two:
This is the currently working payment modality. All other variables being the same except Interest Rate (i), which is reduced to 9.5%, and applied beginning from the10th, lottery round in Addis Ababa**.** Therefore, the impacts of a reduced interest rate on purchase affordability for both academic and non-academic employees are assessed.

> *Expected proportion of housing cost to gross income, 30%*
>
> *Down Payment 20%*
>
> *Interest Rate (i) of 9.5% and*
>
> *Repayment duration (N) of 20 years*
>
> *AL=* 3.304643

As indicated in Table:2A an increase in the amount of the maximum allowable loan to income is observed following a reduced interest rate despite the fact, no change in the typology of units to be purchased and remains the same with that of Table:1A. This condition signifies the amount of reduced interest rate is found insufficient to achieve the desired goal for academic employees.

Table: 2A Academic Employees: Maximum Allowable Loan at 3.31
Affordable Limit (AL) and Corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL3.31	Unit Type
Asst. Lec. I	3,145	37,740	124,919. 40	Studio
Asst. Lec. II	4,282	51,384	170,081. 04	Studio
Asst. Lec.	5,077	60,924	201,658. 44	1br
Lecturer	7,286	87,432	289,399. 92	1br
Asst. Prof.	8,847	106,164	351,402. 84	2 br
Ass. Prof.	10,790	129,480	428,578. 80	2 br
Professor	13,468	161,616	534,948. 96	3 br

Source: * Ministry of Public Service Human Resource Development, functional from July 2014 to July 2016; Computed from survey data

The Impacts of a reduced interest rate is better observed in Table 2B for the non-academic employees when compared to Table: 1B. Employees with professional science and administration position are found able to purchase units with one bed room whereas employees of sub-professional science, secretarial and semi-skilled positions are limited to studio type. Here the reduced interest rate increased the maximum allowable loan to income and these in turn enabled employees of administrative and semi-skilled to purchase a one bed room and studio type units respectively which are better than those indicated in Table: 1A. Employees of custodial and manual position do not afford to purchase any type of unit.

Table: 2B Non-academic Employees: Maximum Allowable Loan at 3.31 Affordable Limit (AL)
and corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL.3.31	Unit Type
Prof. science	5,781	69372	229,621. 32	1 br
Administrative	4,461	53532	177,190. 92	1 br
Sub-prof.	3,425	41100	136,041. 00	Studio
Secretarial	3,001	36012	119,199. 72	Studio
Semi-skilled	2,298	27576	91,276. 56	Studio
Custod.& Man.	961	11532	38,170. 92	No Fit

Source: * Ministry of Public Service Human Resource Development,   functional from
July 2014 to July 2016; Computed from survey data

Modality Three:

In this case the impacts of extended duration of mortgage payment (N) 30 years (proposed by
the Researcher) and reduced Interest Rate (i) set by the Government are evaluated.

Expected proportion of housing cost to gross income, 30%

Down Payment 20%

Interest Rate (i) of 9.5% and

Repayment duration (N) of 30 years

AL= 3.68802

As indicated in Table – 3A, the impact of extended duration of mortgage payment is strongly
and clearly seen enabling Asst. Lecturer II and Ass. Professor positions for 1bed room and 2
bed room units in contrast to Table 2A.

Table: 3A Academic Employees: Maximum Allowable Loan at 3.69
Affordable Limit (AL) and corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL 3.69	Unit Type
Asst. Lec. I	3,145	37,740	139,260.60	Studio
Asst. Lec. II	4,282	51,384	189,606. 96	1 br
Asst. Lec.	5,077	60,924	224,809. 56	1br
Lecturer	7,286	87,432	322,624. 08	1br
Asst. Prof.	8,847	106,164	391,745. 16	2 br
Ass. Prof.	10,790	129,480	477,781. 20	3 br
Professor	13,468	161,616	596,363. 04	3 br

Source: * Ministry of Public Service Human Resource Development, functional
from July 2014 to July 2016; Computed from survey data

Regarding the administrative staff the extended duration of mortgage payment proposed by the
researcher has no effect on the purchase affordability and found to be the same with that of
Table: 2B.

Table: 3B Non-academic Employees: Maximum Allowable Loan at 3.69
Affordable Limit (AL) and corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL 3.69	Unit Type
Prof. science	5,781	69372	255,982. 68	1 br
Admin.	4,461	53532	197,533. 08	1 br
Sub-prof.	3,425	41100	151,659. 00	Studio
Secre.	3,001	36012	132,884. 28	Studio
Semi-skilled	2,298	27576	101,755. 44	Studio
Custod. & Man.	961	11532	42,553. 08	No Fit

Source: * Ministry of Public Service Human Resource Development, functional
from July 2014 to July 2016; Computed from survey data

Modality Four:

The forth modality is based on a reduced interest rate proposed by the researcher. The proposed interest rate is 5% while other variables remain the same as set by the government.

> *Expected proportion of housing cost to gross income, 30%*
>
> *Down Payment 20%*
>
> *Interest Rate (i) of 5% and*
>
> *Repayment duration (N) of 20 years*
>
> *AL= 4.673*

As indicated in Table: 4A for positions ranging from Asst. Lecturer-I to Asst. Lecturer the maximum allowable loan to income enables to purchase units of one bed room, Lecturer, two bed rooms and the rest Asst. Professor to Professor positions are able to purchase units having three bed rooms. When it is compared with Table: 3A which is based on extended duration of mortgage payment the difference in the type of units that could be purchased is significant. The difference between Tables: 3A and 4A reflect the degree of strength of impact of extended duration of payment and reduced interest rate. The comparison shows as a result of reduced interest rate the maximum allowable loan enables to purchase units of one bed room for Asst. Lecturer-I position, two bed room units for Lecturer and three bed room units for Asst. Professor which is not the case with that of modality three that is based on extended duration of mortgage repayment (Table: 3A).This signifies the influence of proposed reduced interest rate is more visible for the academic employees.

Table: 4A   Academic Employees: Maximum Allowable Loan at 4.67 Affordable Limit
(AL) and corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL 4.67	Unit Type
Asst. Lec. I	3,145	37,740	176245.80	1br
Asst. Lec. II	4,282	51,384	239,963.28	1br
Asst. Lec.	5,077	60,924	284,515.08	1br
Lecturer	7,286	87,432	408,307.44	2br
Asst. Prof.	8,847	106,164	495,785.88	3br
Ass. Prof.	10,790	129,480	604,671.60	3br
Professor	13,468	161,616	754746.72	3br

Table: 4B Non-academic Employees: Maximum Allowable Loan at 4.67 Affordable Limit (AL) and corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL.4.67	Unit Type
Prof. science	5,781	69372	323967.24	1br
Admin.	4,461	53532	249994.44	1br
Sub-prof.	3,425	41100	191937.00	1br
Secre.	3,001	36012	168176.04	Studio
Semi-sk.	2,298	27576	128779.92	Studio
Custod. & Manual	961	11532	53854.44	No Fit

Source: * Ministry of Public Service Human Resource Development, functional from July 2014 to July 2016;   Computed from survey data

With regard to the non-academic employees the impact of the proposed reduced interest rate is better (Table: 4B) than that of Modality –Three indicated in Table: 3B. The maximum allowable loan enables to purchase one bed room units for sub-professional position which is not the case as presented in Table: 3B. In general the impacts of the proposed reduced interest rate are significant in both cases.

Modality Five

In this case both variables are proposed by the researcher. Therefore it enables to evaluate the magnitude of the proposed interest rate and extended duration of mortgage payment together.

> *Expected proportion of housing cost to gross income, 30%*
> *Down Payment 20%*
> *Interest Rate (i) of 5% and*
> *Repayment duration (N) of 30 years*
> *AL=* 5.764669

As indicated in Table:5A (Academic Employees) the maximum allowable loan as a function of the proposed interest rate and extended duration of mortgage payment enable to purchase better units ranging from one bed room to three bedroom units.

Table: 5A, Academic Employees: Maximum Allowable Loan at 5.765 Affordable Limit (AL) and corresponding Type of Unit

Position	Basic	Salary /annual	AL. 5.765	Unit Type
Asst. Lecturer I	3,145	37,740	217,571.10	1br
Asst. Lecturer II	4,282	51,384	296,228.76	1br
Asst. Lecturer	5,077	60,924	351,226.86	2br
Lecturer	7,286	87,432	504,045.48	3br
Asst. Professor	8,847	106,164	612,035.46	3br

Ass. Professor	10,790	129,480	746,452.20	3br
Professor	13,468	161,616	931,716.24	3br

Source: *Ministry of Public Service Human Resource Development, functional from July 2014 to July 2016; Computed from survey data

The trend is the same with regard to the non-academic employees (Table: 5B). The maximum allowable loan enables to purchase better units with two bedrooms (Prof. Science) and single bed room units to administrative, sub-professional and secretarial positions which are not observed in other modalities discussed earlier.

