



# The Concepts, Contents and Practices Of Citizen Charters in Ethiopia: The Case of Addis Ababa City Administration Trade Bureau

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## ABSTRACT

The main test of a traditional system of administration is delivering goods and services in an efficient and effective manner. The administrations of developing countries are often termed as traditional administrative systems and various scholars claim that a traditional administrative system is ineffective, insensitive, inefficient and often hostile to the very people they are supposed to serve.

The citizens charter, as one of the quality assurance mechanisms in the public sector, has been introduced in Ethiopia with the view of improving the quality of governmental service delivery, increasing the level of citizens satisfaction and enhancing the efficiency of bureaucratic apparatus of the public sector. The charters are written documents that constitute a list of services, standards, rights and duties of service seekers, grievance handling and redress mechanisms, and the address of the service provider agency, among others. The study was conducted to assess the implementation of citizen's charter in Addis Ababa city government Trade Bureau. For the purpose of the study the researcher collected both primary and secondary data from the customers of the bureau and employees in order to investigate the achievements and challenges of charter implementation. The findings show that though progress has been made there were serious lapses in the implementation of the Citizen's Charter ranging from poor advertising to implementation, quick redress of the grievances, timely updates and evaluation of the charter. The charter must indicate the specific quality standards to which the organization is committed. This will enable the citizens to exercise choice where available and raise voice where necessary to ensure that quality service is made available. A Charter should provide clear commitment on service delivery standards such as timeliness, access, accuracy, reliability, affordability, responsiveness, fairness, sensitivity, and courtesy in the delivery of service. It is imperative that time frame for service delivery must be provided for each step at which explicit services is to be delivered.

**Keywords:** Citizen's charter, Trade bureau, Service standards, Customer satisfaction

## INTRODUCTION

Citizen's quest for efficient and effective public service delivery, the economic and fiscal pressures in the 1970s and early 80s and the revival of new right politics necessitated to change the way public sector was functioning in western countries. Management ideas were proliferated, packaged and marked by international management consultants, donor advocacy and lending conditions of international financial institutions. Citizen Charter approach to service delivery is one of the systems introduced to ensure quality service to citizens and foster transparency and accountable among service providers [1].

The basic objective of the Citizen Charter is to empower the citizen in relation to public service delivery. It has been developed as a tool to improve the quality of services, address citizens' rights and set clear standards of performance because traditional Weberian bureaucratic administration is regarded as rigid, rule-bound, slow moving, costly, inefficient and unresponsive to their users (Tamrakar, 2010). Public services were provider-domination, especially in the case of professionalized provision where powerful public servants defended vested interests and could not be held to account [2].

## MATERIALS AND METHODS

Improved public service delivery to ensure quality service through:

- Easy access and availability of public servants to the citizens
- Transparency in administrative systems:
- Accountability: In case of failure to deliver the services or delay, the concerned officials in the government will be held accountable.
- A good complaint management system for all departments of the government with citizen advisory committees to oversee the grievance management system.
- Simplification of processes, forms and procedures, rules and regulations as people driven and not rule driven.
- Strong measures against corruption and speedy punishment of government officials found collecting bribes from citizens.
- Usage of IT for easy access to information to improve the citizen administration interface.

The main purpose of the Client Service Charter is to improve access to an organization's services and promote high quality services to clients. It does this by telling customers the standards of service to expect, the way customers can give feedback related to the service delivery, what to do if something goes wrong, and how to make contact. Also, Client Service Charter helps employees too, by setting out clearly the services their organization provides [3]

The first citizens' charter initiative dates back to the early 1990s when it was introduced in the UK. United Kingdom's charter approach was in an effort to respond to growing demands for accountability, transparency and efficiency, on one hand, and to the pressures from the community for more and better services, on the other. This was best expressed by John Major's speech made to The Economist Conference on the Streamlining of the Public Sector, on 27th January 1992: "The citizen's charter came about because it is high time to raise standards of performance in our public services demand of the consumer....And, it was also the wish of those who work in the public sector themselves. They had the skills, the dedication and the enthusiasm to do it. All they needed was the freedom and the encouragement to try out new ideas" [4].

Following the UK's first initiative, several countries, from Australia to Jamaica, France and South Africa, formulated their own and, most recently – in 2012, the Ethiopian Ministry of Civil Service announced that every government organization shall have their own charter.

However, the actual content of charters and the motives for introducing them differ from one country to another. In some countries, there has been substantial motivation to improve performance and in others the main goal seems to be to justify government performance. In some cases, a major driving force has been pressure from aid donors, while in some others it follows the bottom-up approach.

The concept of Citizen Charter is a new phenomenon in Ethiopia. It was only introduced in February 2012, The Ministry of Civil Service officially announced the launch of Citizen Charter and urged government organizations to develop their own [5].

Since its introduction, in 2012, trainings were given to different organizations on the very essence of the charter, necessities and constituents. Some organizations, including the Ministry of Civil Service (MoCS), the Ethiopian Railway Corporation (ERC), the Federal Ethics & Anti-Corruption Commission (FEACC), the Textile Industry Development Institute (TIDI) and other federal and regional organizations, have drafted their own.

The question was whether the adoption of customer service charter had improved service delivery in the organizations where it has been introduced years after its launching. had it actually changed the way the employees delivered services to customers? Add more qs? This study therefore sought to fill this knowledge gap by investing the challenges and achievements of customer service charter on service delivery in Addis Ababa city administration trade bureau. Moreover, the study analyzed presented the nature, content and attributes of the citizen charters both generally and specifically in the Ethiopian context.

Providing services require interaction between the service provider and the client and the service provider should be responsive to the need of the people. Commitment to change the institutional arrangement for transforming the delivery system is the urgent need for improving services to the citizens.

Since citizen's charter is a recent phenomenon in Ethiopia, it seems that there is no enough study in the area. The main purpose of this term paper is to map the achievement and challenges of citizen's charter in Addis Ababa City Administration Trade bureau and to map citizen's level of satisfaction with services after the implementation of the citizen charter in the bureau. This study will be supportive in creating awareness about citizen's charter for service users and also for service providers to know the needs of their customers related to their services they provided. In addition, this paper were tried to examine the performance of the charter towards the achievements of its objectives.

There have been very few studies conducted on citizens charter in Ethiopia in general and there no study conducted in the bureau of Addis Ababa city administration Trade bureau, this is very important for all those who are interested on the study of citizens charter. This study will be important for raising awareness on citizen's charter and helpful for knowing the citizens perception about the service provision of the Addis Ababa city administration Trade bureau. It is hoped that this study may help other researchers as an input to conduct further studies in the future and lastly it enables the government to improve its policy for achieving the objectives.

