CIVIL SERVICE REFORMS AND SERVICE DELIVERY: A CASE STUDY OF THREE SERVICE PROVIDING PUBLIC INSTITUTIONS IN JIMMA CITY, SOUTHWEST ETHIOPIA

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ABSTRACT

Civil service is the main instrument of any government to translate its development policies and strategies into actions. It is the civil service that has a pivotal role in ensuring socio-economic development that ultimately leads to improvement in the quality life of citizens in a country. This study was undertaken in three public institutions found in Jimma City. A descriptive survey approach was employed. Method used was both quantitative and qualitative. The quantitative data was drawn from sampled 104 service users using schedule interview assign by probability sampling. Questionnaire also utilized to collect data from members of the management. The qualitative data was obtained through interview and observation. Study found that reform implementation is not uniform among the surveyed institutions. The three civil service institutions covered in this study are weak, less responsiveness and lack ethical leaderships in serving the general public even if there are good beginnings. This study identified that the Revenue Authority Office has showed better performance in satisfying its service users compared to the Land Management Agency and the Municipality. Yet user satisfaction is not attained to the desired level among the surveyed institutions. The findings showed that there is improvement with regard to service delivery in the revenue authority and municipality department. There is somewhat reduction in the bureaucracy among the surveyed institutions. The study discovered also that weak institutional and human capacity to implement the reform programs to the desired level, budget constraint, lack of technology, lack of qualities of servant leaderships and ethical service and absence of functional decentralization as major challenges in ensuring user satisfaction.

Keywords: civil service reforms, responsiveness, time based performance, bureaucracy, service users’ satisfaction.

INTRODUCTION

Civil service is a body of permanent officials established to assist the executive in formulating and implementing government policies (Adamolekun 1999 cited in ECA 2010). It is an instrument that helps governments to devise, enact, and execute public policy and undertakes activities of government (World Bank 1994). It is an institution that mobilizes manpower in the service affairs of state (Bekke, Perry and Toonen cited in Kotchegura 2008).

Civil service reform is a political issue that affects the balance of power between various actors of state (Politt and Bouckaert 2004). It is just one aspect of the broader topic of the public administration or public sector reform which also includes public financial management, leadership and policy making, and service delivery (Repucci 2012).

As far as the origin of modern civil service is concerned historical records dated it back to 19th century, the time that brought professional bureaucracies, such as, the transformation of the British civil service into a meritocracy after the Nortcote-Trevelyan report on civil service reform in 1854 that produced a qualified, non-political, administrative class educated in liberal Universities which replaced the aristocracy (Kickert 2007).
This report banned corruption, nepotism and patronage systems and installed a permanent career public service among commonwealth nations on the basis of entry by examination, promotion on merit basis among others (Kernaghan 2008).

This report also influenced the US civil service that was spoiled by scandals and inefficiencies of the patronage system that allowed the removal of public servants with a change of regime, and their substitution by the pro of the victories political party (Kernaghan 2008). According to Theriault(2003), the patronage system was exercised by a victorious president in which he appointed his political supporters to positions ranging from mail carriers services to top cabinet secretaries. That subsequently led to the assassination of President James Garfield by a dissatisfied office pursuer in 1881 which finally triggered the Pendleton Act in 1883 which brought a civil service commission to surface and marked the beginning of a merit system in the US civil service system (Kernaghan 2008). Nevertheless, even after the Pendleton Act the spoils system was practiced during the President Grover Cleveland administration’s in 1885 that swapping some 40,000 republican postal workers with democrats (Wilson 1983 cited in Horton 2011).

In Ethiopia, the introduction of modern civil service traced back to the reign of Emperor MenelikII (1889-1913) (Paulos 2001). The Emperor created ministries so as to modernize the public administration (Paulos 2001). The civil service was established formally with the aim of ensuring orderly and efficient arrangements for the workings of government (Clapham, 1969).

According to Perham, the Emperor was highly enthusiastic in modernizing the public administration emulating the European public administration fashion through establishing ministries. Nevertheless, due to personal health related problems of the emperor the effort to modernize the Ethiopian civil service was thwarted (Clapham 1969). With the succession of political power by emperor Haile Sillassie who for the first time introduced a written constitution to the political system of the nation attempted to create more number of ministries. The Agency for Central personnel was introduced during this reign by order no. 23 of 1963 (Asmelash 1972). This time, the civil service believed to be accepted as a chief instrument to a government in the effort to promote economic and social development (Asmelash 1972).