Table: 5B Non-academic Employees: Maximum Allowable Loan at 5.765 Affordable Limit (AL) and corresponding Type of Unit

Position	Basic Salary*	Salary /annual	AL 5.765	Unit Type
Prof. science	5,781	69372	399,929.58	2br
Administrative.	4,461	53532	308,611.98	1br
Sub-prof.	3,425	41100	236,941.50	1br
Secretarial	3,001	36012	207,609.18	1br
Semi-skilled	2,298	27576	158,975.64	Studio
Custod. & Man.	961	11532	66,481.98	Unfit

Source:*Ministry of Public Service Human Resource Development, functional   from July 2014 to July 2016, Computed from survey data

The comparison among the different modalities discloses the impacts of reduced interest rate and extended duration of mortgage payment is significant in enabling would be home owners to purchase units. Above all as indicated in Modality-5, which is based on proposed interest rate and extended duration of mortgage payment by the researcher as the rate of interest decreases and duration of mortgage payment extends – the higher the amount of maximum allowable loan and consequently increases the opportunity to purchase units with more than one bed room for both academic and non-academic employees.

4.2. Price to Income Ratio

In this part the analysis depends on the ratio of maximum allowable loan/price to income. In the light of this a house with price P is deemed affordable for a household with gross income Y, if $P/Y \leq AL$. otherwise the house is deemed unaffordable, (Quan G. & Robert J. H., 2008/09). The purchase affordability analysis as a ratio of price/maximum allowable loan and gross income produces the following for academic and non-academic employees.

4.2.1 Academic Employees

Based on the summary indicated in Table-6, the following findings are identified regarding the purchase affordability using price to income ratio of academic employees.

- Asst. Lecturer I position enables to purchase 10/90 and studio units as a consequence of lower price to income ratio. The purchase of one bed room units will be practical only

under payment modalities four and five where affordable limit is greater than price to income ratio.

- Asst. Lecturer II position enables to purchase 10/90 and studio units. Conditions explained in payment modalities three, four and five enable to purchase one bed room units where affordable limit is greater than price to income ratio.

- Lecturer: the lesser price to income ratio of this position allows the purchase of 10/90, studio and one bedroom units. In addition modalities four and five enable to purchase two bedroom units whereas modality five allows the purchase of three bed room units as a result of greater affordable limit.

- Asst. Professor: The price to income ratio allows the purchase of all type of units except for three bed room type. The purchase of 3 bed room units will be realized only under payment modality four and five where affordable limit is greater than price to income ratio.

- Asso. Professor: This position enables to purchase all type of units except for three bed room units due to lesser price to income ratio. The purchase of 3 bed room units will be realized where the price to income ratio is less than affordable limit under payment modalities three, four and five.

- Professor: The price to income ratio is less than affordable limit in all cases. This is the only position that allows the purchase of all type of units under all payment modalities. This position signifies the stronger role of higher income in facilitating purchase affordability.

Table- 6 Academic Employees

Position	Gross income (birr)	Type *	Transfer cost**	P/Y	Affordable Limit				
					3.19	3.31	3.69	4.67	5.77
Asst. Lect. I	37,740	10/90	70,335.00	1.86	af	af	af	af	af
		Studio	92,594.00	2.45	af	af	af	af	af
		1Br	175,525.00	4.65	naf	naf	naf	af	af
		2Br	329,469.00	8.72	naf	naf	naf	naf	naf
		3Br	476,821.00	12.63	naf	naf	naf	naf	naf
Asst. Lect. II	51,384	10/90	70,335.00	1.37	af	af	af	af	af
		Studio	92,594.00	1.8	af	af	af	af	af
		1Br	175,525.00	3.42	naf	naf	af	af	af
		2Br	329,469.00	6.41	naf	naf	naf	naf	naf
		3Br	476,821.00	9.28	naf	naf	naf	naf	naf
Lecturer	87,432	10/90	70,335.00	0.8	af	af	af	af	af
		Studio	92,594.00	1.05	af	af	af	af	af
		1Br	175,525.00	2	af	af	af	af	af
		2Br	329,469.00	3.77	naf	naf	naf	af	af
		3Br	476,821.00	5.45	naf	naf	naf	naf	af
Asst. Prof.	106, 164	10/90	70,335.00	0.66	af	af	af	af	af
		Studio	92,594.00	0.87	af	af	af	af	af
		1Br	175,525.00	1.65	af	af	af	af	af
		2Br	329,469.00	3.1	af	af	af	af	af
		3Br	476,821.00	4.49	naf	naf	naf	af	af
Ass. Prof.	129, 480	10/90	70,335.00	0.54	af	af	af	af	af
		Studio	92,594.00	0.72	af	af	af	af	af
		1Br	175,525.00	1.36	af	af	af	af	af
		2Br	329,469.00	2.54	af	af	af	af	af
		3Br	476,821.00	3.68	naf	naf	af	af	af
Professor	161,616	10/90	70,335.00	0.44	af	af	af	af	af
		Studio	92,594.00	0.57	af	af	af	af	af
		1Br	175,525.00	1.09	af	af	af	af	af
		2Br	329,469.00	2.03	af	af	af	af	af
		3Br	476,821.00	2.95	af	af	af	af	af

Source: * & **Addis Ababa City Adm. Housing Development Agency. 2016;
computed from survey data; af. = affordable, naf. = not affordable

4. 2. 2 Non- Academic Employees

Regarding the non-academic employees summery of findings based on price to income ratio presented in Table-7.disclose the following.

- Professional Science: the lesser price to income ratio allows the purchase of units ranging from 10/90 to 1bed room units under all payment modalities. The purchase of

two bed room units is limited only to payment modality five and three bed room units are not affordable totally as a consequence of greater price to income ratio.

- Administrative: 10/90 and studio type units are affordable under all payment modalities as a result of lesser price to income ratio. The purchase of single bed room units is affordable under modalities two, three, four and five where reduced interest rate and extended duration of mortgage payment made affordable limit greater than price to income ratio. In contrast units of two and three bed rooms are not totally affordable due to greater price to income ratio.

- Sub-professional: The price to income ratio allows the purchase of 10/90 and studio type units under all payment modalities where its value is less than the corresponding affordable limit. The purchase of single bed room units is affordable under modalities four and five following greater affordable limit. Units of two and three bed rooms are not totally affordable as a consequence of greater price to income ratio.

- Secretarial: Similar to Sub-professional position the price to income ratio enables the purchase of 10/90 and studio type units under all payment modalities as its value is less than the corresponding affordable limit. The purchase of single bed room units is only affordable under modality five where affordable limit is greater than price to income ratio. Units of two and three bed rooms are not totally affordable due to greater price to income ratio than affordable limit.

- Semi-skilled: only 10/90 type units are affordable under all payment modalities following lesser price to income ratio. The purchase of studio type units is affordable under modalities three, four and five as a consequence of greater affordable limit. Units of one, two and three bed rooms are not totally affordable signifying the impact of greater price to income ratio.

- Custodial & Manual: employees of these positions are unfit for all type of units under all payment modalities.

Table- 7   Non- Academic Employees

Position	Gross income (birr)	Type*	Transfer cost**	P/Y	Affordable Limit				
					3.19	3.31	3.69	4.67	5.77
Prof. scie.	69,392	10/90	70,335.00	1.01	af	af	af	af	af
		Studio	92,594.00	1.33	af	af	af	af	af
		1Br	175,525.00	2.53	af	af	af	af	af
		2Br	329,469.00	4.75	naf	naf	naf	naf	af
		3Br	476,821.00	6.87	naf	naf	naf	naf	naf
Admini.	53,532	10/90	70,335.00	1.31	af	af	af	af	af
		Studio	92,594.00	1.73	af	af	af	af	af
		1Br	175,525.00	3.28	naf	af	af	af	af
		2Br	329,469.00	6.15	naf	naf	naf	naf	naf
		3Br	476,821.00	8.91	naf	naf	naf	naf	naf
Sub-prof.	41,100	10/90	70,335.00	1.71	af	af	af	af	af
		Studio	92,594.00	2.25	af	af	af	af	af
		1Br	175,525.00	4.27	naf	naf	naf	naf	naf
		2Br	329,469.00	8.01	naf	naf	naf	naf	naf
		3Br	476,821.00	11.6	naf	naf	naf	naf	naf
Secretarial	36,012	10/90	70,335.00	1.95	af	af	af	af	af
		Studio	92,594.00	2.57	af	af	af	af	af
		1Br	175,525.00	4.87	naf	naf	naf	naf	Af
		2Br	329,469.00	9.15	naf	naf	naf	naf	naf
		3Br	476,821.00	13.24	naf	naf	naf	naf	naf
Semi-skilled	27,576	10/90	70,335.00	2.55	af	af	af	af	af
		Studio	92,594.00	3.36	naf	naf	af	af	af
		1Br	175,525.00	6.37	naf	naf	naf	naf	naf
		2Br	329,469.00	11.95	naf	naf	naf	naf	naf
		3Br	476,821.00	17.29	naf	naf	naf	naf	naf
Custodial & Manual	11,532	10/90	70,335.00	6.09	naf	naf	naf	naf	naf
		Studio	92,594.00	8.03	naf	naf	naf	naf	naf
		1Br	175,525.00	15.22	naf	naf	naf	naf	naf
		2Br	329,469.00	28.56	naf	naf	naf	naf	naf
		3Br	476,821.00	41.35	naf	naf	naf	naf	naf

Source: * & **Addis Ababa City Adm. Housing Development Agency. 2016;
computed from survey data; af = affordable, naf = not affordable

4.3   Analysis based on the Median Income

Based on Tables 8, 10 & 12 the general median income/salary of public service employees is birr 3001per month including both Academic and Non-academic employees together in contrast to birr 7,286 and 3,212.5 based on the separate computation for each category of employees.