### **Objectives of the Study**

The general objective of the study is to assess the achievements and challenges of citizen charter implementation in Addis Ababa city government's Trade Bureau.

### **The methodology of the Study**

A Citizen's Charter is a public document that specifies the services a transacting public may look forward to from a public office. It describes the step-by-step procedure for availing a particular service, and the guaranteed performance levels that they may expect for that service.

This research looks into the characteristics, processes and approaches of the citizen charter implementation and its outcomes in the study area. Various data collection methods were employed to generate as much information, insights, perception about the implementation of citizen's charter

### **Research Design**

The researcher has used both qualitative and quantitative methods in the form of descriptive. Qualitative methods were used to compute and analyze data observation; questionnaires and key informant interviews. These helped to identify the achievement and challenges of citizen's charter implementation.

### **Study Population**

In this study the sample has been taken from the customers and employees of Addis Ababa city administration trade bureau. According to the bureau's data, the office is organized in to 3 sectors which are handled and managed by the bureau. These are urban agricultural sector, cooperative sector and trade sector. All the sectors have branches operating in the 10 sub cities whose customers are new job seekers and residents of the city who need to do their own business by getting business license and residents who are organized in cooperative associations, urban agriculture and employees. And finally officials of the bureau are included as the sources of primary data.

### **Data Collection Techniques and instruments**

Both qualitative and quantitative data were gathered from primary and secondary sources. The primary data were obtained from the service users (customers) of the organization and employees of the organization. Both open and closed ended format questions were designed to obtain information on the achievement and challenges of the charter. A set of questionnaires with closed ended questions was issued to the respondents in order to collect primary data for the study. The closed -ended questions were converted in percentages. The use of percentages is important for two reasons; first they simplify data by reducing all the numbers to range between 0 and 100. Second, they translate the data into standard form with a base of 100 for relative comparisons. The secondary data has been collected from the organization's different reports and documents that means document review/study was done to review the present edition of the Bureau's City Citizen's Charter.

### **Methods of Data Analysis**

The collected raw data has been organized in the form of tables. To clarify the overall results of the respondents the tables were quantified in terms of percentage and frequency. To analyze and interpret the organized data the descriptive technique of analysis were employed. Most of the data were analyzed through qualitative data analysis method. Finally, the findings of the study were used to draw conclusions and recommendations.

### **Literature review**

Public services can be understood as all the interactions between government and citizens, businesses and other service users, whether directly or by proxy through an intermediary. In other words, they encompass not just the well-recognized services provided by the state, such as health, education, police, fire service, welfare, social services, etc. They also include every instance in which citizens, businesses and others come into contact with the administration and some form of exchange of information or finance takes place: registering, licensing, applying, paying, borrowing, making an enquiry, etc. Public 'services' are mostly intangible, but they also can involve construction works, or the supply of equipment or items. The motivation for improving service delivery can be manifold – whether in response to demands from citizens and businesses for higher quality or greater accessibility, or due to an internal search for more cost-effective ways of working and better organization. (European Union,2017).

### **Client Service Charter**

This refers to a social pact between service providers and receivers. They specify standards for service delivery, which service users have a right to expect, and set out complaint handling and feedback mechanisms if the services are below expectations (PMO-RALG, 2009). In this study client service charter is a short publication of the service experience citizens should expect from the public service organizations as a result of superiority performance in order to meet customers" needs and expectations in a light of resources allocations.

### **Quality Service**

This refers to the measures of client satisfaction on the services received. Simply customer satisfaction is when the outcome of the service matches the expectations of the service (Looy et al., 2003). In Zeithaml et al.(1988) it implies customer"s evaluation of product or service in terms of whether the product or services has met his/her expectations. Failure to meet needs results in dissatisfaction, or poor perception of the service quality. In this study service quality implies the level by which public

organisations deliver services which satisfies customer's needs on quality parameters like right to use, dependability, understanding and swiftness.

### **The Understanding of Citizen Charter**

Client Service Charters are increasingly being developed around the world as a tool to reshape government institutions into a client focused, open and accountable entities. Also, it has been developed as an instrument to advance the services quality, talk to the needs of customers' rights and set clear standards of performance. The main aim of introducing the Client Service Charter is to create customers awareness on their rights to access the quality services, make their voice heard by public service providers, development of service delivery and increase openness, accountability and clearness to the people.

Client Service Charter is introduced to outside stakeholders and gives staff an understandable image of what kind of service needed by customers. Organizations may also look for information on how different groups of customers observe the way in which services are provided.. It is an attempt to make all public servants to deliver improved services to citizen to ensure that the services meet the standard and quality of what citizen expects. Such accountability is enforced both within the government (horizontally, on the supply side, between bodies) and between government and citizens (vertically or on the demand side). Therefore, Client Service Charter is adopted in Tanzania as an installation for securing enhanced discipline and ethical conduct in public sectors. The main theme is accountability and responsiveness (PO-PSM, 2008).

The following are immediate outcomes expected when installing Client Service Charter in Tanzania; citizens and clients are increasingly becoming aware of the availability of public services and their rights to access them, give out louder voices in demanding for better access and quality services, public service listen better; they are courteous and responsive, increasing propensity by public service managers to share information, increased propensity by public servants to be accountable for services delivery results and creating or enhancing channels for feedback from citizens and clients (PO-PSM, 2008).

The first citizens' charter initiative dates back to the early 1990s. United Kingdom's charter approach was in an effort to respond to growing demands for accountability, transparency and efficiency, on one hand, and to the pressures from the community for more and better services, on the other. This was best expressed by John Major's speech made to The Economist Conference on the Streamlining of the Public Sector, on 27th January 1992: "The citizen's charter came about because it is high time to raise standards of performance in our public services demand of the consumer....And, it was also the wish of those who work in the public sector themselves. They had the skills, the dedication and the enthusiasm to do it. All they needed was the freedom and the encouragement to try out new ideas".

Following the UK's first initiative, several countries, from Australia to Jamaica, France and South Africa, formulated their own. And, most recently – in 2012 to be exact – the Ethiopian Ministry of Civil Service announced that every government organisation shall have their own charter.

However, the actual content of charters and the motives for introducing them differ from one country to another. In some countries, there has been substantial motivation to improve performance and in others the main goal seems to be to justify government performance. In some cases, a major driving force has been pressure from aid donors, while in some others it follows the bottom-up approach.