Asmelash argued that civil service in varying degrees contributed to economic and social progress aimed at the time; nevertheless, there were problems: like lack of strong participation from the concerned bodies. Moreover, political interference in the administrative affairs that posed serious problems in the civil service at the time (Asmelash 1972). After the fall of the Imperial regime, a highly centralized unitary state structure and government was established. According to Asmelash (1972), during this time, there were no fundamental reform measures publicized to revise the functioning of the civil service system. With coming into power of Ethiopian Peoples’ Revolutionary Democratic Front (EPRDF) major changes introduced in Ethiopian political system including the civil service, political state structure was shifted from a highly centralized state structure to federal system. The civil service contribution to socio-economic development and to ensure good governance has got attention.

In Ethiopia, a civil service reform has been underway due to different detecting factors among others one is the aspiration to address the continued growing demand of citizens for public service and to enhance efficiency and effectiveness and responsiveness of service providers in public institutions.

It is against this background that this study was conducted in the Jimma city on three service providing public institutions, namely: Jimma city Revenue Authority, Land Management Agency, and the Municipality office.

STATEMENT OF THE PROBLEM

Civil service is believed to accelerate economic growth in one nation. In most developing countries, where, Ethiopia is part and parcel there is an intensified public grievance with regard to service offered by public institutions. As a result the government of Ethiopia has undertaken civil service reform programs that believed to contribute to enhance public service delivery in the civil service institutions. The reforms
programs are hoped to contribute for the economic growth of the nation as generally believed that the presence of strong civil service institutions in one nation are pillars to ensure good governance and socio-economic development. Different civil service reform programs were introduced to ensure efficiency and effectiveness, and responsiveness as the general public, and government is unhappy with the inefficiency and unresponsiveness of the public sector.

Study by Paulos (2001) before 14 years emphasized on the challenges of implementing the civil service reform programs at national level. Other study by Potluri and Mangnale (2011) covered customer satisfaction in service sector institutions owned by the federal government such as telecom, banking and insurance and health service. No study specifically has attempted to assess service user satisfaction at local government level in this study area in the stated public sectors.

Thus, this study assessed the challenges and contributions of the implemented different reform tools with regard to ensuring users’ satisfaction and the ethical aspects of the public servants in the eyes of the service users and management bodies too at a perception level in so doing it enables to judge the impact of the reform programs at sub-national level could add to the existing fund of knowledge.

BASIC RESEARCH QUESTIONS

This study has attempted to answer the following basic research questions.

- What are the challenges with regard to implementing the civil service reform programs?
- What are the results of the civil service reform programs such as BPR, BSC and Citizens Charter in influencing to enhance public service delivery?
- What are the achieved results or contributions of the reform programs towards enhancing public service delivery?
- Does the civil service reform program have brought the desired result?
- What about the ethical aspects of civil servants in the perception of the public user?

OBJECTIVES OF THE STUDY

GENERAL OBJECTIVE

This study aimed at assessing the contributions, constraints and challenges of the civil service reform programs in ensuring public satisfaction.

SPECIFIC OBJECTIVES

Specifically this study dealt about: describing the challenges of the reform programs in attaining its ultimate objectives; identifying the successes attained as a result of the reform programs; identifying best practices attained as a result of the reform programs.

THEORETICAL FRAMEWORK

As far as reform of public management is concerned, there are different models, for instance, Verheijen (1998) cited in Paulos (2001) discussed three models. These are: radical reform, incremental reform and moderate managerialism. The classical public administration gave rise to the emergence of modern bureaucracies that brought industrial revolution and the development in modern economies (James 2004). Now it is widely believed that the classical management is not able to answer the growing demand of the public as a result the New Public Management was introduced. The NPM model is mainly depend on the belief that public sector organizations need to learn from private sector. According to David and Gaebler (1992), the major features of this government are: catalytic government, community owned government, competitive government, mission driven government, result oriented government, customer driven government, enterprising government and anticipatory government. This study is based on the radical reform model or the “New Public Management Model” to discuss the objective of this study.
THE ETHIOPIAN CIVIL SERVICE DEVELOPMENT AND REFORMS

After the introduction of modern civil service in Ethiopia in 1907 during the reign of Emperor Menelik II as tried to be presented in the introductory part of this study. The ministries created copying the European public administration system behaved in a nominal capacity and had only a few civil servants, with this administration the emperor attempted to secure his political authority in the newly established empire and access to the country’s resources (Asmelash 1972). According to them, that mainly employed to enhance the power of the emperor and to systematically exploit the resources. During the time ministries of justice, war, interior, commerce, foreign affairs, finance, agriculture and public works were created (Asmelash 1972). The ministers of the time were not salaried (Asmelash 1972). And their appointments were entirely based on loyalty and the number of supporters that they could mobilize during war season. The civil service was also small in number and was primarily engaged in maintaining law and order.