- According to National Civil Service Human Resource Statistics (2013/14) 78.28% of the public sector employees earn a monthly salary below the general median value i.e.

birr 3001. Only 21.72 % of the public service employees earn a monthly salary above the median income.

- The interaction of the Median income and Affordability Limit indicated in the different payment modalities indicate the corresponding typology of units to be purchased and the respective proportion of public sector employees. The Median income /value gives a clearer picture of the distribution of would be owners regarding purchase affordability.

Table-8: Distribution of Employees above and below the Median Income

Median Salary	Male	Female	Total	
			No.	%
< 3001	27622	33971	61593	78.3
3001 & above	10,388	6701	17089	21.72
			78,682	100

Source: computed from data Table 1.14, National Civil Service
Human Resource Statistics 2006/2013/14

Table-9 General Median Income, Different Affordable Limit, Max. Allowable Loan & Corresponding Type of Units

Affordable Limit	Median Income/month	Annual Income	Max. Allowable Loan	Typology
3.19	3001	36012	114,878.28	Studio
3.31	3001	36012	119,199.72	Studio
3.69	3001	36012	132,884.28	Studio
4.67	3001	36012	168,176.04	Studio
5.76	3001	36012	207,429.12	1 br.

Source: computed from survey data

The general median income for both groups limits all would be owners to purchase only studio type units under the first four modalities except the last one which allows the purchase of single bedroom units (Table: 9). Therefore, the general median income fails to show the real capacity of would be purchasers, based on maximum allowable loan and the corresponding typology of units. Thus it is imperative to assess purchase affordability based on the respective median income for academic and non-academic employees separately as indicated earlier.

4.3.1 Academic Employees
Table-10: Distribution of Academic employees above and below the Median Income

Median Salary	Male	Female	Total	
			No.	%
< 7286	416	90	506	15.79
7286 & above	2337	361	2698	84.21
			3204	100.0

Source: computed from data Table 1.14, National Civil Service
Human Resource Statistics 2006/2013/14

Table-11: Median income, different affordable limit, maximum allowable loan and corresponding typology of units for academic employees

Affordable Limit	Median Income birr/Month	Annual Income	Max. Allowable Loan	Typology
3.19	7286	87432	278,908.08	1br
3.31	7286	87432	289,399.92	1br
3.69	7286	87432	322,624.08	1br
4.67	7286	87432	408,307.44	2br
5.76	7286	87432	503,608.32	3br

Source: computed from survey data

The distribution of academic employees above and below the median income reveals over 84percent, of the academic employees is above the median income. This median income enables the purchase of different typologies depending on different affordable limit and maximum allowable loan as indicated in Table-11. Accordingly the typology of units to be purchased ranges between single bed room and three bed room units. Asst. Lecturer I, II and Asst. Lecturer positions are below the Median salary and the opportunity to purchase units of two and three bedrooms depends on conditions explained in modalities Four and Five. The conditions are reduced interest rate and extended duration of mortgage payment both proposed by the researcher.

4.3.2 Non-Academic Employees

The distributions of non-academic employees above and below the median income shows over78.3percent of the employees earn a monthly income below the median value i.e. birr3212.5 per month (Table-12). This median income allows at best studio and or 10/90 typology units as indicated in Table-13. As indicated in Table-7, conditions in relation to reduced interest rate both by government and the researcher and extended duration of mortgage repayment enabled the would be purchasers to own studio units.

Table-12: Distribution of Non-Academic Employees above and below the Median Income

Median Salary	Male	Female	Total	
			No.	%
< 3212.5	27,022	33971	60993	78.1
3212.5 & above	10,688	6701	17089	21.9
			78082	100.0

Source:computed from data Table 1.14, National Civil Service
Human Resource Statistics 2006/2013/14

About 21.9 percent of the non-academic employees earn income above the median income as indicated in Table-12. This implies depending on the payment modalities the would-be owners are limited at best to studio or 10/90 type units. The great majority of the non-academic

employees that are below the median income, 78.1 percent are found unable to purchase even the lowest type units. As indicated in Table 13 those who earn above the median income (21.9 percent) are limited to purchase largely studio type.

Table-13: Median income, different affordable limit, maximum allowable loan and corresponding typology of units for non-academic employees

Affordable Limit	Median Income /month	Annual Income	Max. Allowable Loan	Typology
3.19	3212.5	38550	122,974.5	Studio
3.31	3212.5	38550	127,600.5	Studio
3.69	3212.5	38550	142,248.5	Studio
4.67	3212.5	38550	180,028.5	1br
5.76	3212.5	38550	222,048.0	1br

Source: computed from survey data

5. Conclusion and Recommendations

5.1 Conclusion

The findings of the study are based on the analysis and evaluation made on the maximum allowable loan to income, price to income ratio and the median income of public sector employees. The analysis based on affordable limit discloses the amount of maximum allowable loan depends on the amount of income of employees. This signifies the degree of influence of income determining the purchase of units by type. Following income the amount of interest rate and duration of mortgage payment are found to be factors determining purchase affordability.

As explained in Part-4 five different modalities are assessed to identify the one most suitable for public sector employees. Modalities one and two are applied by the government with 10 and 9.5 percent interest rate during pre and post 10th lottery round in Addis Ababa respectively. The difference between the two is on the rate of interest rate that was reduced from 10 to 9.5 percent. The rest three modalities involved proposed amount of interest rate and extended duration of mortgage payment by the researcher. The analysis made on the five payment modalities revealed that affordable limit (AL) increases with decreasing interest rate and extended duration of mortgage payment. This relationship in turn determines positively purchase affordability of different type of units by would be owners from both academic and non-academic employees respectively. The higher the amount of affordable limit (AL) the higher the maximum allowable loan. The higher the maximum allowable loan the better the opportunity of would be owners to purchase better units with more number of bedrooms.

Regarding academic employees, apart from 10/90 and studio type units the purchase of units with single, double and triple bed rooms depends on reduced interest rate and extended duration of mortgage payment. The higher the monthly income the better the opportunity of

452

purchasing better and comfortable unit. This is best proved by the professor position that enables the purchase of any type of unit without considering the preconditions such as reduced interest rate and extended duration of mortgage payment.

With regard to the non-academic employees, despite the positive impact of reduced interest rate and extended duration of mortgage payment low income remains the major constraint of affordability that deters would be purchasers. This is best proved by the inability of employees of custodial and manual position to purchase units under all payment modalities. The general median income, i.e. birr 3001 limits both groups of would be owners to purchase only studio type units under the first four modalities except the fifth one which enables the purchase of single bedroom units as a result of reduced interest rate and extended duration of mortgage payment. The impact of the median income varies based on the amount of median income of each group. For instance the median income of the academic employees is more than two times greater than that of the non-academic employees. Consequently this enabled 84 percent of the academic employees to purchase single bed room units under modalities 1, 2 and 3 (Tables: 10 & 11). On the other hand as indicated in tables 12 and 13, 21.9 percent of the non-academic employees who earn above the median income are limited to the purchase of studio type units under the first three modalities and 1-bed room units under the rest two payment modalities. The great majority of the non-academic employees who earn below the median income have no opportunity to purchase units of any type due to low income. In a nutshell the condominium housing supply strategy failed to provide affordable and adequate housing for the low-income public sector employees and calls for other alternative supply strategies.

5.2 Recommendations

Based on the findings of the study explained in the conclusion and make the city inclusive meaning comfortable for living and working for the majority urban dwellers the following points are recommended.

a. Preferential Treatment for public sector employees to enable them own house. Towards this end as it is indicated in Part-4, payment modalities three, four and five signify the endorsement of such strategy i.e. reduced interest rate and extended duration of mortgage payment.

b. Introduce Alternative Housing Delivery Strategies: the condominium housing supply strategy and alternative payment modalities explained in Part-4 fail to meet the need for affordable and adequate housing for all income groups. This is supported by the median income analysis indicated in Table-12, over 78.1 percent of the non-academic employees earn below the median income and do not afford to purchase units. This calls for the introduction of alternative housing supply strategy. Those who are above the median income (21.1 percent) are limited to purchase either 10/90 or studio type units disregarding the issue of adequacy in relation to household size (Teble-13).

Therefore, to alleviate the problems of affordability and adequacy of housing for the majority public sector employees the following alternative supply strategies need to be implemented.

i.   Public provision of serviced land: this enables incremental construction of housing and preferable to public sector employees particularly to the non-academic group. In addition the strategy enhances the provision of affordable and adequate housing.

ii. Housing finance: to mitigate the problems of finance faced by the majority public sector employees innovative and alternative housing finance systems and packages need to be introduced. Extension of housing finance to lower income public sector employees by formal financial institutions and organize and encourage housing microfinance and community funds to facilitate access to housing finance for low-income public sector employees are appropriate measures to be implemented by the City Administration of Addis Ababa.