### **The tasks of Citizens Charter**

According to Ramakrishnan (2013), Citizen's Charter is a document that specifies and publishes the standards of service delivery. It is an explicit statement of what a public agency is ready to offer as its services, the rights and entitlements of the people with reference to these services and the remedies available to them should problems and disputes arise in these transactions. It is a mechanism for augmenting the accountability and transparency of the public agencies interfacing with the people. Modern citizen charters have the following tasks to be accomplished:

#### **1. preparation**

- Identification of services offered and their standards
- Understanding service recipient expectations
- Aligning services offered with service recipient expectations
- Preparation of Citizen's Charter Understanding of Charter's contents

## **2. Monitoring**

- Comparison of actual with prescribed standards
- Communication about differences in actual and prescribed standards
- Elimination of differences between actual and prescribed standards
- Awareness about revision in service standards and Charter

## **3. Receipt**

- Public awareness of grievance lodging process
- Convenience to public in lodging a grievances
- 1. Classification of grievances at the point of receipt
- 4. Redress
- Determination of time norms for grievance handling
- Adherence to time norms for grievance handling Disposal of grievances

## **4. Prevention**

- Identification of grievance prone areas
- Action on grievance prone areas through Annual Action Plan
- Action on grievance prone areas through Charter Review
- Action on grievance prone areas through internal coordination
- Awareness about progress of controlling grievance prone areas
- Identification of grievance prone areas

## **5. Customers**

- Determining and improving citizen satisfaction levels
- Measuring citizen satisfaction levels across the organization and field
- Using citizen satisfaction measurement for Charter review
- Creating a citizen focused environment across field offices
- Differences in service delivery performance across field offices

## **6. Employees**

- Employee behavior for courtesy, punctuality, delivery promptness
- Willingness of employees to accept responsibility
- Employee motivation for service delivery improvement

## **7. Infrastructure**

- Basic infrastructure and facilities for service recipients
- Resource requirement to meet prescribed service standards
- Efficient use of available resources for continuous improvement
- Basic infrastructure and facilities for service recipients

### **Public Service Reform Initiatives in Ethiopia**

Changes in the socioeconomic and political landscape in Ethiopia have resulted in changes in management of public institutions over the last 2 decades. The quests for efficiency, accountability, and transparency have forced institutions to adopt



organizational strategies and management structures that are used in business organizations.

To this effect, Ethiopia has introduced a range of approaches that broadly fall into the category of 'New Public Management'. The main successive reform tools include Business Process Re-engineering (BPR), BSC and the Citizen Charters.

The Ethiopian public service reform initiatives made so far can be summarized as follows:

### **Business Process Reengineering (BPR)**

One of the most crucial measures taken by the government is undertaking institutional reform all over the nation. Accordingly, the study for reform began in 2001/02 in Federal and Regional government institutions. The core aim of the study was to establish a conducive civil service system characterized by cost-saving, transparency, accountability, participatory and responsiveness. The pilot project has been launched practically in 2003/04 in some selected organizations which have broad activities in their sector. Based on their action plan and methodology, other organizations have been conducting their own reform process in 2004/05 extensively. The fundamental institutional transformation can be enhanced where strategic performance management, business process reengineering, and Result oriented management system are considered and exercised properly.

Ethiopia has adopted BPR as a key approach for public service reforms. The federal government had made a decision to initiate BPR across all government institutions to achieve change in public service delivery, which was followed by a sweeping campaign to implement it across the board in the public sector. BPR is seen as more radical end of reform initiatives, pursued by countries especially interested in improving private sector practices into the public service and in reducing the distinctions between the two. Despite the diversity of applications globally, there is no comprehensive assessment of how successful BPR reforms were in public sector in Ethiopia (Worku, 2019).

### **Balanced Score Card (BSC)**

After BPR, greater emphasis was placed on the measurement of public service performance using the BSC tool, which aims to align individual and organizational performance. The federal government introduced the BSC in 2008. The BSC is being used as a planning, change management and communication tool and is also considered as an opportunity to embed strategic management principles into the strategic plan. to execute the Growth and Transformation Plan (GTP).

Building on earlier efforts to establish strategic planning norms and an employee result-oriented performance appraisal system, the federal government introduced the BSC in 2010 (Menwuyelet Fentie, 2014). The BSC is being used as a planning, change management, and communication tool, and is also considered as an opportunity to embed strategic management principles into the plan. The BSC incorporates the higher-level goals identified by the country's Growth and Transformation Plan (GTP) and tries to operationalize these goals.

According to Menwuyelet (2014), three reasons are cited as rationales to implement BSC in Ethiopian Federal civil service organizations, namely:

- To have better performance evaluation system in civil service organizations
- To put in practice the Federal Civil Servants' proclamation no. 515/99 (proclamation for administration of Ethiopian Federal Civil Service employees)
- To focus on strategies and link the day to day activities to strategies with well-balanced and multi perspective performance evaluation system

A ministry or agency provides a highest expression of tangible and identifiable results that the government expects, below the Ministry or Agency level, the results are further cascaded down to process teams and individual members of staff. BSC set targets for output and interventions for which measures or indicators are set.

As of 2012, the civil service's "Individual Employee Performance Management and Measurement" directive was incorporated into the BSC. The management of individual performance is now being addressed through a system of individual performance

agreements that are linked to team and organizational targets derived from the four dimensions of the BSC. These include: i) finance, ii) learning and growth; iii) client/customer satisfaction, and iv) processes (time volume, frequency). The first set of annual performance agreements for individuals were signed in July 2012. Currently 60 percent of the score is allocated towards achieving the agreed upon specific tasks and goals, while 40 percent is dedicated to attitude or behavioural aspects (this can also be seen as a reaction to earlier criticism of assessments introduced by the BPR that were seen as overemphasizing 'attitudes'). Thus, the BSC seeks to create direct links between employees' performance and the strategy of an organization towards its clients/citizens, budget, internal processes, and learning and growth. Both employee and organization performance reviews are carried out twice a year, in December and June.

The challenges at the design level includes on how to set higher-level objectives. Firstly the sectors focused on their very mission, later among the 18 higher-level objectives almost all sectors took 17 and only one unique objective-related to their mandates. These resulted in cascading difficulty as well as later on measuring performances of each sector i.e. the shared 17 objectives are not relevant to all sectors.

### **Kaizen**

According to Imai(1986) Kaizen is a concept meaning on ongoing improvement involving top management, managers and workers. The kaizen philosophy assumes that our way of life, be it working, social or home life, needs to focus on constant improvement. Kaizen was introduced in Ethiopia with the assistance provided by the government of Japan under the former Ministry of Trade and Industry(Federal Republic of Ethiopia,2011).Findings by Seid(2012) showed that the implementation of kaizen increased labor productivity on average by 50%,time wasted for searching tool, improved lead time in the range of 16%-90%. Desta(2014) identified challenges like employees low capacity to accept the kaizen management system and the executive managers themselves were not committed to kaizen teamwork because they did not usually allow show floor workers to participate in teamwork.