Emperor Haile Selassie during his time created additional ministries for industry, education, fine arts, justice, public works and communications, with departments for mines and slavery (Perham 1969). During his early reign, Emperor Haile Selassie (1930-1935) introduced different reform measures, such as: training the army, the inauguration of a parliament, the development of education, judicial reform, co-opting of foreign advisors and abolition of slavery (Perham 1969). Nevertheless, the reform programs were thwarted because of the Italian invasion.

After his return to political power many reforms were carried out and the whole ministerial system was completely reorganized. Some of the administrative reforms made by the time were (according to Perham 1969); the Administrative Regulation Decree No.1 of 1942-the decree ended the setting power and autonomy of the provincial governors. The decree institutes the appointment by the center of governors-general, directors, governors, principals’ secretaries, and police to each province (Perham 1969).

Likewise, an order to define the powers and duties of the Ministries, No.1 of 1943 and An Order to Amend the Ministers Order, 1943, No.2 of 1943 was established that found council of ministries which comprised of twelve ministers including the office of the prime minister. The ministers were charged with the duty of preparing draft laws—except those reserved for the Emperor (Perham 1969).

In the revised constitution of 1955, article 66 provided the Emperor to select, appoint and dismiss the Prime Minister and all other ministers and vice ministers (the 1955 Revised Ethiopian Constitution). The appointments, promotion, transfer, suspensions, retirement, dismissal and discipline of all other governmental officials and employees was to be governed by the regulations made by the council of ministers, to be approved and proclaimed by the Emperor (Asmelash 1972). The institute of public administration in 1952 was established by a joint venture of the Ethiopian government and the technical assistance program of the UN to train civil servants, consult and research undertakings to enhance the performance of the civil service (Asmelash 1972).

Moreover, in the early 1960s the Emperor, by the help of the French government established Central Personnel Agency, the Central Personnel Agency was configured along bureaucratic principle. The agency’s primary objective was to maintain an efficient, effective and permanent civil service based on a merit system (Asmelash 1972).

The agency was given the powers and functions of: establishing a homogeneous public service governed by uniform rules and principles; appointments up to the rank of Assistant Minister were to be the agency’s responsibility; selecting of government employees based on open competitive examination; establishing grading and salary structure to be based on the position classification system. In addition, employing merit as a criterion for appointment was introduced, replacing the old method that was based on ascription. And a pension scheme for public servants was instituted by the agency (cited in Paulos 2001).

The main features of the bureaucracy were: specialization of tasks, appointment by merit, provision of career opportunities for members, routine activities and a rational impersonal organizational climate. Despite the
fact that employees of the civil service institutions were required to express their adherence to the Emperor, the civil service was autonomous and merit based (Asmelsash 1972).

According to Paulos (2001), the then civil service to a certain extent contributed to the economic and social development at the time. Nevertheless, there were different problems observed, like: lack of strong participation from the concerned bodies mainly with regard to the preparation of the position classification, salary scale and job description and lack of skilled human power who could prepare a uniform and holistic policy. Moreover, the absence of strict allegiance to the civil service rules and regulations, and political interference in the administrative affairs were the persistent problems of the time. After the demise of the Imperial regime and assumption of state of power by the military, the regime used the civil service as an instrument to promote its ideological purpose. And it was highly bureaucratic in serving the general public interest.

During the “Derg” times, a highly centralized unitary government was established along with socialist economic system. During this period, there were no fundamental reform measures promulgated to alter or modify the functioning and management of the civil service (Paulos 2001). The rule of the “Derg” was consequently marked by intensive mobilization and politicization during the first years of its incumbency. According to Mehret and Paulos (2000), the nationalization measures, along with the proliferation of new government institutions and corporations led to a tremendous expansion of the public sector.

The rapid transition, driven by the imperatives of revolutionary transformation, did not allow the civil service to consider means and ways of coping up with the existing situation of the time. The fluidity of political developments marking the post-revolutionary years did not allow the civil service to attain the desired result. The preconditions that paved the way for smooth transition in terms of institutional, manpower and statutory adjustments were missed though the sector was expected to cope with the burdens entailed by its tremendous expansion. This constituted one of the most difficulties that the civil service faced (Kassahun, n.d).