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Public Participation in the Making of Policy: The Practice of the Federal Legislative Organ in Ethiopia

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Abstract

The purpose of this study was to examine the practice of public participation in policymaking at the House of people Representatives' (HPR) in Ethiopia. A descriptive and analytical research method was employed to describe in detail, the situation or set of circumstances of the current status of the public participation in the policymaking practice of the House. The research relied on both open and closed-ended questionnaires, in-depth interviews, observations and document reviews. Data were collected mainly from members of the standing committees in the HPRs, Administrative staff, and key informants such as Civil Society Organizations, Community Based Organizations, Think-tanks, and Academicians. Based on the analysis and interpretation of data, findings of this research shows that both the constitution and the working procedures and code of conduct amendment proclamation constitute a basis for the process of public participation and show that the public has a right, a right that is legally protected and encouraged to participate in policy-making. Yet, the practice reflects some glaring gaps in ensuring and facilitating greater public participation in legislative matters. The public hearing that is exclusively applied by the House to involve the public in the policymaking process is fairly regulated which is a positive aspect that supports the notion of transparency and access to information by the public. Yet the public hearing is confined only in the capital city, Addis Ababa, and there appear no state or town-level public hearings to engage as wide a public as possible outside of the capital. Moreover, the process is hampered by the poor participation of the public and miniature contribution of the participants. Various mechanisms of involvement such as petitioning, online forums, public education, outreach, deliberative polls, creating sectoral parliaments, using social media, and others that are regularly applied by different parliaments have not been institutionalized in the HPRs. With respect to the constraints facing public participation, the study concludes that lack of multiple channels of participation, restrictions on the participation of some CSOs, weak multi-party system, the nonexistence of opposition parties in the parliament and their fragmented nature, lack of effective ICT, lack of capacity of the HPR are the main hindrance of the process. Finally, the study recommends that the House requires a well-built process of public hearing and the functionality of various modalities of participation including the identification and engagement strategies to provide both a facilitative and a transparent framework within which different actors and vulnerable groups of society can operate. Building a strong relationship and continuous engagement with CSOs, political parties, and different actors is, perhaps, the most important aspect as all of them play a major role in

policy making in bringing a much greater range of information, perceptions, and potential solutions to the policymaking. Linked to this, there is a need to revisit the rules and open the room to appropriately represent civil societies and political parties.
Key words: *legislature, policymaking, public participation*

1. Introduction

Public Participation is well thought-out as one of the milestones of democratic government and as an essential ingredient for good governance. In democratizing the governing process, public participation conveys valuable information about public needs and demands from the public to policy-makers and vice versa. Currently, the issue of public participation is one of the growing interests of governments, policymakers, and practitioners. In practice, there is a move away from an elitist model in which expert advice acts as the authoritative source for regulation to one in which citizens have a voice in framing government decisions (Frewer and Salter, 2004). In the particular context of legislatures, public participation helps to build strong democratic parliaments which in turn play a vital role in representing the needs and wishes of citizens. It opens up the policy process beyond the relatively closed circles, whereby citizens can be encouraged to provide inputs into the policymaking process and increase the representatives' responsiveness and accountability to the society.

While there appears to be universal agreement that the participation of citizens in the policy-making process is a good idea, the deliberative work of legislative committees represents an important yet neglected site of participatory innovation. The legislatures are not successful to institutionalize the best way to achieve meaningful involvement (Collahan, 2007). Though progress has been made in citizen's engagement, the Inter-Parliamentary Union (2010) avert that recent participatory activities of many parliaments have failed to connect citizens to the most publically relevant task of legislatures-to engaging citizens in meaningful deliberations on public issues.

The issue will be more problematic in the majority of developing countries where public consultation has only recently been recognized as an essential element of policy-making. Beetham (2006) noted that regimes in developing countries have very narrow circles of policy participants, which make participation limited. In a range of countries including Ethiopia, space for civil society is decreasing as some governments have adopted restrictions limiting non-governmental organizations' ability to work or receive funding (Trocaire, 2012). The proclamation No 621/2009, to provide for the registration and regulation of charities and societies in Ethiopia is also criticized as imposing restrictions on human rights and democratization advocacy works of Civil Society Organizations (COSs) if they receive more than 10% of their income from foreign sources. This implies the space for autonomous, independent CSOs and independent-minded civil society organizations to make their critical inputs into and debate on public policy issues in Ethiopia is limited.

The researcher views that the critics which are sometimes raised by the public why policies have become at the center of debates after endorsement might be the result of low participation or lack of awareness on how discussions and collection of opinions conducted on the draft policies in Ethiopia. In addition, despite other factors, the lagging of some policy implementations that the government is facing should pause a question on the sufficiency of public participation as the failure of most policies is assumed to appear in the course of implementation due to actors whose interests have not been articulated at the initial stage of the policy process.

In light of these predicaments, the study intends to answer the following research questions.

- How public rights to access to information, participation and consultation in the law/ policymaking process are sufficiently grounded in law and other policy frameworks?

- To what extent the legislative organ engaged the public (i.e. civil society organizations , peoples affected by the issue, think tank, research organizations and other interested g roups) in the policy legislation process?

- What constraints affect the legislative organ to engage the public and what possibly co uld be done to overcome them?

2. Review of Related Literature
2.1. Theoretical Perspectives on Public Participation and the Legislative Sector

Public participation is defined as a process which provides private individuals, civil societies and other interested parties an opportunity to influence public decisions (Christopher, 2010; AbouAssi & Nabatchi, 2013); and the development of policies and laws which affect their lives (Christian, 2016). Likewise, International Association for Public Participation (2006b) defines Public participation as any process that involves the public in problem-solving or decision-making and that uses public input to make better decisions. It is usually considered as a valuable element to a better democracy and democratic decision-making where people tend to feel more responsible for public affairs (Michael & Preston, 2013; Wan-Ling, & Mary, 2016). In democratizing the governing process, citizen participation conveys valuable information about public needs and demands from the public to policy-makers, and vice versa (Babooa, 2009). It opens up the policy process beyond the relatively closed circles, whereby citizens can be encouraged to provide inputs into the policymaking process and increase the government responsiveness and accountability to its people (OECD, 2009). Forums for public participation exercises should thus empower politically active civil society organizations (CSO) and advocacy groups, academics, research institutions and the citizenry to develop informed opinions on public issues. Thus citizens and civil society organization can become venues of expressions of policy

demand to policymaking institutions, and can also become deliberative as well as instruments of forming ideas on a public policy or program.

In participatory democracy, the public is actively engaged in the policymaking process of the government in two ways; at the outset, the citizen as represented by parliamentary members will have an access to involve in decision making process (Calland, 1992). Representative or parliamentary democracy assumes that elected representative must represent the views of the people, the electorate and representation is defined as a limited mandate where the representative is empowered to speak or vote, reflecting the views of the constituency (ibid). Subsequently, the people will also have access to be represented by different social groups such as CSOs, CBOs, think thanks, research institutes, interested groups, and others in the policymaking process.

A legislature that is representative and participatory is characterized by citizens having access to, and input in, the policy making process. There is high degree of interaction between members and citizens; issues are ad-dressed or legislation amended because of public input or pressure; and civil society organizations, advocacy organizations, and/or interest groups are active participants in the legislative process (Saieg, 2008). This emphasizes that the elected representatives should to hear and listen to the demands, interests, and the main concern of all members of the public (Briand, 2007). Harry (2009) argues, drawing on concepts of participation from Chambers' that in order to properly incorporate citizen or participatory evidence in policy processes they should: enable local (rural and urban) people to express, enhance, share and analyse their knowledge of life and conditions, to plan and act within policy processes. Thus, strategies that facilitate and promote public participation will be critical to ensure the participation of marginalized and under resourced constituencies in policymaking by representative bodies.

2.2 The Rationale and Principles of Public Participation in Policy Legislation Process

Public participation is beginning to be viewed as an integral part of democracy itself. Traditionally, the defining characteristic of ''democracy is the right to give the people power over choices about the ultimate aims and goals of government action'' (Creighton, 2005). Thus, public participation in decision-making will be an imperative in the policymaking and implementation process for a democratic government and in any democratic country.

According to the International Association for Public Participation IAP2 (2006), public participation will enable the public to have a say in decisions about actions that could affect its members' lives; promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision-making agencies; provides participants with the information they need to participate in a meaningful way with the promise that the public's contribution will influence the decision. Creighton (2005) also added that the one obligation of

public participation is that the larger public must be kept informed of the possible impacts of a decision, so that they can decide whether they wish to become involved in the public participation process. Therefore, initially, it should be standard practice to establish and maintain an effective public information programme as a precondition for the public participation programme. Secondly, the public participation programme must be highly visible and accessible to the public so that they should decide to engage, they have a clear understanding of how and where they can participate. This strategic repositioning and the greater emphasis consequently place on innovation in the public engagement field and, legislature are deepening and broadening the public participatory opportunities particularly when public deliberation and policy considerations take place. They have started to think beyond one-way information flows, towards more deliberative conditions where communication is open, reflective and facilitate dialogue to wider the participation process by reaching out everyday publics, and actively recruiting underrepresented or marginalized voices.