### **The Citizen Charter**

With high intention to improve service quality, government offices have under realigning the structures and processes in service delivery at different time. In relation to this a citizen charter, a document that represents a systematic effort to focus on the commitment of public service providers to their users with respect to standards of service, information and grievance handling mechanisms, has been developed and its implementation sought (Adebabay,2008).

As stated by Worku (2019), the citizen charter enables government institutions to enter into agreements (contracts) with the general public on the provision of services and the modalities through which complaints will be resolved. The idea of accountability to citizens is a relatively new concept in the Ethiopian public service. The basic principles of the citizens charter were first initiated by organizations as part of the BPR(business process re-engineering). All public service institutions were encouraged to establish service standards in consultation with their service users. Many organizations started to publicize these standards through notice boards at the entrances of their offices. However, there was no systematic monitoring of the organization's actual performance against these standards. This led to significant variance from the standards set under BPR in 2007-2008.The government is now trying to reinstitute the service delivery standards under BPR through a formalized citizens charter. The citizens charter, where it is implemented, is published and disseminated to users using different mechanisms, including notice boards posted where services are provided.

These charters were designed by the Ministry of Civil Service to make the services effective and efficient which were officially launched in February 20012. The charters not only pinpoint the need for civil servants to provide efficient services to the public but oblige to make the public aware of the services they are providing. After the formalization of this concept in 2012 and trainings were given to different organizations on the essence of the charter, necessities and constituents. Some organizations, including the Ministry of Civil Service (MoCS), the Ethiopian Railway Corporation (ERC), the Federal Ethics and Anti-Corruption Commission the Textile Industry Development Institute (TIDI) and other federal and regional organizations, have drafted their



own.

### **The Implementation of Citizen's Charter in Ethiopia**

As stated earlier, Ethiopia put in place Citizens charter as an official document of commitment to improve the public services. The responsibilities and the kind of services that are to be delivered from the service providers to citizens are clearly mentioned in a document of citizen charter including the time frame to complete the work, The main aim of introduction of citizen's charter in public organizations is to empower citizens by making them aware on the citizen's charter and have a say in f the government system. Citizens charter basically, focuses on improving the standardization of services, citizens rights to information regarding the public services, nondiscrimination in dealing with the citizens i.e. equality in treatment, value for money and handling of the complaint system to

.Since its introduction in 2012, trainings were given to different organizations on the very essence of the charter, necessities and constituents. Some organizations including the Ministry of Civil Service (MoCS), the Ethiopian Railway Corporation (ERC), the Federal Ethics and Anti-Corruption Commission (FEACC), the Textile Industry Development Institute (TIDI) and other federal and regional organizations. The charter approach to service delivery could enhance the transparency and accountability of the public service delivery system.

This study assesses the nature, practices and challenges of citizen charter in Addis Ababa City Government's Transport Bureau with emphasis on knowledge of the citizens charter in the bureau, timely delivery of Services, complaint handling system and the challenges encountered in implementing the Citizen charter of the Bureau, and facilities for service recipients. The study focuses on the three sections of the Bureau out of

### **Data Presentation and Analysis**

This section of the research analyzes the findings of the primary and secondary data collection. The first part will relate to the Bureau's missions, services rendered and the charter and followed by the primary data presentation and analysis.

### **The citizen's charter implementation in Addis Ababa City Administration Trade Bureau**

The Addis Ababa city administration trade bureau was established by proclamation No.35/2004 and it is accountable to Addis Ababa city administration mayor's office. It is mandated to serve city's residents by making the business system fair, by providing agricultural extension services, supporting and strengthening investors, and by organizing cooperatives.

The bureau is using a variety of systems to make its services accessible to the public and to ensure good governance. However, it is clear that there are many unresolved issues and shortcomings in terms of satisfying the residents. The citizen's charter of the bureau was designed to serve as a blue print to make sure that services are provided in a transparent manner. Moreover, the charter is designed in order to ensure the participation of the citizens in judging the quality of services provided. To this effect, the Bureau posted the services it provides to the residents in order to get consensus and transparency with the community by implementing the deadline. The charter begins with the vision and mission of the office for which it was established.

### **The vision and mission of the bureau**

Its vision is to make the city of Addis Ababa one of the middle income cities in the private sector that has created fair trade and secure jobs for its citizens in 2021. Where as its mission is stated as "By enabling the participation of the residents of Addis Ababa city administration, expanding and expanding modern business systems, urban agriculture, cooperatives and monitoring activities to increase employment opportunities and better income, as well as provide reliable products and services to the city's residents and businesses."

### **Guiding principle (values)**

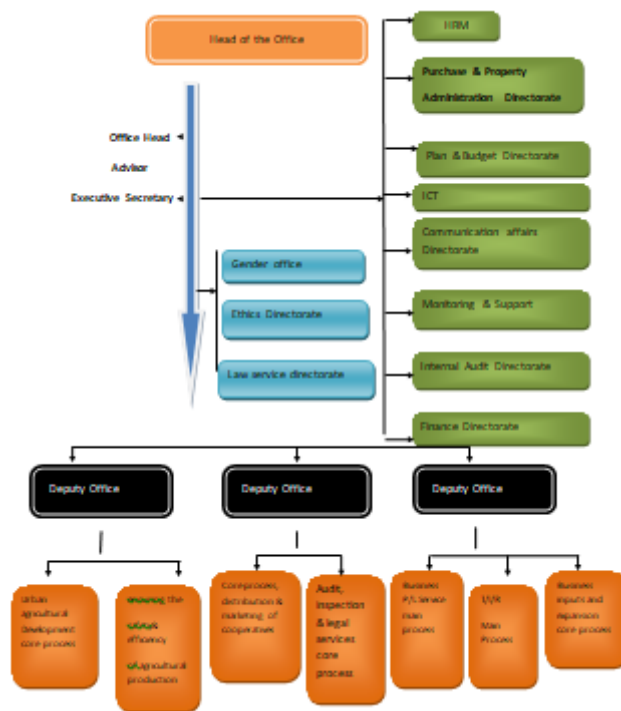
- Serving accountably and transparently
- Providing high quality service

- Being ready for change
- Guided by knowledge and goodwill
- Ensuring the benefits of private, government and the community
- Fighting rent seeking
- enhancing developmental and democratic thinking
- Serving the clients equally
- judged based on job performance only
- Being committed for the development and growth of trade, urban agriculture and cooperatives
- Always learning from practice

#### **The tasks performed by the bureau**

- Developing and managing government built shopping malls in the city
- Making the trade system fair and legal
- Making available the agriculture extension for the society, facilitating job creation and issuing certification
- Establishing cooperative associations in order to solve socio economic problems of the residents, supporting and taking care of the common resources.
- Provision of training on marketing and technical support
- Organizing and legalizing services
- provision of business plan preparation and support
- Giving registration service for business license seekers

#### **Organizational Structure of the Bureau**



**Figure 1:** The structure of the Bureau in diagram.

Source: adapted from Addis Ababa city administration trade bureau, 2019.

