

# Citizen Charter in Ethiopia: The Case of Addis Ababa and Dire Dawa City Administration

Mekonen Kassahun(PhD)

Ethiopian Civil Service University, Public Sector Reform Research Center

## Abstract

As one instrument to improve service delivery in the public sector, citizens' charter was introduced by "New Public Management theoreticians". In Ethiopia citizens' charter was implemented as one component of the civil service reform program BPR. The introduction of this charter was aiming to improve the government service delivery and to increase the satisfaction of citizens. Owing to this, the study investigates the role of citizens' charter in enhancing citizens' satisfaction and citizens' participation in Addis Ababa and Dire Dawa selected government organizations. A structured questionnaire was designed and was randomly distributed to 800 respondents 400 from each city and four sectors was selected purposively based on the load of service they offer. The study employed both descriptive and inferential statistics. And it was found out that the overall satisfaction of citizens due to the introduction of citizens' charter was low. Similarly service actually citizens got was low as compared to their expectations and even the status of service delivery before and after the implementation of the citizens charter was not changed and even in some case it was worse. Thus, we conclude from this analysis that introducing the citizen's charter did not brought about any improvement in service delivery and enhancing citizens satisfaction. This was because: the design and implementation of the citizens charter was not participatory, the standards set in the charter were not clear, limited awareness of both the implementers and the citizens at large and the grievance handling mechanism was very weak.

**Keywords:** Citizens' charter, citizens' satisfaction, perception, expectation

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## 1. INTRODUCTION

The latest development in the relationship between governments and its citizens is the concept of citizen's charter. The idea behind the charter is involving citizens to the actual working of government organizations. Generally, the charter basically covers all public services to ensure transparency, accountability, quality, and citizens 'choice of services among the services which were supplied by the government and services organization.(Vijende, 2013)

Charter is generally defined as a written document delivered by the government and service giving organizations and includes. **First**, a citizen's charter is a micro-concept in the sense that it is an appeal to by an organization. **Secondly**, it is as a rule, proclaimed by an organization having its day-to-day dealings and contacts with citizens. **Thirdly**, all these organizations promise rendering of services to the citizens within a specified time-frame and conforming to a certain standard(KIDJIE,2013)

Citizen's charter was first introduced in the United Kingdom in the early 1990s, and is now being used in many developing and developed countries to improve the quality of service delivery and enhance public sector management, accountability, and transparency (center for good governance, 2008).

In many countries that implement citizen's charter, the sanction behind the citizen's charter is only a matter of moral and nothing else. The proclaiming agency makes it absolutely explicit that it is not justifiable: a citizen cannot sue an organization for not abiding by its self-proclaimed standards of services embodied in a citizen's charter. The charter may; thus, be seen as only emphasizing the moral dimension of civil service accountability. But if citizens charter could be on rule based rather than moral based and the service giving organization is abides by those rules and could be sanctioned for not abiding for those rules, its power to ensure transparency, accountability and rendering quality and equitable service is likely to be significant (Rojina, 2010).

Citizen Centric Administration Of India(2009) design major principles of Citizen charter. those are: **Standards, Information and Openness, Choice and Consultation, Courtesy and Helpfulness, Putting Things Right (Correction of Errors), Value for Money (Financial Value), Availability: and Raising awareness:**

On the other hand, Center For Good Governance (2003) in its Guide for Developing and Implementing a Citizen's Charter it indicates that if citizens charter is applied properly and its base is rule based rather than moral based citizens charter would help:

- Restoring people's faith and confidence
- Ensure speedy and cheap solutions to the problems.
- Deters maladministration.,

In general, according to Center for Good Governance,(2003) the following important points should be

considering when any government organization implements citizens charter:

- A need for citizens and staff to be consulted at every stage of formulation of the Charter,
- Orientation of staff about the salient features and goals/objectives of the Charter; vision and mission statement of the department; and skills such as: team building, problem solving, handling of grievances and communication skills,
- A need for creation of database on citizens' grievances and remedy.
- A need for wider publicity of the Charter through print media, posters, banners, leaflets, handbills, brochures, local newspapers etc. and also through electronic media.
- Allocation of specific budget for awareness creation and orientation of staff, and
- Adopting of best practices.