2.3 Conceptual Framework
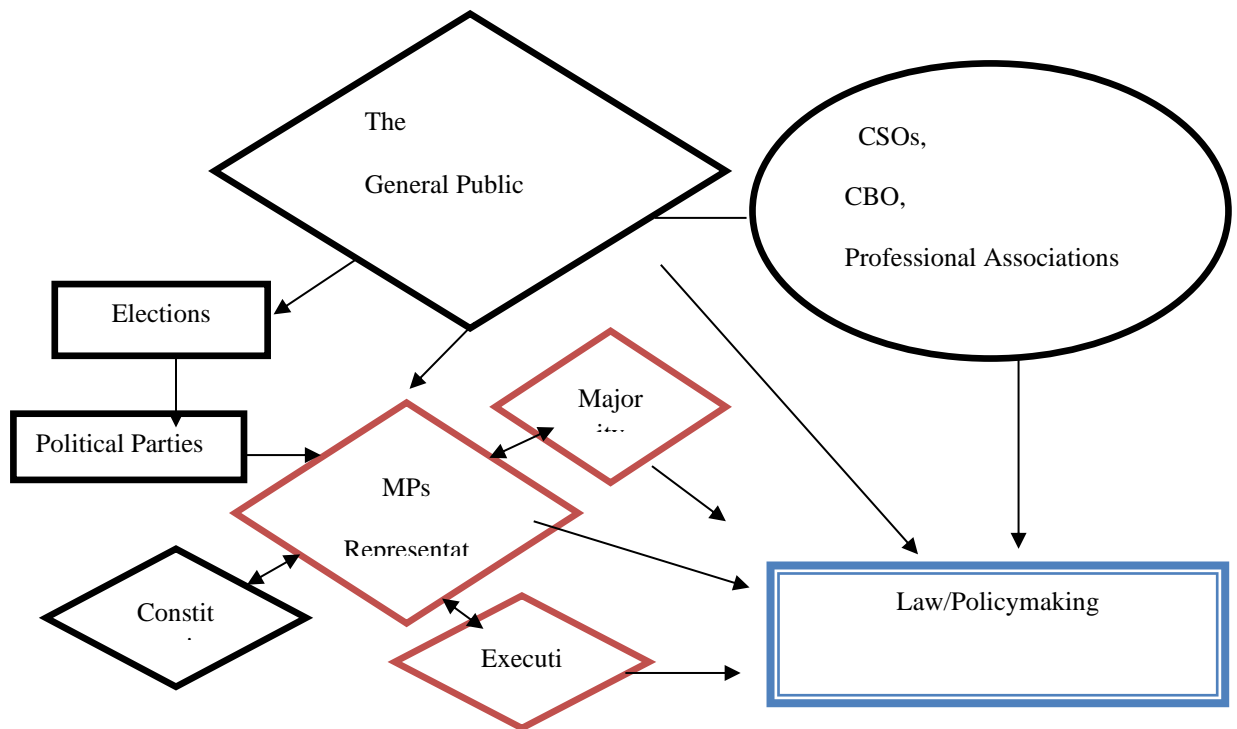
Figure 1: The possible ideal for the law/policymaking system in Ethiopia: Adopted From the Model done by De Villiers (2001:96)

The conceptual frame work shows the majority parliamentary group as key actors which have the capacity to control the decision making. In particular, in a Westminster-based parliamentary system, like Ethiopia, where members of executive are drawn from the legislature, the parliamentary group of the majority party serve as the forum where the executive overlaps with legislature; and this alliance may also have a negative effect as it tends to undermine or ignore unorganized individuals. For those parliaments who are built from a one party, public participation in terms of this model may lead to 'rubber-stamping' of ruling party policies under the gist of public participation (De Villiers, 2001). However, where the majority party has strong and efficient structures, the wider party structure may provide a valuable network, linking individual constituents and communities with their elected representatives. It is therefore, an essential channel for the distribution of information on the ground. The model envisages participation in the popular domain, with the aim of encouraging a continuous interaction in the legislative process between the elected and the electorate. In this sense, it promotes a real and direct participatory process unless legislatures are hampered by other factors.

3. The Methods

This research aims to describe, in detail, a situation or set of circumstances and employed descriptive and analytical research methods that allowed the researcher: to obtain information concerning the current status of the public participation in the policymaking process of the legislative organ. The research makes use of mixed research design that is appropriate to collect both subjective and objective opinions from the respondents. The effort has been made at various levels to triangulate the data from different source of information as much as possible.

The research employed both primary and secondary data sources. The primary data were collected from members of the parliamentarian standing committees, the staff of administrative offices of the legislative organ using questionnaire. In-depth interviews were conducted especially with the chair persons of standing committees, and head of the office of the speaker and Human Resource team leader to triangulate the data obtained through the questionnaires. Moreover, key informant interview were conducted with managers of civil society organizations, community based organizations, think tank and academicians. Information were also collected and examined from extensive review of official government documents: the constitution, the working procedures and code of conduct of the House and minutes of public hearings to explore the power vested to the legislative body, the procedures and systems established for public participation.

4. Results and Discussions
4.1. Legal and policy framework for public participation in the HPR

The making of the constitution of 1995 is regarded as the benchmark and encouraging for all future public participation initiatives. The four-year process of producing a new constitution for the Federal Democratic Republic of Ethiopia was a serious effort to produce a document that was not merely the product of legal minds, but also enjoyed the understanding and support of the people (Hyden and Venter, 2001). The assembly of the constitution brings a new dimension to the concept of public participation in Ethiopia-to name participatory policymaking.

The FDRE constitution Article 89(6) declares that the ''government shall at all times promote the participation of the people in the formulation of national development policies and programs; It shall also have the duty to support the initiatives of the people in their development endeavors." This has been further elaborated under Article (43:2) that stipulates "Nationals have the right to participate in national development and, in particular, to be consulted with respect to policies and projects affecting their community". Besides, the provision of Article 43:4 that states ''the basic aim of development activities shall be to enhance the capacity of citizens for development and meet their basic needs'' indirectly indicates the need for public participation as the intent of the right could not be realized devoid of effective public participation.

On top of that, special legislative provision laid down under the section 'the Right of Women': Women have the right to full consultation in the formulation of national development policies, the designing and execution of projects, and particularly in the case of projects affecting the interests of women (Article 35:6). Likewise, Article 29, 30 and 31 of the constitution provides the people of Ethiopia with some basic rights of public participation such as right of thought opinions and expressions; right of Assembly, Demonstration, and Petition, and Freedom of Association. The intention of these provisions is that people have the freedom to express their opinion on government's policies. Freedom of expression plays a key role in the making of policy, since interest groups, political parties, and media influence public policies.

Moreover, the right to full measures of self-government which include the right to establish institution of the government in the territory that inhibits (Article, 39:3) and decentralization and devolution of power up to the minimum administrative unite 'kebele' provides local government communities to participate in decision making on the affairs of the local self-government through their council.

The preamble of the constitution expresses the values that underpin the goals agreed upon for building a political and economic society based on democratic values. This shows that the foundation for a democratic and open society in which government is based on the will of the people. It also sets out the founding values of a multi-party system of democratic government, which, include ensuring accountability, responsiveness, and openness.

The constitutional mandate of legislation and public participation in the legislative matters is seen as the basis for all activities pertaining to public participation in the HPRs. These

constitutional imperatives are found expanded and provide policy direction in detail to enable legislature with the principles for facilitating public participation through the working procedure and members' code of conduct (amendment) proclamation no. 6/2008.

The working procedure and members' code of conduct proclamation of the HPRs allow members of the House and the standing committees' with a range of options to influence the legislation content, in shaping legislation such as: initiating and legislating new laws, amending or repealing existing laws, ratifying international agreements, and approval of laws/policies initiated by the executive including passing the resolution (Article, 50 &51). These contests that the HPRs has been given the mandates ranging from initiating to adopting, to play a significant role in drafting laws/policies and scrutinizing whether the laws/policies that are proposed by the executive are on the benefit of the people before they get an approval. These Laws/regulations are also mandating citizen participation which is important enabling conditions for participation to ensue.

The working procedure and code of conduct clearly set the duty of the HPRs to facilitate public participation in their legislative and other processes of the legislatures and their committees'. Chapter 12 of the working procedure of the HPRs specifically vested to public participation. The parliament may engage the citizen and different groups of the society during the law/policymaking process.

The standing committees' of the House, as the key clearance points at which decisions are taken at each stage of the legislative process, are required to apply different ways to set up public hearings and public forums and gather the opinion of the public, the concerned stakeholders and other invited experts and professionals on the draft law (Article, 166). The procedure also demands the committee, to publicize a means for individuals who have not been able to attend the sittings, to give their opinions on the agendas (Article, 166). Moreover, the procedure allows the public forums to be prepared on the premises of the House or any other place and provide any member of the society the right to attend the public hearings prepared by a Standing Committee without the right to vote.

The constitutional as well as the working procedure of the House, allow quite some discretion on how parliament conducts public participation in the legislation process. However, both proclamations are general principles that need a certain strategic framework or implementation action plan to enable the legislature to adhere to the requirement of sufficient public participation. In this case, respondents were also asked whether there is a strategic framework/guideline which enables members of the parliament to implement the public participation provisions that are stipulated in both the constitution and working procedure of the HPRs. Both the response of the questionnaire and interviewees' revealed that there is no detailed public participation strategy or framework and implementation plan that clearly defines public participation within the context of the Legislature in the HPRs.

The constitution granted the public with the right to petition. The Petition is a basic vehicle in the legislation process to enhance public participation in the parliamentary and legislative process. The Petition allows unorganized sectors of society to come together to raise particular issues for consideration by the legislative authorities (Lindner & Riehm 2011). However, according to the interviewee, the House did not include and formalize a petition act and process in its working procedure. The outline how the public can present the petition and how the structures and administrations respond to petition so that different stakeholders and the public can present their issues for contemplation by the House is not defined yet.