### **Salient obligations of the Bureau in providing services.**

The bureau intends to shift from its traditional practices of service delivery which was blamed for being too bureaucratic to user friendly approach. This shift involves:

- Participating citizens bureau's service provision affairs
- Providing a service within the given standard
- Providing full information and giving advice for service users(customers)
- Providing fair and equal service for all service seeker society
- Receiving customers complaints
- Involving customers in the bureau's performance evaluation
- Giving answers for customers complaints in written form
- Providing services based on law procedures and government policies

The involvement of the citizens in the service provision affairs is based on the fact that services are different from the production of goods which are solely done by the producers, services are co-produced with the active role of the service users, Co-production differs notably from the traditional model of public service production in which public officials are exclusively charged with responsibility for designing and providing services to citizens, who in turn only demand, consume and evaluate them.

Co-production is, therefore, noted by the mix of activities that both public service agents and citizens contribute to the provision of public services. The former are involved as professionals or "regular producers", while "citizen production" is based on voluntary efforts of individuals or groups to enhance the quality and/or quantity of services they receive

### **Duties of the Customers**

- Following the laws and procedures of the bureau
- Providing the right information(documents)
- Following and completing service pre-conditions
- Respecting the bureau's duties and laws

- The business community should operate legally based on the proclamation of trade.

### **The rights of Customers**

- To get counseling services
- Raising questions and getting answers based on the services provided
- Getting knowledge about the proclamation of trade
- Giving suggestions and receiving answers for the raised questions fairly and on timely
- Raising complaints in different levels
- Participating and contributing in the bureau's plan and feedback

### **Introducing complaint-handling mechanisms though:**

- Suggestion books
- Personally presenting
- Expressing one's opinion using suggestion forms
- Expressing one's opinion using suggestion box
- Office phone
- P.O.Box of the bureau
- Fax:
- Free call center:8588
- Face book address: Addis Ababa trade bureau
- E-mail
- Web site of the bureau

### **Service provided and service standards of the Bureau**

In order to accomplish its duties of providing services to the business community, the bureau established the following service standards.

Among the five major tasks that the bureau provides to its customers, this study targets three namely: commercial marketing and development, cooperative sector and urban agriculture.

### **The main process in commercial marketing and expansion**

| <b>R No.</b> | <b>The main functions performed</b>   | <b>Service provision standard time</b> | <b>Service provider bodies</b>                     | <b>Customers who receive the services</b>  | <b>Preconditions expected from customers</b> |
|--------------|---|--|--|--|--|
| 1            | awareness creation activities through television, magazine, brochures & other media | 288minutes<br>Quality 100%             | Urban trade bureau, sub city & woreda trade office | Merchants, manufacturing associations, government organizations & the consumer community |  |
| 2            | Strengthening trade   | Time 40 hours                          | Urban trade  | New & existing   | ✓ Initiating request for the                 |

|   |  |                    |  |  |   |
|---|--|--------------------|--|--|---|
|   | organizations  | Quality<br>100%    | bureau<br>& sub<br>city<br>trade<br>office                   | associations   | service   |
| 3 | Creating<br>market<br>networks   | Time<br>800hours   | Urban<br>trade<br>bureau                                     | New&<br>existing<br>associations                             | ✓ Initiating<br>request for the<br>service<br>Provide the<br>type, quantity<br>& price of<br>service or<br>product they<br>work to be<br>networked<br>through<br>written form |
|   |  | Quality<br>100%    |  |  |   |
| 4 | Giving<br>Professional<br>and technical<br>support                                   | Time<br>23.5hours  | Urban<br>trade<br>bureau<br>& sub<br>city<br>trade<br>bureau | New&<br>existing<br>associations&<br>the consumer<br>society | ✓ Initiating<br>request for the<br>service  |
|   |  | Quality<br>100%    |  |  |   |
| 5 | Building new<br>shopping<br>malls &<br>organizing &<br>giving<br>support to<br>build | Time<br>1096hours  | Urban<br>trade<br>bureau<br>& sub<br>city<br>trade<br>office | Legal<br>merchants   | ✓ Initiating<br>request for the<br>service  |
|   |  | Quality<br>100%    |  |  |   |
| 6 | Conducting<br>research on<br>market<br>demand &<br>supply                            | Time 652<br>hours  | Urban<br>trade<br>bureau                                     | ---  | ---   |
|   |  | Quality<br>100%    |  |  |   |
| 7 | Completing<br>& managing<br>the internal<br>organization<br>of existing<br>malls     | Time<br>64hours    | Urban<br>trade<br>bureau                                     | ---  | ✓ Initiating<br>request for the<br>service  |
|   |  | Quality<br>100%    |  |  |   |
| 8 | Licensing &<br>upgrading<br>trade fares<br>and bazaars                               | Time 40<br>minutes | Urban<br>trade<br>bureau                                     | New&<br>existing<br>associations                             | ✓ Initiating<br>request for the<br>service<br>Providing<br>legally<br>renewed trade<br>license  |
|   |  | Quality<br>100%    |  |  | ✓ Pay a<br>service charge<br>of 300 birr.   |

**Table 1:** service standards in commercial marketing and expansion.

Commercial marketing and expansion is one of the main tasks of the Bureau which is broken down in eight sub-functions which the bureau performs every day.