Thus, designing effective CC (citizens' charter) requires a number of key characteristics, including writing the charter in clear and simple language; realistic and measurable performance standards; a devoted grievance redressing mechanism; and an effective public relations strategy to increase users' awareness about the CC. If designed and implemented correctly, CCs have the potential not only to foster greater public satisfaction with a government's performance, but also minimize corruption-related risks and provide benchmarks that stakeholders can use to monitor government's performance in the area of service delivery( CITIZEN CENTRIC ADMINISTRATION OF INDIA,2009)

From the government's side, CCs are a useful way to improve service delivery processes, monitor effectiveness, and improve overall performance. CCs are also important because they simultaneously strengthen both the supply of and demand for good governance, thereby reducing opportunities for corruption and enhancing the quality of service delivery (CCA INDIA, 2009).

However, public service delivery in most of the developing countries is characterized of being ineffective, cumbersome, too much procedural, costly, and red-taped and in-transparent. Even though public services should focus on what the customer want rather than what providers are prepared to give, public servants did not necessarily as servants of people but rather as masters (Josiah Obegi et.al 2013). Similarly citizens do not have information on how and where to obtain public services. Therefore developing countries governments including Ethiopia are trying to overcome those problems by means of introducing several reforms programs including CC.

Just like other developing countries the Ethiopian bureaucracy is also organized the same as Weberian model of bureaucracy-including hierarchy, rules and regulations (Scott, 2003,) which are being criticized for non performing characteristics. It has been almost a two decade Ethiopia introducing formally the public service reform programs by publicizing public services delivery to its people through a planned and dynamic manner. However public service delivery system in most cases remained below expectation. Still, people have to suffer and did not satisfy because of lack of information, bureaucratic procedures and attitudes. In Ethiopia today citizens are aggressively cautious demanding transparency in all administrative transactions. Corruption and rent seeking behavior in recent years, has negative effect on both efficiency and national morality. Ethical behavior of the civil servants and government officials is below the expectation of the people. The people were demanding real action of the government over, openness, transparency, and accountability of the civil servants and government officials. Finding of the recent national good governance research confirm all these issues of concern.

Owing to this, the government recently shifts away from inward-looking, bureaucratic systems, processes, and attitudes, towards new ways which prioritize the needs of the public first, in a better, faster, and more responsive manner. One of those reform programs that try to address those situations is the introduction of Business Process Reengineering (BPR), in February 2012. After that the Ethiopian Ministry of Civil Service announced officially the launch of Citizens' Charter and ordered every government organizations to develop their own (Nigussa, 2014).

The Ethiopian government try to implement the Citizen Charters (CCs) by making an agreement between citizens and service providers and it clearly codify expectations and standards in the sphere of service delivery. Though this initiative of CC has been widely adopted by many federal, Regional and local institutions, as to the understanding of the researcher as one of the implementers of the charter there is no legal and social mechanism put in place to monitor the effectiveness of its implementation.

Therefore, this study examines: the level of citizen's satisfaction due to the introduction of citizens' charter, the practices, and challenges of implementing the CC in Addis Ababa and dire Dawa city administration selected service giving organizations and come up with important findings that can enhance and utilize CC which is vital for ensuring good governance and enhance citizen's satisfaction.

## 2. Materials and Method

In order to improve the reliability of the result this research employs mixed research method where both qualitative and quantitative were concurrently triangulated. Both primary and secondary data have been collected

in order to address the intended objective of the research. The primary data were collected through structured questionnaires' and key informant interview, whereas the secondary data were collected from documents and the respective organizations citizen charter.

The total number of samples respondents employed for this research is 800, of which 400 from Addis and the other 400 from Dire Dawa city administration office of Finance, Trade, land, and tax. The total number of samples for each city was equally divided among sectors which means 100 from each sector. Sectoral wise the number of samples was 200 for Trade, 200 for Finance, 200 for Land, and 200 for Tax.