From the above information, the importance of public participation has come to the fore and emphasis has been placed on this core function in the HPRs. The working procedure of members of the parliament clearly shows the Parliament's first duty with regard to involvement and consideration of the public and all interested parties a reasonable opportunity to participate and influence the Parliament's decision on the legislation concerned. Albeit, to the researcher view, the working procedure does not clearly set the need to engage the public as a constitutional obligation, and an enforceable right; and does not envisage any sanctions for the violation of its provisions.

It is quite concerning to know that even with the constitutional emphasis on the aspect of public participation, the legislature to date has failed to produce a public participation strategy and implementation plan. This means the parameters of public participation and directions that should be encompassed, and the minimum norms and standards that can be used as monitoring indicators of public participation in the legislation process are not defined. With the absence of such framework, it will be difficult for the House to clearly decide which types of law/policy and at which level the participation of the citizen is reasonable and effective. Moreover, it will be difficult to check how the committees recruit marginalized or absent perspectives such as the public living in regional states, women, youths, the elderly and people with special needs; and to expand participation beyond experts. This is a minimum requirement that should be in place for guiding the public participation activities of the House.

4.2. The Extent of Public Participation in the policymaking at the HPRs
A) Mechanisms of Public Participation in Policymaking

Given the above discussion, it is clear that the HPR has a duty and responsibility to organize a public gathering and employ different mechanisms to elicit public opinions' and enhance the opportunities of public participation in the law/policymaking process. The following graph shows views of respondents on the application of different modes of public participation in policymaking at the HPRs.

Figure 1: Participants view on mechanisms of public participation
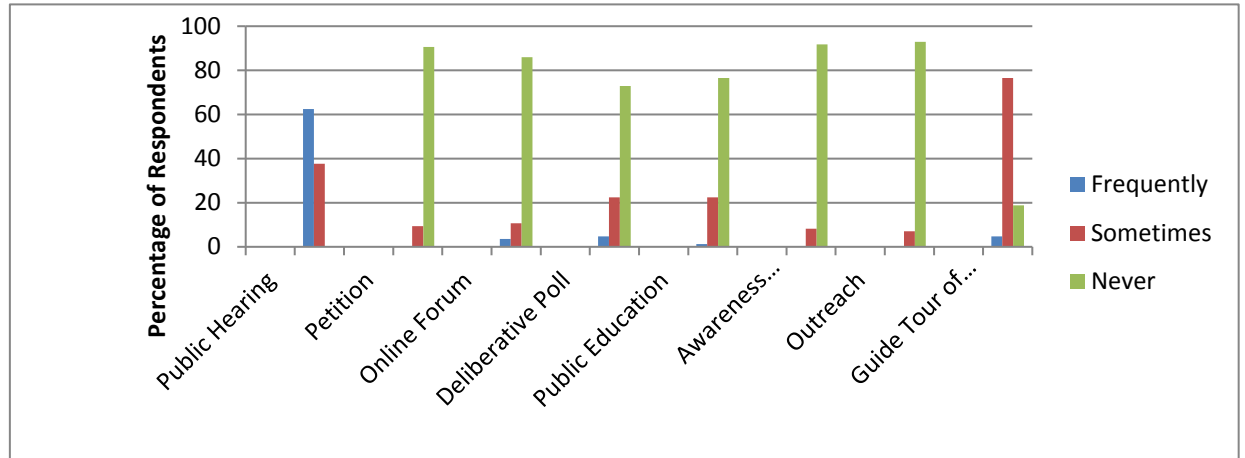
As it is depicted on the previous graph, 62.4% and 37.6 % of respondents believed that the House makes use of public hearing frequently and sometimes respectively as a strategy to involve and consult the public in the policymaking process. Most of the respondents witnessed that Petition (90.6%), Deliberative Polls (72.9%), and public education (76.5%), Awareness Campaign (91.8%) Outreach (92.9%) is not applied as a strategy to enhance the participation of the public in the policymaking process. However, 76.5% agreed that Guide Tour of Parliament is sometimes employed as a strategy. The rating clearly shows that the elements of a public participation that are implemented by most of the legislatures such as online forums, petitions, deliberative polls, outreach, public education and awareness campaigns are almost nonexistent and dysfunctional in the HPR.

Nevertheless, the head of the office of the speaker mentioned that any member meets with the electorate any time of his choice including when House is in recess in the month of February as well as from July 10 up to the last Monday of September each year. During this time members can communicate with their constituency and collect information by gathering the electorate as may be convenient; by speaking to government and non-government bodies; by collecting information and expert opinions. They are also required to submit their report pertinent to the subject debated, issues found during their field work, major problems encountered and solutions provided. Admitting what has been said by the head of the office, the chairperson of the standing committee revealed that during these days all members of parliament will go to their constituencies, but the intention of the visit is not to debate on the draft policy. Members deal with the implementation of plans and projects of the regional and local governance. Of course, such meetings will create a ground to gather information that can be used as a source of input into the policy-making process. However, he noticed that their field work is challenged by the lack of finance and coordination. The House only provides them per dime and one-time transportation cost. The cost of the discussion with the people and all the coordination issues are expected to be covered and done by the local administration and the local council, and this will make members of parliaments be dependent on the willingness and plan of local administrations.

The visit of members is helpful to establish transparency and accountability of the legislature and let the electorate to voice their demands and discontents that could be resolved through policymaking. As it is explained in the conceptual framework, where the majority party has strong and efficient regional and local party structures, the party structure may be able to be an essential channel for the distribution of information on the ground. Although the visit can be undertaken at any time and can be used, however, it had not been used to involve the public to discuss on issues concerned with any draft policy or legislations process so far for.

Moreover, the study revealed that the House tries to broadcast its chamber and committee proceedings through Ethiopian Broadcast Corporation. The House designs a weekly 20 minute TV and Radio Programs to fully address the activities of the House to the public. Deliberation of a regular sitting of the House and standing committee meetings including the oversight results of the executive are presented to the people in these programs. However, full sittings of the House are not broadcasted except the highlights that are carried in news clips. Besides, the program lacks the format, content, and quality to enable the public to present their opinion. He further describes, the HPR allowed those organizations who inquires to attend the regular sitting programs of the parliament. Nonetheless, both respondents agree with the result that public participation methods that are employed by the house are inadequate.

The techniques adopted to engender participation determine the success or effectiveness of the involvement exercise. From the aforementioned discussion, it is clear that the HPR has been trying to engage the public through one mode of public participation that is a public hearing. The public hearing that is carried out by the HPR as the main means of public participation is merely confined in the capital city Addis Ababa, and there are no state or town-level public hearings except mailing the invitation letter occasionally to regional governments to send representatives to participate in public hearings covering their cost by themselves. There are no options that enable the citizen to present their question and comment on the draft policies where ever they are without coming to the House, in particular, using information technology systems and other Medias.

Participation has come to mean more than voting, and attending public hearings, contributing written comments, lobbying educational efforts aimed at informing public opinion, general petitions from the public regarding their policy preferences, lobbying for or against legislation, and actual delegation of decision-making power to stakeholders in decision making process (Toddi and Ascher, 1997). There are a variety of innovative ways for committees to bring publics more actively into their work as many parliamentary committees in the UK, Scotland, South Africa have held online forums, community forums, stakeholders' roundtables and citizens' and making effective use of their websites and social media forums (Holmes, 2012; Davidson & Stark, 2011). Such mechanisms of involvement in policymaking and changing or modifying and influencing policies in the HPRs have not been institutionalized. This implies the need to bring

up to date and different modalities and opportunities for public engagement other than the conventional one (public hearing) to reach a wider section of the public and enhance their capacity to represent public views in the deliberation process.

The attempt of the House to establish regional presence and conduct outreach discussion by taking parliament to the community is minimal compared to similar African countries such as South African, Zambia and Zimbabwe, where the fixed office is established equipped with the professional assistant for each constituency; and as well in Zimbabwe, it established Parliament Constituency Information Centers (PCICs) in all 120 constituencies, as a base for parliamentary generated information, to enable the public to be involved in the legislative process from a more informed standpoint (Beetam, 2006). The center also holds a socio-economic database of the area, regularly updated, which serves to identify some of the most pressing issues and areas of need in the constituency. Such type of center/institution that enables the legislature to implement a bottom-up policy approach is absent in Ethiopia; there is no clear system except reporting, to collect the issues raised by each constituency such as Issue Bank as in the experience of other countries. Lindner and Riehm (2011), also finds that petitions tend to attract highly mobilized and politically active individuals, and thereby amplify existing participation patterns that can be introduced in the HPRs. Therefore, the HPRs should expand the public participation mechanisms to engage the right public in the policymaking process not only to have greater access to relevant views and experiences but also to encourage and represent broader public interests in their deliberations.

B) Level of Public Participation in the Public Hearing Programs

The research tries to examine the extent of the participation of the possible target groups such as civil society organizations, peoples affected by the issue, interested groups, experts, research institutes, think- tanks and the general public. The respondents were asked to rate participation of these groups of the public in the law/policymaking process at the House.