Source: adapted from Addis Ababa city administration trade bureau, 2019

### Services provided in the Cooperative Sector

| R No. | The main tasks to be performed                              | Service provision | Service provider body     | Customers who            | Preconditions expected from  |
|-------|---|-------------------|---------------------------|--------------------------|--|
|       |   | Standards         | /office/                  | Receive the service      | Customers  |
| 1     | verification of registration & legal entity                 | Time<br>44hours   | Trade bureau<br>Co/Se/A/O | Cooperative associations | Initiating request for the service   |
|       |   | Quality<br>100%   | Marketing main process    |                          |  |
| 2     | Survey service to organize trades                           | Time<br>200hours  | Trade bureau<br>Co/Se/A/O | Cooperative associations | Identify a written request with the name & signature of at least ten members & the sector or service to be organized in order to form cooperatives |
|       |   | Quality<br>100%   | Marketing main process    |                          |  |
| 3     | Capacity building   | Time<br>138hours  | Trade bureau<br>Co/Se/A/O | Cooperative associations | ✓ Requesting training needs  |
|       |   | Quality<br>100%   | Marketing main process    |                          | ✓ Providing a list of names & supporting evidence of the members to be trained   |
| 4     | Data documentation service                                  | Time<br>96hours   | All from center-woreda    | ---                      | Data handled in a good quality   |
|       |   | Quality<br>100%   |                           |                          |  |
| 5     | Distributing manuals & instructions & developing procedures | Time<br>48hours   | Trade bureau<br>Co/Se/A/O | Cooperative associations | ---  |
|       |   | Quality<br>100%   | Marketing main process    |                          |  |



|    |  |                   |                           |                          |                                    |
|----|--|-------------------|---------------------------|--------------------------|------------------------------------|
| 6  | Facilitating training                        | Time<br>49hours   | Trade bureau<br>Co/Se/A/O | Cooperative associations | Initiating request for the service |
|    |  | Quality<br>100%   | Marketing main process    |                          |                                    |
| 7  | Providing marketing &                        | Time 520<br>hours | Trade bureau<br>Co/Se/A/O | Cooperative associations | Initiating request for the service |
|    | Financial services                           | Quality<br>100%   | Marketing main process    |                          |                                    |
| 8  | Identifying & approving project arrangements | Time<br>136hours  | Trade bureau<br>Co/Se/A/O | Cooperative associations | Initiating request for the service |
|    |  | Quality<br>100%   | Marketing main process    |                          |                                    |
| 9  | Conducting market research                   | Time<br>160%      | Trade bureau<br>Co/Se/A/O | Cooperative associations | Initiating request for the service |
|    |  | Quality<br>100%   | Marketing main process    |                          |                                    |
| 10 | Promoting products and                       | Time<br>40hours   | Trade bureau<br>Co/Se/A/O | Cooperative associations | Initiating request for the service |
|    | Services survey                              | Quality<br>100%   | Marketing main process    |                          |                                    |

**Table 2:** Service standards in cooperative sector.

Source: adapted from Addis Ababa city administration trade bureau, 2019

**Services provided by Urban Agricultural Sector**

| R No. | The main tasks to be performed | Service provision | Service provider body | Customers who             | Preconditions expected             |
|-------|--------------------------------|-------------------|-----------------------|---------------------------|------------------------------------|
|       |                                | Standards         | /office/              | Receive the service       | From customers                     |
| 1     | Develop a business plan &      | Time<br>496hours  | Urban trade office    | Unemployed urban dwellers | Initiating request for the service |

|    |   |                |  |  |   |
|----|---|----------------|--|--|---|
|    | package for job creation opportunities      | Quality 100%   |  | interested to participating in urban agriculture                             | Those who have no place to work                               |
| 2  | providing training                          | Time 256hours  | Urban trade office & sub city trade                | Manufacturers, investors & farmers engaged in urban agriculture              | Initiating request for the service                            |
|    |   | Quality 100%   | development office                                 |  |   |
| 3  | Conducting awareness Creation & promotion   | Time 872hours  | Urban trade office, sub city & woreda trade office | The community that benefited from urban agriculture                          | Fully volunteer   |
|    |   | Quality 100%   |  |  |   |
| 4  | Providing professional & technical support  | Time 30minutes | Urban trade bureau/at the center/                  | The community that benefited from urban agriculture                          | Telling to the professionals about their problems & practices |
|    |   | Quality 100%   |  |  |   |
| 5  | Diagnosis of animal pathogens               | Time 191hours  | Urban trade bureau                                 | Producers, investors, farmers and the Community engaged in urban agriculture | Initiating request for the service                            |
|    |   | Quality 100%   |  |  | Paying fee  |
| 6  | Providing veterinary Vaccination services   | Time 40minutes | Urban trade bureau, sub city & woreda trade office | Producers, investors & farmers engaged in urban agriculture                  | Initiating request for the service                            |
|    |   | Quality 100%   |  |  | Paying fee  |
| 7  | Providing professional advice in the office | Time 30minutes | Urban trade bureau, sub city & woreda trade office | the community that benefits from urban agriculture                           | ----  |
|    |   | Quality 100%   |  |  |   |
| 8  | Provide early detection service             | ----           | ----   | ----   | -   |
| 9  | Slaughterhouse hygiene Control              | Time 1hour     | Meat inspection service case team                  | Abattoirs enterprises, butchery shops & private users                        | Initiating request for the service                            |
|    |   | Quality 100%   |  |  | Paying fee  |
| 10 | Post-mortem examination                     | Time 5hours    | Meat inspection                                    | Abattoirs enterprises,   | Request on interest and                                       |

|    |   |                  |   |   |   |
|----|---|------------------|---|---|---|
|    | Service   | Quality<br>100%  | service case<br>team  | butchery shops<br>& private<br>users                              | fill out a form   |
| 11 | Skin & skin<br>quality control at<br>slaughterhouses                              | Time<br>8 hours  | Meat<br>inspection<br>service case<br>team                                      | Abattoirs<br>enterprises,<br>butchery shops<br>& private<br>users | Slaughter the<br>animals at a<br>slaughterhouse<br>to get the<br>service                      |
|    |   | Quality<br>100%  |   |   |   |
| 12 | Qualification of<br>animal & animal<br>products<br>organization                   | Time<br>14hours  | Urban<br>agricultural<br>sector<br>qualification<br>and                         | Engaged in the<br>livestock and<br>animal<br>products<br>sectors  | Compliance<br>with their<br>organization<br>in accordance<br>with<br>established<br>standards |
|    |   | Quality<br>100%  | Supervision<br>case team in<br>business<br>urban                                |   |   |
|    |   |                  | agriculture<br>process  |   |   |
| 13 | Verification &<br>supervision of<br>private clinics &<br>veterinary<br>pharmacies | Time<br>11 hours | Urban<br>agricultural<br>sector<br>qualification<br>&                           | Animal health   | Compliance<br>with their<br>organization<br>in accordance<br>with<br>established<br>standards |
|    |   | Quality<br>100%  | Supervision<br>case team in<br>business<br>urban                                | clinics   |   |
|    |   |                  | agriculture<br>process  | Veterinary<br>stores  |   |
| 14 | Efficiency &<br>control of plant &<br>plant products                              | Time<br>14hours  | Urban<br>agricultural<br>sector<br>qualification<br>&                           | Those engaged<br>in the field of<br>plant & plant<br>products     | Compliance<br>with their<br>organization<br>in accordance<br>with<br>established<br>standards |
|    |   | Quality<br>100%  | Supervision<br>case team in<br>business<br>urban                                |   |   |
|    |   |                  | agriculture<br>process  |   |   |
| 15 | Issuance of<br>competence<br>Certification  | Time<br>2hours   | The main<br>process of<br>ensuring the<br>safety of<br>agricultural<br>products | Individual<br>beneficiaries                                       | Go & see the<br>place   |
|    |   | Quality<br>100%  |   |   | Paying fee  |

**Table 3:** service standards in urban agriculture.

Source: adapted from Addis Ababa city administration trade bureau, 2019.