According to Mehret (1997), the “Derg” put the civil service in a disorder manner as the regime fused the institutions of party, state and government. It also encouraged the proliferation of parallel structures by appointing party functionaries to key decision making civil service positions. Hence duplication and fragmentation of public functions and downplaying of merit and professionalism became the order of the day (cited in Kassahun, n.d). That produced corruption; inefficient service delivery and increased neglect of due process of law ill matters of public concern became a routine exercise (Kassahun, n.d).

In all levels of government, political considerations increasingly impeded the smooth running of the civil service in accordance with existing procedures. This resulted in the persistence of different forms of malpractice and abuse thereby replicating practices of the military regime (“Derg”) era. These constitute the features of current challenges that the Ethiopian public administration has to overcome in order to qualify as an agent of transformation. Some of the civil service reform measures taken during the period were the expansion of the state apparatus and the restructuring of the cabinet (Kassahun, n.d).

Problems produced during this period were: lack of trust, respect and confidence of the politicians as regards the career civil service personnel; absence of competitive merit-based recruitment and promotion practices in the civil service demoralized a good number of them (Asmelsash 1998:24; Atklit 1998:75 cited in Kassahun, n.d). After the demise of the Marxist led regime and with the coming into power of the EPDRF in 1991, a civil service reform program was introduced. Tesfaye discussed that the different reform tools that have been introduced was aimed to avoid the highly bureaucratic system in the civil service (Tesfayen, n.d).

Similarly, the political decentralization introduced to bring government closer to the people could be taken as one reform tool in the federal system to make the bureaucracy smooth. As a result autonomous local government units were created to the setting up of regional civil service bureaus. Problems faced during this time were: lack of experience, lack of trained manpower, vision and knowledge of pertinent rules, regulations and procedures on the part of newly enlisted civil servants officials. According to Paulos (2001), the
Ethiopian civil service has gone through a reform programs categorized into two stages: Stage 1: (1991-1996), and Stage II (post 1996).

The rationale for undertaking stage reform were elaborated as follows: the then existing rules and regulation governing the civil service are outmoded and outdated; the civil service was weak in implementing plans; not effective to monitor and control; lack of clearly defined management systems and procedures in the management of personnel, finance and property; inadequate managerial know-how, lack of standardized job classification, weaknesses in manpower planning and utilization and the other major reform measure taken during this phase was the issuance of a retrenchment of civil servants and employees of public enterprises who were said to be redundant (Paulos 2001). There was a reduction of 10% of employees in an undertaking. This time was a time when African countries in general, Ethiopia in particular were exposed to SAPs neoliberals’ preconditions to adjust their civil service; Nunberg (1996:122) discussed that large amount of aid money was billed to promote neo-liberal economic policies accordingly the World Bank incorporating civil service reform programs arranged loan service in 91 credit facilities out which 55 were to African countries (cited in ECA 2010).

The second stage of the civil service reform comprises the following major programs: the expenditure management and control sub-program, human resource management sub-program, top management system sub-program, service Delivery and quality of service sub-program and the ethics and judicial reform sub-program (Paulos 2001). As part of the reform program downsizing was one of the basic part of it that culminated in the exclusion of a good number of employees (Paulos 2001).

The civil service reform program in 1996 was designed to improve the efficiency, effectiveness and transparency of public institutions, while seeking to build on the bureaucracy’s reputation for discipline and compliance. It included components such as: an expenditure management and control project, human resource Management, top management systems, ethics and service delivery (Paulos 2001).

According to the Federal Government Civil Service Proclamation the purpose of performance evaluation is: to enable civil servants to effectively run their duties in accordance with the expected level, quality standards and time and expense; to evaluate civil servants on continuous basis and identify their strengths and weaknesses with a view to improve their future performance; to identify training needs of employees; to give reward based on result; to enable management to make its administrative decisions based on concrete evidence (FDRE Proclamation 515|2007).

However, the findings of the World Bank (2005) outlined that the implementation of the civil service reform program (CSRP) proved cumbersome, partly due to its attempt to plan the entire process and “get it right the first time” and partly because the executing officewas understaffed and over controlled, Human Resource Management component was overlooked. This created impatience and frustration within the civil service as well as in the public at large.

Today, there are different new public management tools that have been introduced in the civil service institutions in Ethiopia at all levels. Moreover, in the effort to protect the ethical behavior of employees from mal practices and corruption, Anti-Corruption Commission was established both at the federal, regional and local government levels.