Figure 2: Participants view on level of public participation in the public hearing programs
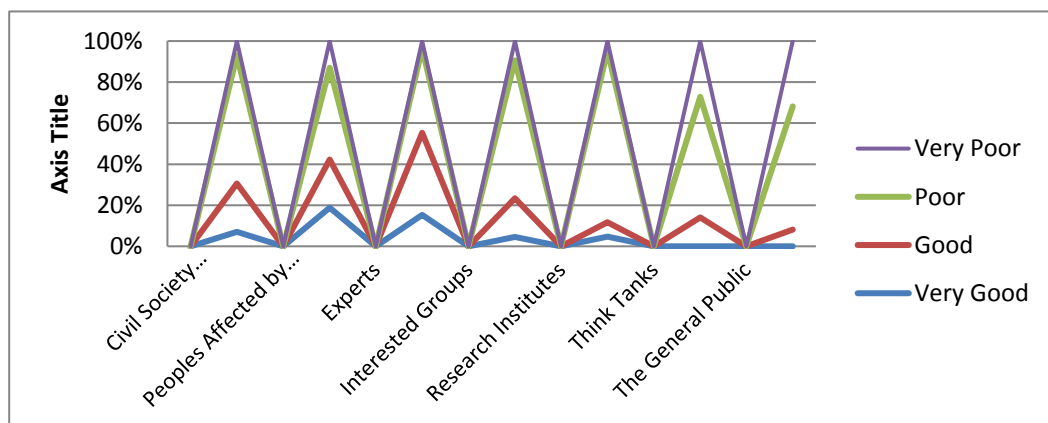
As it is illustrated in figure 3 more than 70% of the respondents leveled the participation of CSOs, Interested Groups, Research Institutes, Think Tanks and the General Public in the policymaking process under ''poor'' and ''very poor''. A considerable amount of respondents (57.6 %) also witnessed that the involvement of Peoples Affected by the Issue is poor as well whereas 40% and 15% leveled the participation of Experts ''good'' and ''very good'' respectively.

On top of that some public hearings minutes are reviewed to triangulate the data obtained from the questionnaire. The following table shows the trend of public participation at the public hearings that are conducted by different standing committees' from November 2015-July, 2016.

Figure 3: The trend of public participation at the public hearings
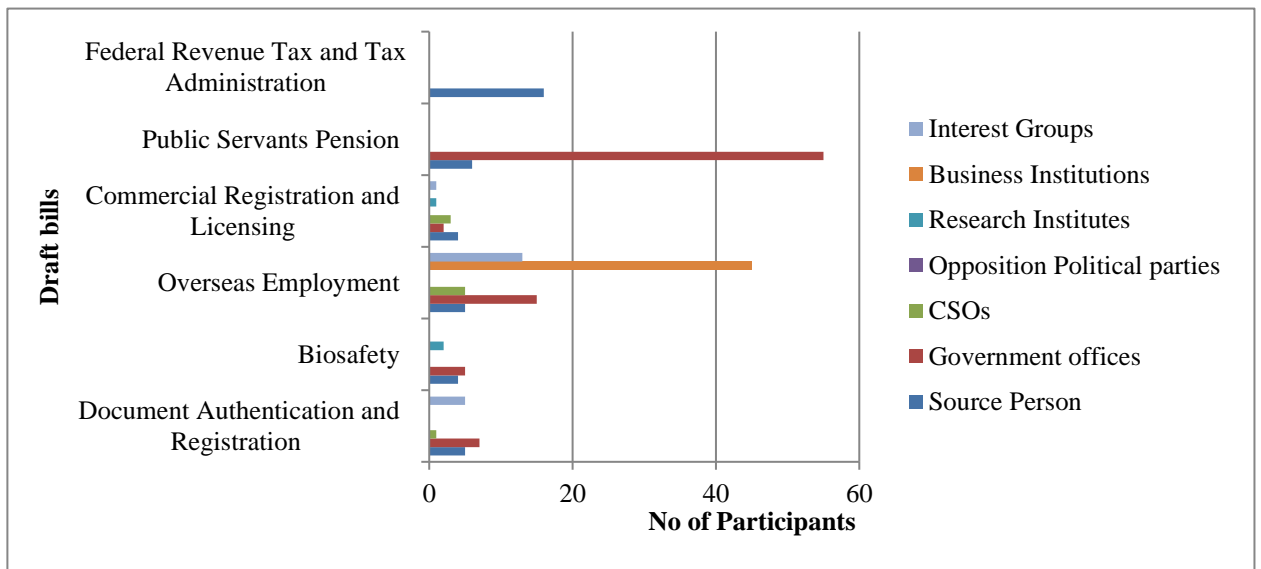
A cursory look at the trend of public participation in the public hearing programs simply would tell that experts, community-based organization, business, ordinary citizens, professional associations are invited to attend the discussion on the legislative process. However, the participation of these groups of the society including government office representatives is negligible, keep away from the inclusion of peoples with special needs unorganized and vulnerable groups, and all of them equally need attention. In larger communities such as Ethiopia, having less than fifty citizen representatives, to turn around popular opinion may be naïve unless these peoples are known to represent a constituency.

The Key informants also provided the following comments on the overall public hearing programs of the HPR:

- The public hearings are not adequate and venues are not widely accessible.
- Public hearings are not publicized in advance notices and they are a once off event.
- Information or bills are not provided to the public ahead of a scheduled public hearing, Public hearings without adequate and timely information should not be counted as mech anisms of facilitating public participation.
- Public hearings were held on weekdays when most of the participants could not come b ecause of their personal engagement.
- For the reason the public was being consulted after decisions had already been taken co mmunity input is rarely taken into consideration and consultative process is purely cosm etic.
- The exclusionary character of policymaking is due to the dominance of elites emerged f rom the party and government officials in the policymaking process.

The above findings concur with the study conducted on institutions, roles, and leverage in public policymaking in Ethiopia, he stated that not only was the scope for stakeholders' participation in the policymaking process inhibited, but any room for demand articulation and aggregation by civil society was almost non- existent. (Mulugeta, 2005: 211). The overall sense of the above findings is that public hearings are not serving as a good means of public participation in the policymaking process; this would mean that the views of all concerned groups, which could be insightful, were not captured.

As it is stated in the statement of the problem, the researcher was of the opinion that there will be a challenge on the implementation of public policies that were endorsed without a reasonable public participation due to many reasons that causes minimal public participation. Thus, attempt was made to elicit information if there are policies that are challenged by the public after they are endorsed as a consequence of ineffective public participation in the law/policymaking. One academic pointed out some instances:

> ''the Lease proclamation, the Charities and Societies Proclamation, the Anti-Terrorism proclamation and Health Insurance proclamation have faced challenges from the public and are still the center of debate among the people, and they are also the agenda tabled on different medias as their implementation is challenged by the society.''

The head of the office of the speaker also confirmed that there are many instances in this case and mentioned the following what he remembered at the time.

> ''Finance Reporting proclamation No 846/2005 and Cooperatives proclamation No 402/2004 were challenged by the regional states after they are endorsed by the parliament and their implementation were pending for a long time and the reason was that regions were not involved on the discussion before the proclamations are ratified.''

The other key informants also mentioned the ''basic reason for the barren of some policies and their consequences that cannot be easily remedied, is obviously the result of the forceful pushes by the government, despite public concerns.''

4.3. Factors that Hindered Public Participation in Policymaking

Different literatures stated various possible challenges that could face legislatures with regard to public participation in the policymaking process. The main areas of difficulty affecting public participation are spelled out and respondents were asked to rank the possible factors in order of importance as to what challenges them to engage the public with 1 being the most important factor, and 10 being the least important factor. Table 1.6 shows the mean of the challenges of the standing committees in involving the public in the policy legislation process.

Table 1: Ranked order of factors for poor public participation

Factors	Mean	Rank (From more important to less important)
The dominance character of elites	1.61	1
Lack of comprehensive public engagement strategy	2.71	2
Lack of effective communication method	3.14	3
Lack of Commitment on the part of the Legislatures	3.75	4
Weak CSOs	5.15	5
Lack of expert support staff	5.40	6
Lack of resources	7.29	7
Lack of awareness and interest on the part of the public	7.35	8
Lack of monitoring and evaluation system of public participation	8.75	9
Lack of system to provide feedback to and get from the public	8.72	10

Most of the respondents ranked the dominant character of elites in the policymaking process (mean 1.61) lack of comprehensive strategy and defined roles and limits for public participation (mean 2.71), and lack of effective communication method (mean 3.14) are the first, second and third most ranked factors respectively, that affect public participation in the making of policy in the HPR. Lack of commitment on the part of the Legislatures ranks fourth (mean 3.75), weak civil society organization ranks fifth (mean 5.15). While lack of the system to feedback, monitoring and evaluation and lack of awareness and interest on the part of the public are the least ranked factors respectively that challenge the HPRs to involve the public in policy legislation process. Yet, the finding clearly shows that almost all of them have a negative impact on the breadth of public participation in the policymaking experience of the HPRs.

In response to the challenges of public participation, the key informants and interviewees also mentioned a number of factors. Their claim can be summarized as follows.

A) Elites dominancy in policymaking

Respondents from scholars and CSOs revealed that the elite policymaking legacy has been dominant in the country in addition to a centralized party system and stringent party discipline. According to them constituencies, CSOs, concerned stakeholders, and interest groups are not given sufficient opportunities to present their side on legislative issues. The opinion of the key informants concurs with the study conducted on institutions, roles and power leverage in the policymaking in Ethiopia. Mulugeta (2005: 262) attested that not only has ruling party fused executive leadership emerged as disproportionately dominant in public policymaking in Ethiopia, but also the effort that they have been exerting on initiating, influencing and legitimizing policies circumscribed the potential contribution of the non-state actors in policymaking. As Howlett & Ramesh (2003) revealed, the legislatures in parliamentary government are tightly organized along party lines and marked by a high degree of cohesion and discipline, the greater loyalty to their political parties than the electorate may reduce their concern for the legislature to effectively engage the public in the deliberation process. Furthermore, the parliament and the executives, as an institution, are not on equal footing since the experience of parliamentary practice in Ethiopia and its institutional capacity is limited compared to the executive which has a long history and in a relatively better capacity. The competence of the executive may reduce the confidence and the commitment of MPs' to debate, criticize, and challenge the bills that are mostly induced by the executive which in turn makes legislature to comprehend the need for public participation in the policymaking process in narrow terms and affect them to exercise its full constitutional mandates.