In the following section, the data collected, including demographic information, are discussed and analyzed in order to show the practices and challenges of citizen charter implementation in the study area.

### Sex and Age of Respondents

The study was conducted based on 40 sample customers of the bureau as walk-in clients. From the total 40 sample customers 35(87.5%) of the respondents were male and the rest 5(12.5%) of the respondents were females. As presented in the table 4, the highest number of respondents age group is categorized between 31-40(65%),10(25%) of the respondents were categorized as above 40, and 3(7.5%) of the age group categorized as 21-30 and the remaining 1(2.5%) of them were categorized as the age group under 25. See table

### Demographic Characteristics of the respondents

The study sought to find out the participants gender and age bracket.

| No. | Demographic Characteristics | Particular | Number of Respondents | Percentage |
|-----|-----------------------------|------------|-----------------------|------------|
| 1   | Sex                         | Male       | 35                    | 87.50%     |
|     |                             | Female     | 5                     | 12.5       |
|     |                             | Total      | 40                    | 100        |
| 2   | Age Category                | Under 25   | 1                     | 2.5        |
|     |                             | 21-30      | 3                     | 7.5        |
|     |                             | 31-40      | 26                    | 65         |
|     |                             | Above 40   | 10                    | 25         |

**Table 4:** demographic information of the respondents.

### Educational Background

From the table 5.below, one can generalize that out of the total respondents 20(50%) of thus respondents educational level is diploma from TVETs and other educational institutions. On the other hand 15(37.5%) are from secondary schools and the rest 5(12.5%) of the respondents are with the education level of degree and above. Therefore, most of the customers of the bureau were, in advance educational level in order to understand the service provided by the bureau.

| Educational Level   | Frequency | Percentage |
|---------------------|-----------|------------|
| Illiterate          | ----      | ----       |
| Reading and Writing | ----      | ----       |
| Primary School      | ----      | ----       |
| Secondary School    | 15        | 37.5       |
| Diploma             | 20        | 50         |
| Degree and above    | 5         | 12.5       |

**Table 5:** educational Background of the respondents.

### Knowledge of the citizens charter

Another objective of the citizen charter is to create customers' awareness on the charter and its goals. In order to determine whether it was able to create the intended clients' awareness about the presence of the client charter, respondents were asked to state the level of their knowledge of the presence of the charter.

The question was asked to assess the people whether they have known or not that the bureau of trade introduced a document called citizen charter. The study found that among the total respondents 36(90%) of them mentioned they do not know about the charter and the rest 4(10%) of respondents have heard about the charter.

| Do you know about the citizen charter of the bureau? | Frequency | Percentage |
|--|-----------|------------|
| Yes  | 4         | 10         |
| No   | 36        | 90         |

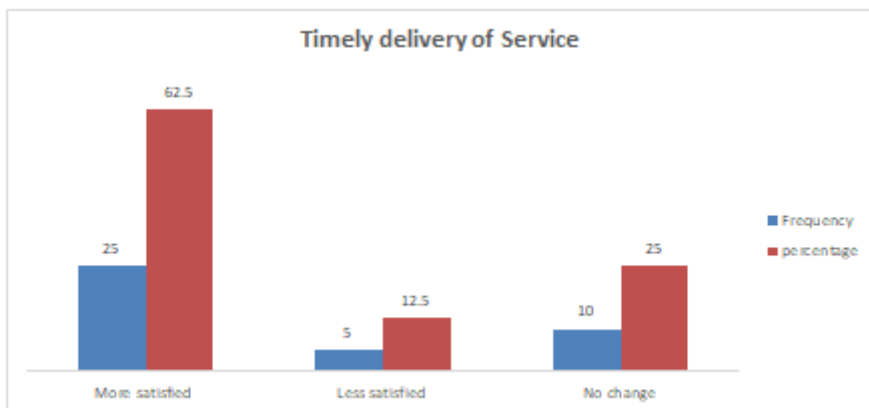
**Table 6:** Knowledge about the charter.

**Timely delivery of Services**

There is an increasing trend in the level of satisfaction and the timely delivery of services. There is much difference between those who have high level of satisfaction with services but not much satisfied with the time taken to deliver the services. Among those who have high level of satisfaction with the bureau of Addis Ababa city government job creation enterprise, 25(62.5%) are more satisfied and 5(12.5%) of the respondents were less satisfied with the time taken to deliver the services after implementation of the charter. The rest 10(25%) of the respondents believed that there is no change in time taken to deliver the service. According to the below table 3.7.we can conclude that more timely the service more is the satisfaction with the services provided by the bureau. One of the goals of cc is to reduce time to shorten the service process.

| Level of Satisfaction | Frequency | Percentage |
|-----------------------|-----------|------------|
| More satisfied        | 25        | 62.5       |
| Less satisfied        | 5         | 12.5       |
| No change             | 10        | 25         |

**Table 7:** Timely delivery of service.



**Figure 2:** Timely Delivery of services graphs.

**Customers' views about complaint handling**

The working on compliant system is necessary to know the citizens view and perceptions on the delivery of services which may