Before starting data analysis the data were edited, coded, tabulated, and classified according to research objectives and questions of the study. Then the data were analyzed using both descriptive (frequency, percentile, measure of central tendency and variation) and using analytical method by applying latent variable model and various tests of significance.

In this study citizens' satisfaction was taken as dependent variable that depended on the independent variables. The dependent variable Customer Satisfaction Index was a weighted average of three questions, which were in ordinal scale and converted to a 0-100 scale for reporting purposes. The three questions that measure customers satisfaction are: overall satisfaction, satisfaction compared to expectations, and satisfaction compared to satisfaction before the introduction of the citizens' charter.

The independent variables are categorized into three constructs namely; improved service delivery, procedural clarity and grievance handling mechanism and were captured through different items such as cost, time taken to get service, responsive behavior to citizens; changes in organizational culture and management practices; and granting of greater authority to public sector managers, and moving decision making process closer to the point of delivery.

### **3. RESULT AND DISCUSSION**

#### **3.1. Analysis of the Citizens' Charter Documents and Its Level of Implementation**

In Ethiopia Citizens Charter was introduced in 2012, by Ministry of Civil Service and ordered all government organizations to develop their own by setting service standards in consultation with employees and service users. However, many organizations did not set their own standards based up on their specific characteristics, rather there has been a practice of copying from other organization which make it; their standards irrelevant, many activities were not incorporated, and the time span and the quality standards ambiguous to measure. Thus, the citizens charter and its service standards lacks relevance, did not incorporate activities ,and lack specificity, it make hard to achieve the intended objective.

Even though, the implementation of the charter in Ethiopia brings some positive result in some organizations, the overall result of the implementation of CC is far from what is expected. The main reasons raised by respondents for the failure are; unable to monitor organization's actual performance against these charter's standards, capacity problem; lack of commitment of officials, lack of integration among different departments; in adequate participation and consultation of citizens, absence of servant mentality from the service providers', lack of accountability, information asymmetry and not reliable standards and requirements, are some of them.

As per the majority of the respondents (about 69%) in both cities, the Citizen Charters were not formulated through a consultative process and service providers were not also familiar with the philosophy, goals, and main features of the Charter. The main reason raised by those respondents for citizens and service provides not being familiar with charter was that; lack of adequate publicity to the Charter; the Charters was only in the early stages of implementation; and no funds were allocated specifically for creating awareness of the CC. The other problem which is related to designing and implementing the charter as it was indicated by the majority of the respondents (63%) was that, the organization implemented the charter was not by their own initiative rather they are forced to implement it by higher authorities.

According to different theories, for any charter to succeed, the employees responsible for its implementation should have proper training and orientation, as the Charter cannot be expected to be delivered by a workforce that is unaware of the spirit and content of the Charter. However, 75% of the employees' included in the survey said that they did not take any training at all and those who take training also questioned its appropriateness. Even those persons who are relatively familiar with the citizen charter are frequently transfers and reshuffle during the crucial stages of formulation/implementation of a citizens' charter in the organization, and this severely undermined the effectiveness of the implementation of the CC.

Some other respondents (42%) also raised that the service standards especially time and quality indicators of the service set in the citizen's charter were either too short or too long and were unrealistic and created an unfavorable impression on the clients of the CC. Furthermore, in almost all the organizations the importance of information provision in a proactive manner is not clearly articulated except in the Information Facilitation Counters, and the charters did not clearly indicate how citizens can get information. Consequently, majority of respondents (about 68%) mentioned that even those organizations have grievance handling mechanism, but they

did not put it clearly the timeframe for redressing the citizens' grievances and did not clearly specify points related to a regular review and analysis of grievances received and incorporate it in the Charter itself.

The other important point raised by respondents is related with revision and amendment of the CC. With this regard majority of the respondents (about 76%) indicate that, there is no any mechanisms to review the charter and the organizations' did not allow citizens to give suggestions in order to review the document and even when they collect suggestions from the citizens they did not use it as input for improving the charter. The charter document also did not clearly indicate when to review of the Charter. Even though it is required to revise frequently in the rapidly changing organizational environment, the existing charter in those organizations were designed in 2012, and still there was no review made, implied that the charter himself did not reflect the true picture of the organization. The main reasons for not reviewing the charter frequently is; insufficient officials' commitment and lack of clear understanding on the CC.