B) Legal Restrictions on the Participation of CSOs

Most key informants from CSOs mentioned that the charities and societies proclamation (621/2009) as the main cause that seriously hampered the COS ability to participate in the policy debates as it limits them from participating in human right, and democratization advocacy work

if they acquire more than 10% of their income from foreign sources. One of them stated that the government perceives most CSOs as politically affiliated and little more than a mouthpiece for the oppositions, the driving force for the law was intentional to weaken them.

Despite the aforementioned justifications by the key informants, the head of the office of the speaker indifferently said that the proclamation of Charities and Societies deals with the establishment of the CSOs, those which are established and working as per the premise of the proclamation are allowed to involve in the policymaking process and this is done to make the participation of the CSOs healthy and to aid and facilitate the role of charities and societies in the overall development of the country. One participant from the think tank also supports this idea stating that the proclamation is a legal framework established to administer NGOs so that the country can benefit from them properly. It does not have any impact on the participation of COS since they have the capacity to mobilize domestic resources.

As remembered, the declaration of the Proclamation to Provide for the Registration and Regulation of Charities and Societies (621/2009) was welcomed with mixed feelings, disbelief, and indifference by the people as well as the CSOs. Many writers claim that the government may directly and "legally" suppress the activities of these organizations and most of the CSOs working on human rights and justice issues will be forced to discontinue and abandon the protection and promotion of human rights (Yalemzewd et al., 2009; Dessalegn et al., 2008). The law was the result of deep suspicion and distrust between the government and CSOs and the aim of promulgation is to use the law as a defensive attack strategy to intimidate CSOs; and it seems to be skewed towards control and sanctions rather than creating an enabling legal environment of CSOs (Mekbib, 2009). The afore-stated views also show there still exist distrust between the two important policy actors (Government and CSOs).

Even though the size of restriction differs, many countries, (to mention some Uganda, South Africa, Kenya, Zimbabwe, Singapore, Russia) are found enacting laws and regulations to define and limit the role of CSOs in their respective country. The proclamation of CSOs in Ethiopia is mostly criticized that it imposes limitations on the activities of all civil society organizations that do not fit its definition of Ethiopian Charities and Societies. "Ethiopian Charities" or "Ethiopian Societies" shall mean those Charities or Societies that are formed under the laws of Ethiopia, all of whose members are Ethiopians, generate income from Ethiopia and wholly controlled by Ethiopians. However, they may be deemed as Ethiopian Charities or Ethiopian Societies if they use not more than ten percent of their funds which is received from foreign sources (Article 2:2).

Once a CSO is defined as foreign or Ethiopian Resident it is prohibited from participating in many of essential activities reserved exclusively for Ethiopian Charities and Societies, including the advancement of human and democratic rights; the promotion of equality of nations, nationalities and peoples and that of gender and religion; the promotion of the rights of the disabled and children's rights; the promotion of conflict resolution or reconciliation; the

472

promotion of the efficiency of the justice and law enforcement services (Article 14:5). However, the proclamation provides that Ethiopian mass-based organizations may actively participate in the process of strengthening democratization and election, particularly in the process of conducting educational seminars on current affairs, understanding the platforms of candidates, observing the electoral process and cooperating with electoral organs(Article 57:7).

The researcher is of the opinion that such restriction may have a negative impact on the participation of potential CSOs in the policymaking process since it needs to build a new culture of philanthropic support for advocacy work among the Ethiopian people, given lack of funding in Ethiopia, to maintain their rights of involving in the human right and democratization process of the country. Therefore, the channel of communication to CSOs to articulate their constituent interest can be said conked out for the time being.

C) Lack of credibility among policy actors

The key informants also stated that public forums are organized for the sake of formality, and comments and concerns raised in those forums are not used as input to amend and/or change the draft policies so that the draft laws/policies presented for public discussion are almost always issued as the final version. Prior consultations are not usually held with the public, most of the discussion was presented on the 'finished products' after the policy legitimated and publicized.

Conversely, the chairpersons of the standing committee mentioned that most stakeholders perceive as everything is predetermined and amendment is impossible and tend to conclude that taking part in these types of hearing is not important whereas the rest are not aware of the stake they have in policymaking and do not give emphasis to the importance of their participation in the hearings.

D) Weak multi-party system, the nonexistence of opposition parties in the parliament and their fragmented nature

According to the key informants, the legal and constitutional framework creates a conducive environment for the development of multiparty politics in Ethiopia. By and large, legal provisions governing multiparty politics could is fair, however, the problem is, these are not translated fully into practice. The nonexistence of opposition parties in the parliament is also pointed out as a cause which has significantly diminished the way to public participation and debate on policy issues as their followers are excluded to provide their opinion.

E) Lack of sound political culture

Furthermore, both the chairpersons of the standing committee and the head of the office of the speaker believed that as a result of the past long authoritarian history of the country sound political culture has not been developed yet. Consequently, most of the people are not participating and those who come to attend are not coming with full awareness and motivation

to influence the policy ideas to a significant extent. They also mentioned instances where the public was not keen to participate, despite efforts by the standing committees' owing many reasons and loss of apathy, on the part of the stakeholders'.

F) Lack of effective ICT infrastructure

the website of the HPR is not used as the main means of communication with the people and it does not provide a platform such as online forums for people to access and participate in the processes of policymaking the Moreover the House is not using the social Medias such as Twitter, and Facebook to spread information to the public and create an agenda for discussion. Totally the existing IT infrastructure is found invalid in supporting the public participation in the policymaking process and could not have any significant contribution to that end.

5. Conclusion and Recommendation
5.1 Conclusion

This paper aims to map out the current situation pertaining to public participation and support the legislative arm in directing its focus with regard to multiple, long-term and systemic public participation strategies in the making of policy. Based on the findings, the study comes up with the following conclusions.

Both the constitution and the working procedures and code of conduct proclamation constitute a basis for the process of public participation and show that the public has a right, a right that is legally protected and encouraged to participate in policy-making. Yet, the practice reflects some glaring gaps in ensuring and facilitating greater public participation in legislative matters. The public hearing that is exclusively applied by the House to involve the public in the policymaking process is fairly regulated which is a positive aspect that supports the notion of transparency and access to information by the public. Yet the public hearing is confined only in the capital city, Addis Ababa, and there appear no state or town-level public hearings to engage as wide a public as possible outside of the capital. Moreover the process is hampered by poor participation of the CSOs, CBOs, research institutes, interested groups and miniature contribution of the participants. Various mechanisms of involvement such as petitioning, online forums, public education, outreach, deliberative polls, creating sectoral parliaments, using social media, and others that are regularly applied by different parliaments have not been institutionalized in the HPRs. With respect to the constraints facing public participation, the study concludes that lack of multiple channel of participation, restrictions on the participation of some CSOs, weak multi-party system, the nonexistence of opposition parties in the parliament and their fragmented nature, lack of sound political culture, lack of effective ICT infrastructure are the main hindrance of the process. It is believed that considering the above facts will enable the legislature to take a leading position in the law-making process through developing better tools for consultations, providing opportunities for greater participation in the policy process.

5.2 Recommendations

- Public participation is a mandatory and continuous process of the HPRs, it is therefore necessary to develop a more detailed strategic framework or public participation guideline and clearly set structures, steps and mechanisms that are easy to follow for each standing committees' and members of the parliament to facilitate public participation. The framework will enable the legislature to determine the extent and inclusiveness of public participation and how inputs can be structured and affect the final decision.

- Institutionalizing public hearing is a way forward to public participation in the legislative development process in the HPRs. However, it requires well-built process including the identification and engagement strategies to provide both a facilitative and a transparent frame work within which the organizations of civil society, research institutes and think-tanks and other unorganized and vulnerable groups of society can operate. Besides, town level hearings are important to involve a much wider public in the entire country as possible so that public hearing can be effective avenues for the larger public to express their concern on policy matters and influencing policy decisions.

- Given the dysfunctional of the other methods of public participation, it is important to recommend to the HPRs to develop and implement various modalities such as: petition, public education, online forums, opinion polls, using, social media, creating sectoral parliaments, etc. other than the public hearing. Establishing user friendly platform of information technology will enable the HPRs to reach relevant publics, including marginalized voices and new publics in particular through the use of internet so that a large section of population can involve in the legislation process. Bearing in mind that many people are not in a position to physically take part in a public participation forum, it is important for them to develop a detailed e-participation platform to cater for the greater number of the people. There should also be a petition act to encourage the public to petition legislative institution.

- Building a strong relationship and continuous engagement with CSOs is perhaps the most important aspect as both of them play a major role in policymaking. CSOs bring a much greater range of information, perceptions, and potential solutions to the policymaking. Linked to this, there is a need to revisit the rules and open the room to appropriately represent civil societies.

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