**RESEARCH METHOD**

The method this study applied was both quantitative and qualitative with more inclination to qualitative. Mixing the two methodologies is suitable for the purpose of triangulation in case study researches (Cohen, L., Manion, L., Morrison, K., (eds.) 2000). This study employed the descriptive survey as this method enables to assess existing conditions or to describe the existing phenomenon, therefore, descriptive survey helps to discover the current situation in a given area; this method also enables to investigate problems in a matter-of-fact settings. Moreover, it saves money as it helps to control expenses and enables to collect large amounts of data from various groups of respondents (Tayie 2005).
STUDY SAMPLE AND SAMPLING TECHNIQUE

The study used probability sampling method. The sampling technique is simple random method. This technique was utilized to collect data from service users in the mentioned institutions. The target populations of the study were: businessmen, emerging entrepreneurs, and the public as a whole who receive services. Moreover, all experts of the sample institutions will participate in the study. This sampling method helps to collect data from respondents made up of clients who frequently receive service and appear there for service use. Accordingly, this study sampled on the basis of the total population defined as average daily service users of the mentioned institutions. According to the information obtained from each institution’s service employees, the city’s Land Management Agency had on average 180-220 service users; the Revenue Authority had service users that ranged from 190-200; and the Municipality office had on average up to 100 service users daily.

There are different requirements in deciding sample size for study. Gay (1981) states that the minimum required sample size that is a standard for research depends on the type of research, according to him, for descriptive survey study, a sample of 10% of the study population is considered to be minimum in representing a given population. And for a small population 20% is required. Accordingly, this study employed 20% of the service users for scheduled interview assign who were selected randomly. Therefore, 20% of (220), (200) and (100) of Agency for Land Management, Tax and Revenue Office, and Municipality department selected respectively as a sample for the study to participate in the schedule interview assign. Accordingly, a total of 104 samples were drawn to participate in the schedule interview assign. In addition, to triangulate, the study interviewed experts and employed questionnaire to collect data from members of management.

DATA SOURCES AND DATA COLLECTION INSTRUMENTS

The research was based on both primary and secondary sources. The primary sources of data were collected from service users, such as, emerging entrepreneurs, business people and other citizenry service users of the surveyed public institutions. Moreover, members of the management and experts of the concerned civil service institutions. This data was gathered through tools, such as, questionnaires, interview, interview schedule assign and own personal observation. The secondary sources of data were covered relevant reading materials obtained from: books, journals, articles, magazines and research reports.

DATA COLLECTION PROCEDURES

The data collection was a self-administered one. This study employed self-administered questionnaire, schedule interview assign and interview in order to collect data from the respondents. Moreover, direct observation was also utilized. Both schedule interview assign and interview were conducted in the local languages (Amharic and Afan Oromo), with regard to schedule interview assign this tool employed to collect data from service users who understood either of the languages, as unlike questionnaire this tool has the advantage to obtain data from illiterate people, moreover, it is easy to clarify unclear ideas and has also high return back.

The questionnaire was both open and closed ended questions. And interview questions were both structured and unstructured questions. The collected data accordingly, edited, cleared then processed.
DATA ANALYSIS

This study was analyzed using descriptive method of data analysis. The quantitative data was analyzed using percentage. The qualitative data was analyzed and presented using words and statements.

MAJOR FINDINGS AND CONCLUSION

This study revealed that reform implementation is not uniform among the surveyed institutions. Jimma City Revenue Authority has better position in implementing the different reform tools compared to the city Municipality and Land Management Agency. For instance, citizens charter and users survey were practiced only in Jimma city Revenue Authority. As citizens charters seek to ensure that citizens are consulted and offered adequate information about the quantity and quality of public services to enable them to make rational decisions about whether to support such services or demand changes in policies. Service users’ survey or service delivery surveys are important tools to improve service delivery.

The findings of the study from the surveyed user sampled participants of Land Management Agency reveal that responsiveness is very poor (50%). User sampled respondents from Revenue Authority responded good (40%). 60 % of sampled service users of Municipality responded poor. Time based performance shows that the majority of sampled service users of Land Management Agency responded it is poor(54.5%), 40% of sampled service users responded it is good, and 60% of the sampled service users of municipality responded it is satisfactory.