### 3.2. Analysis of Citizens' Satisfaction

Satisfaction has a lot to do with citizens' outlook towards a service provider, or an emotional reaction to the difference between what citizens' expectation and what they actually receive, regarding the fulfillment of some need, goal or desire (Hansemark and Albinsson, 2004). Owing to this research tries to measure the satisfaction of citizens with the services they get by gathering data from customers on the following questions (each rated on a 1-5 likert scale):

- What is your overall satisfaction with the service you got?
- To what extent the service you got met your expectations?
- How do compare the service you get before and after the introduction of citizen's charter?

#### 3.2.1. Overall Satisfaction

As the secondary data indicate most organizations included in this study evaluate the implementation of charter and made an assessment on the satisfaction of the citizens. But the result they obtained and report to higher officials and to the public was completely different form the public perception on those organizations service. This divergence leads customers' to loss their confidence on those organizations and this in turn debases credibility of those organizations.

The survey data which is presented in Table 3.1. below also indicate citizens are not satisfied with given level of service as majority of the respondents (72.7%) are either dissatisfied or highly dissatisfied

**Table: 3.1: Overall Citizens Satisfaction**

	Frequency	Percent
Highly satisfied	25	3.2
Satisfied	108	13.84
Neutral	80	10.26
Dissatisfied	355	45.51
Highly dissatisfied	212	27.19
Total	780	100

(Source: Survey results , 2020)

In order to compare this survey level of satisfaction with that of level of satisfaction computed by the respective organization this research calculated citizens' satisfaction using the balance statistics and the result revealed that citizens' satisfaction in Addis Ababa was 46.75% and the corresponding figure for Dire Dawa was 33.51%. When we compare those figures with that of citizens' satisfaction reported by the selected organizations it shows huge gap.

#### 3.2.2. Expectations Vs. actual service

In order to capture what citizens expect and its difference with what actually got respondents are asked had to answer the following question with its 5 –scale alternatives:

*"To what extent has the service actually you get met your expectations?"*

And the result which was presented as in Table 3.2 below indicate that majority of the respondents( 85.66%) rate the current service either worsen than or much worse than what they expect. Consequently when we compare the respondent's expectation with that of the service they got it was below with that of their expectation.

**Table 3.2: Expectations Vs Actual service**

	Frequency	Percent
Better than expectation	15	1.92
<b>Equal to expectation</b>	46	5.88
<b>Neutral</b>	51	6.54
Worse than expectation	467	59.87
<b>Much worse</b>	201	25.79
Total	780	100

(Source: Survey results, 2020)

### 3.2.3. Current service Vs before CC

In order to capture the overall citizens' satisfaction with the service they got after the introduction of CC, respondents were asked the following question:

*"What is your overall satisfaction on the service you get after the introduction of CC?"*

And the result was presented in Table 3.3 below revealed that the service they got before and after the introduction of CC didn't indicate that much difference since majority of the respondents or 64.5 % rate it close to before the introduction of the citizen charter. On the other hand the test conducted on the overall satisfaction of citizens after the introduction of CC was negative and significant at 5% significant level. And this shows that the introduction of CC do not brought any improvement in the level of satisfaction of citizens'.

**Table 3.3: Current service Vs. before CC**

	Frequency	Percent
Better than to before CC	26	3.3
Close to before CC	138	17.69
Neutral	78	10
decline from before CC	311	39.87
Highly decline from before CC	227	29.14
Total	780	100

(Source: Survey results 2020)

### 3.4. Factors that determine Citizen's Satisfaction Due to Introduction of CC

As indicated in the preceding sections, the variables which can enhance the level of citizens' satisfaction due to implementation of citizens charter are grouped into three constructs namely : improvement in service delivery, charters procedural clarity and grievance handling mechanism. These concepts was analyzed through simple description, and cross tabulation with the level of satisfaction.