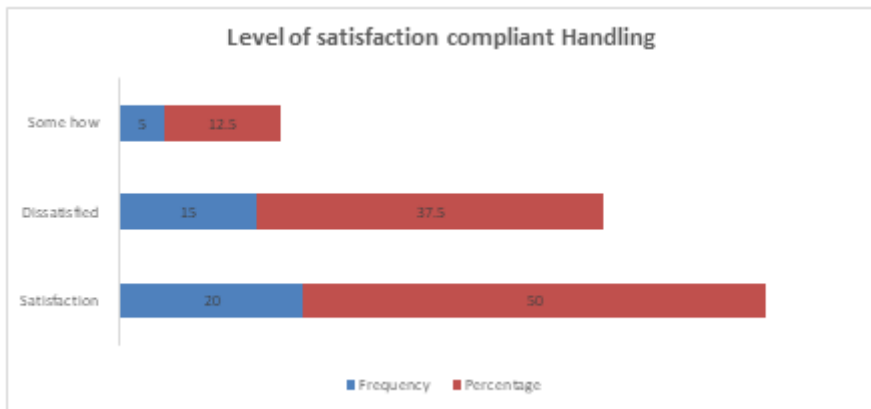
help to improve the quality of municipal services. As table 3.7 shows that the analysis of respondents opinion on the complaint handling system of the Addis Ababa city administration trade bureau, it has been found that 20 respondents (50%) of them are satisfied, 15 (37.5%) of the respondents were dissatisfied and the rest 5 (12.5%) of the respondents are somehow satisfied.

| Satisfaction level | Frequency | Percentage |
|--------------------|-----------|------------|
| Satisfaction       | 20        | 50         |
| Dissatisfied       | 15        | 37.5       |
| Some how           | 5         | 12.5       |

**Table 8:** Level of satisfaction on Compliant Handling.

### Satisfaction of service to customers is very important for the service providers.

One important element of a 'good' citizen's charter is a functional grievance redress mechanism. This pertains to the system by which the organization seriously responds to complaints lodge in their office. The satisfaction of the customer is not fully attained by accomplishing the procedures set in the complaint mechanism; the action of the organization on the submitted complaint is what the clients are after for. Remedies for inaction, sub-quality service, delay or whatever is important to clients as this affects the trust and confidence of the public towards the city government in general and the civil servants in particular.



**Figure 3:** Level of satisfaction in compliant handling.

The bureau must communicate its services and their respective expected standards and what shall be the client's duty in accessing the service. On the other hand, the clients also must communicate their feeling of satisfaction or dissatisfaction with the services to the bureau for remedial actions.

Moreover, to facilitate the grievance handling process the bureau should include the following important information in the charter.

- 1) When (i.e. under what circumstances) to complain;
- 2) Where to lodge complaint (name and address of office);
- 3) Designation of Nodal Officer (grievances);
- 4) How to complain (format of complaint);
- 5) Time limit for response;
- 6) Assurance of action taken provided to complainant; and
- 7) Acknowledgment given.

### Challenges in Implementing the Citizen Charter of the Bureau



The implementation of the citizen charter is hindered by multiple problems ranging from internet interruptions to low employees' commitment. Some of these problems are stated below:

- Frequent power and internet interruptions
- lack of awareness, lack of management seriousness, budget constraints, culture, poor time management, people demand a lot than CC,
- employees change resistant mind set,
- poor working environment/conditions,
- inadequacy of office facilities,

The organizational culture of sustaining newly introduced procedures, systems, and reform tools will impact the effectiveness of the charter. In the Ethiopian context, this might be the major bottleneck that the charter implementation faces.

The experience the public sector has in designing effective communication strategies might also be another challenge. After years of service delivery reform in Ethiopia, only few organizations made accessible their charters online. A charter has no value unless it is well communicated on wider media outlets namely online access.

So though the public service delivery system has been improved compared with the past, still it is not up to the expected standards. This could be attributed to the absence of a serving mentality, a lack of information about service standards and requirements, and poor grievance handling and redress mechanisms.

## **CONCLUSION AND RECOMMENDATIONS**

### **Conclusion**

The major issues repeatedly addressed by employees include lack of incentive for those who perform better, lack of follow up as to identify the achievements and challenges. The reform objectives and its importance is pronounced by government official in all media. But the impact of the reform in terms of its efficiency, effectiveness and customer satisfaction are not systematically evaluated. The parody is that service delivery reform initiative is over told by government official as part of the three pillars the government plans to achieve. Good governance, development and peace. The rhetoric and the reality are not in congruence.

The main aim of this study is to assess the achievements and challenges of the implementation of citizen's charter in the Addis Ababa city administration trade bureau. In order to make the study effective both primary and secondary data were employed. The citizen's charter announces the public about the services provided by the public institutions. The citizen's charter includes information about the type of services, standards of services provision, the rights and duties of customers and employees, mechanisms of compliant resolution.

Although a Citizen's Charter has been implemented by trade Bureau, it seems to be a procedural formality rather than an opportunity to introduce organized framework to boost quality of service delivery and enhance accountability. The study found that there were serious lapses in the implementation of the Citizen's Charter ranging from poor advertising to implementation, timely updates and evaluation. The net outcome is that end-users lack the awareness to apply for redress their grievances in time bound manner. It is perceived that only when these roadblocks are addressed, the spirit of a Citizen's Charter would yield the desired results.

Internalizing the essence and the necessities of the charter approach before rushing to announcing the citizens' charter should come first. The bodies of literatures indicate that implementation of the civil service reforms in Ethiopia faced lack of properly integrated and sequential approach (Mesfin, 2009) and inconsistency in performance evaluation system (Teka, Fiseha and Solomon, 2007). Thus, scrutinizing the success and failure of newly introduced procedures and systems in the public sector like Business Process Reengineering, Balanced Score Card, Performance Based Management and others, and of course the underlying factors is crucial.

Organizational culture or the common belief and values individuals in the organization shared are a key to introduce new system and effectively implement it. Public servants resistance to change are among the problems often cited. Addressing the causes of dissatisfaction and lack of common values like creativity should be area of concern.

### **Recommendations**

Based on the above conclusions the following recommendations are suggested. In order to promote and introduce efficient and effective objective of the charter and to address the problems in implementation of the charter, the following suggestions are recommended based on the findings.

First customer empowerment begins with the orientation about the intention of the reform and its outcomes. This should take place before reform implementation. There is no evidence that such orientation was given in the city prior to the implementation.

The citizens' charter should be simple, easy and clear to understand by all levels of the stakeholders. The bureau should create awareness for the service users about the charter, uses of the charter, its implementation, the rights and duties through the mechanisms such as mass media, printed media, brochures and meetings.

Proper training program should be arranged for the employees and officials of the bureau on the citizen's charter for the charter's proper implementation.

The other most important issue is related to informing the customers about the charter. to this effect, the office should make apparent the way customers can contact an organization and get further information about a particular service, make sure the information is easily accessed and easy to understand, explain how an organization is setting up for further improvement, guarantee customers that they will receive a fair service, if there is any applicable legislation and make sure that the publication and review date is clearly visible, ensure that the content remains current and clearly be written.

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