As far as improvement in service delivery is concerned 59% of sampled service users of land management responded that no to improvement in service delivery where as 70% and 75% of revenue authority and municipality sampled service users respectively replied yes to improvement to service provision. As far as reduction in bureaucracy in service provision is concerned, above average (55%) of the sampled Land Management Agency service users replied that there is reduction in bureaucracy in service provision, while 67.5% and 75% of sampled service users of Revenue Authority and Municipality responded yes to there is reduction in bureaucracy.

The results of interview and observation show that the reform programs have not brought the desired result though there are some good beginnings. Experts of Revenue Authority mentioned that the institution is measuring degree of service users’ satisfaction on different time intervals and stated that there is progress from time to time.

CONCLUSION

Civil service is an engine of a state that enables government to translate public policies into practices. A government can formulate sound policies and strategies but the implementation depends on the presence of capable, efficient and responsive civil service institutions. Therefore, the following suggestions are inferred basing the findings of the study. These are: Reform programs should attract, retain and reward suitable professionals so that responsive to citizen needs and expectation could be attained (see also Caiden and Sundaram 2004 cited in ECA 2010). In addition, simply introducing reform programs alone is not sufficient unless the implementation capacity of institutions is assessed and ensured (Pollitt 2013). As human capacity and institutional capacity building is very vital to cope up the growing demand of the people.

To make civil service reform successful in the developing countries, like, Ethiopia, should reflect domestic realities or own values and traditions of their own societies. Home grown reforms in developing countries have been successful (Evans, 2008:4). Empowering people about the role of government, public organizations and public managers with regard to public goods service delivery using local institutions, like, ombudsman, and local media, Jimma FM radio accordingly the public can influence public institutions towards enhancing public service delivery.
Taking into account local cultural factors is important as far as reform implementation is concerned (Pollitt 2013). In order to achieve the desired results in service provision reform programs should reflect domestic realities. The studied institutions have a decentralization structure at “kebele” level; however, functional decentralization is absent. Functional decentralization is important to respond to quickly to changing situations and needs of the service users; and it also contributes to productivity. Promoting servant leadership is important to enhance responsiveness among the institutions. Land Management Agency has faced most high number service users complain. Moreover, Leadships and cultural change is important to provide efficient service. Reform programmes should start from reforming the attitude of public servants. Promoting servant leadership and serving the general public with high professional integrity.

Taking proactive and reactive measures to fight mal practices; paying competitive salary that meet the cost of living; encouraging rewards and incentives to public servant who are performing better at all levels. Empowering the public servants through relevant on job training to enable them provide the best service to their capacity. Promoting free press that can serve as bridge in disseminating information and exposing wrong doers so that the general public could participate in influencing service delivery.

There should be functional and meaningful political decentralization to local government units side by side with fiscal decentralization so as to enhance efficiency and responsiveness in service delivery; moreover, capacity building should also get attention. As political and fiscal decentralization enable the local people to make a meaningful contribution to the different programs at the implementation level, it is vital to make the necessary decentralization in the decision making process. In this regard, institutional capacity building along with the organizational infrastructure should get equal attention as it have its own influence on sound service provision. Though it is not the objective of this study to discuss about the fusion of ruling party politics and public service organizations, this study observed that there is fusion of politics and the civil service that has an adverse impact. Hence there should be a clear separation between ruling party politics and the civil service as it is influencing the confidence of public servants in decision making, implementation and evaluation. Therefore, civil service institutions should be free from direct political influence as it deters the independence of the service providing institutions that also discourages innovative service delivery.

Lack of professionalism: even if lack of trained manpower seemed to be answered as there are high number of graduates, the problem of professionalism remains a major challenge as the salary being paid by public organizations are unattractive to attract talented and experienced public servants which also paved the way for corruption and rent seeking behaviour. Crook argued that lower number of professionals at local government units is a challenge to implement reform programs in Africa civil service (Crook 2010).

Therefore, civil service institutions should pay competent salary or designed different incentives and rewards to retain suitable human power so that the morale of the civil servants becomes high. Similarly study by Crook also observed that civil service institutions to perform better require not only resources but also should have organizational commitment on the part of the staff to do their jobs. This also requires a changed organizational culture that encompasses: rewards and incentives and a management style that encourages and promotes better performance (Crook 2010).

SUGGESTION FOR FUTURE RESEARCH
This study suggests for future study:
1. The influence of partisan politics in the public service delivery in Ethiopia, and
2. The relevancy of reform programs to public institutions context.
3. Reform Programs vs organizational culture in Ethiopian civil service institutions
4. The Challenges of Rent Seeking Behaviour in the civil service institutions towards providing efficient and quality service to service users
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