Besides, to capture the effect of those independent variables on citizens' satisfaction and understand their extent of correlation with the dependent variable spearman correlation coefficient is employed. But, since the independent variables were latent variables, it was impossible to observe them directly rather respondent's perception can be inferred from the given observed items. And similarly those observed items may not have any structural connection between them, which means there was lack of causal relationship rather they co-vary together because of their common causes. Due to those reasons identifying factors that affect citizens satisfaction was not possible because the independent variables were latent variables. Therefore assessing and determining the dimensionality of the independent variables would be the prior condition in order to identify which factors to employ in this analysis.

As it is indicated in Table; 3.5, 3.7 ,and 3.9 below, the dimensionality was determined using Mokken scaling method. Using this method the result revealed that there was a common scale among the question, because the overall  $H_i$  scale for all the categories was above the threshold level 0.3. Thus, it was possible to continue the analysis with those three concept/ factors that are assumed to determine the satisfaction of citizens'.

On the other hand, when we evaluate the scale on individual item basis, we can clearly reject the idea that citizens view all the items in the same way since some items do not have  $H_i$  scale above the threshold level of 0.3. The Tables mentioned above results show that, it is possible to separate items that share a common cause within the categories which have  $H_i$  greater than 0.3 and items which have  $H_i$  less than 0.3. Similarly the result allows us to reject the statement; responses to all items are caused by a single underlying concept because all items did not pass the Mokken test result which is  $\rho$  greater than 0.7. Therefore, this results shows us that the correct unit of analysis for this research is at the concept level, and not at the item level (individual question level).

#### 3.4.1 Improved service delivery

The introduction of citizens' charter is basically assumed to improve the quality and the deliverance of services in the selected cities. Owing to this, in order to analyze the level of improvement in service delivery respondents were given a general statement with 5 point likert scale alternatives which states



*"After the introduction of citizen's charter service delivery in the organization has been improved."*

But as it was indicted in Table 3.4 below majorities of the respondents (76.54%) in Addis and 60.05% in Dire Dawa either disagree or strongly disagree with the given statement. When we compare between those cities the situation was bad in Addis than in Dire Dawa. Thus, we can conclude that CC charter did not meet its objective. The main reason for the introduction of CC fails to improve the service delivery as expected is because of; citizens were less aware with charter purpose and importance, and citizens' lack of interest to push the respective organizations to apply the stated standards in CC.

**Table 3.4: Improvement in service delivery**

Item	Addis Ababa		Dire Dawa	
	Frequency	Percent	Frequency	Percent
Improve service delivery				
Strongly agree	10	2.55	17	4.38
agree	52	13.26	92	23.71
Neutral	30	7.65	46	11.86
disagree	182	46.43	165	42.53
Strongly disagree	118	30.11	68	17.52
Total	392	100	388	100

(Source: Survey results 2020)

On the other hand, in order to capture the factors that are assumed responsible for improvement service delivery, 13 items are include in the survey. According perception of the respondents and the scale result presented in Table 3.5 below only two items: citizens' confidence on the charter with  $H_i$  result 0.19 and Responsiveness to citizens' needs and requirements with  $H_i$  result = 0.14 have low relationship with this concept Improvement in service delivery. This implies that, their role in improvement of the service delivery in the respective organizations is negligible. On the other hand, even though all the remaining items have better role in improving the service delivery, but the role of continuous measurement of track on progress and reduce complaint prone areas with mean value 2.39 and making the services and their standards as described in the charter are in accordance with expectations of citizen with mean value 2.60 have relatively better contribution on enhancing the service delivery.

**Table 3.5:**

Scale Item	Mean	Scale 1
<b>Improved service delivery,</b>		
time it takes to get services is reasonable	1.17	0.31
service is delivered within the stipulated time	1.43	0.35
Service provisions have become more punctual and timely	1.55	0.38
Citizens' confidence has increased	1.79	0.19
Responsiveness to citizens' needs and requirements has increased	1.82	0.14
employees/officials are Prompt and Efficient	1.87	0.34
Employees/officials serve the interests of citizens instead of their own personal interests.	1.54	0.50
employees/officials are Helpful	1.62	0.46
employees/officials Friendly in dealing with citizens	1.82	0.38
employees/officials Treat all citizens equally irrespective of people' status, social rank,	1.94	0.33
employees/officials Reliable and trustworthy	2.03	0.19
CC provision help to facilitate in dealing with citizen	2.03	0.36
measure and track the progress on improvements required and reduce complaint prone areas	2.39	0.39
services and their standards as described in the charter are in accordance with expectations of citizen	2.60	0.35
Overall scale coefficient (H)		0.38
The overall Mokken result (rho (p))		0.56
n		780

(Source: Survey results, 2020)

In order to capture the relationship between improvement in service delivery and citizens' satisfaction partial correlation analysis was conducted. And, when observe the Spearman correlation coefficient it indicates as there is significant positive relationship at 5% significant level between improvement in service delivery due the introduction of CC and citizens satisfaction. Therefore according to the respondent citizens' perception, we can conclude that when the selected organizations try to improve their service through time, citizens satisfaction level will improve from time to time.

### 3.4.2. Procedural clarity

Procedural clarity in this study relates to, the awareness of citizens' and civil servants about the introduction and contents of CC, participation of the citizens' both in designing and implementation and review of the charter. With this regard the respondents were provided the question below design in a five point likert scale:

*'The procedures follow by respective organizations in designing and implementing the citizens charter are clear and participatory.'*

**Table 3.6: procedural clarity**

Item	Addis Ababa		Dire Dawa	
	Frequency	Percent	Frequency	Percent
Procedural clarity				
Strongly agree	5	1.76	12	3.09
agree	12	3.06	14	3.61
Neutral	61	15.56	73	18.81
disagree	125	31.88	196	50.52
Strongly disagree	189	47.74	93	23.97
Total	392	100	388	100

(Source: Survey results , 2020)

As indicated in the analysis of the CC document in part one of these documents the designing and implementing procedure is not participatory and clear, this is also supported by the perception of respondents where the majority (about 79.62%) in Addis and 74.49%in Dire Dawa disagree or strongly disagree with the statement there is awareness and procedural clarity in designing and implementing the CC. Consequently a significant number of respondents about 15.56% in Addis and 18.81% in Dire Dawa have neutral stand. Therefore we can infer from this perception of the respondents that, the mechanism of designing and implementing of CC in the selected organizations is by large far from what is required in the citizens charter and this may be the major reason why the citizens did not satisfy that much by the service they got even after the introduction of CC. when we compare Addis and Dire Dawa, even though it seems similar Dire designing and implementing of the charter somewhat informative and participatory than that of Addis.

**Table 3.7: Perception of respondents on items that can improve procedural clarity**

Scale Item	Mean	Scale 2
<b>Items Procedural clarity,</b>		
The introduction of Citizen Charter	2.29	0.43
proper information about the contents of the Citizen Charter	2.87	0.50
useful of the information given with regard to the service	2.79	0.47
Citizens' understanding and expectation of services become more clear	2.89	0.40
Citizens' are provided with adequate information about services	2.93	0.47
Citizens' awareness of their rights and benefits	2.98	0.47
preparation and/or review of the charter is participatory and inclusive of all citizens	3.14	0.41
frontline staff and citizens' groups are aware of the charter and can understand its contents and help them easily to comply	3.16	0.25
communicate the gaps in service delivery to officer/team responsible for charter monitoring and to the outlets concerned	3.30	0.53
Prepare and implement guidelines for recording and classifying grievances	3.82	0.25
Prepare and implement guidelines for multiple channels of grievance redress such as toll-free telephone lines, web site.	3.11	0.17
grievance analysis while preparing annual action plans and strategy of the organization	3.05	0.14
link between grievance analysis to charter review and to other guidelines so that complaint prone areas are improved upon	2.87	0.23
services and their standards as described in the Charter are in accordance with expectations of citizens	3.05	0.36
involve citizens in preparation and periodic review of your charter	3.15	0.42
Overall scale coefficient (H)		0.46
The overall Mokken result (rho (ρ))		0.62
n		780

(Source: Survey results , 2020)

When respondents were asked to rate from the given items that contribute to the procedural clarity they replied that all were important but their level of significance was totally different. The level of significance was determined through the Mokken scaling. With this regard as it is shown in the above table items which did not

pass the  $H_i$  test where their scale value less than 0.3. Those items/questions include:

- frontline staff and citizens' groups are aware of the charter and understand its contents and help them easily to comply with  $H_i = 0.25$
- Prepare and implement guidelines for recording and classifying grievances with  $H_i = 0.17$
- Prepare and implement guidelines for multiple channels of grievance redress such as toll-free telephone lines, web site with  $H_i = 0.14$
- Link between grievance analysis to charter review and to other guidelines so that complaint prone areas are improved upon with  $H_i = 0.23$

Contrary to those three items, the other items are considered by respondents as important components that can help them to get clarity on the procedures of the CC. However, we can observe also difference among those items. For example Prepare and implement guidelines for recording and classifying grievances with mean value 3.82, communicate the gaps in service delivery to officer/team responsible for charter monitoring and to the outlets concerned with mean value 3.30 and Preparing and implementing guidelines for recording and classifying grievances are considered by respondents as relatively important items to enhance the procedural clarity of the CC.

The result with regard to the relationship between procedural clarity and citizen's satisfaction revealed that, their relationship was not that much strong. Because the Spearman correlation coefficient was weak with only 0.43. Similarly from the analysis we observe that, respondents who are satisfied by the service they got are not those who respond there was procedural clarity rather they respond either neutral or disagree with the statement. Therefore we can conclude that that procedural clarity does not have that much influence on the satisfaction of citizens'.

#### 4.4.3. Grievance handling mechanism

Giving due emphasis to grievance handling mechanism is important for every organization in order to enhance citizens satisfaction by improving its service delivery and it also helps to improve the overall organizational performance. Owing to this, in order to capture the overall grievance handling mechanism in the selected organizations respondents were asked to respond the following question designed in likert scale:

*"The grievance handling mechanism is improved due to the introduction of citizens' charter".*

**Table 3.8: grievance handling mechanism**

Item	Addis Ababa		Dire Dawa	
	Frequency	Percent	Frequency	Percent
Grievance handling mechanism				
Strongly agree	12	3.06	12	3.09
agree	30	7.65	54	13.18
Neutral	31	7.9	53	13.65
disagree	111	28.31	205	52.83
Strongly disagree	208	53.08	64	17.25
Total	392	100	388	100

(Source: Survey results, 2020)

As it is indicated in the analysis of the CC document where the grievance handling mechanism was not that much improved after the introduction of CC similarly, the perception of respondents is in line with the analysis of the charter document where 81.39% in Addis Ababa 70.08% in Dire Dawa disagree/strongly disagree with the statement. Therefore we can infer from this perception of the respondents that, even though, improvement in grievance handling mechanism is important factor for enhancing citizen's satisfaction, the selected organization did not improve their compliance handling even after the introduction of CC. When we compare Addis and Dire, the grievance handling mechanism is much better in Dire Dawa.

**Table 3.9:**

Scale Item	Mean	Scale 3
<b>Grievance handling mechanism</b>		
Access to the concerned officials responsible for service delivery	2.76	0.37
officials treatment of citizens	2.81	0.38
officials make any difference between different people	2.95	0.41
In the case of non-delivery of services, managing complaint with the designated officer or other concerned officials	3.09	0.47
complain system functionality	3.27	0.25
Grievance-box is checked and sorted out regularly	3.35	0.43
Overall scale coefficient (H)		0.41
The overall Mokken result (rho (p))		0.61
n		780



(Source: Survey results , 2020)

As it has been seen in the table above, all the items/question with regard to grievance handling mechanism pass the  $H_0$  test because all the items have  $H_0$  greater than 0.3. Therefore according to perception of respondents all the items were important in improving the grievance handling mechanism. But from those items, checked and sorted out regularly Grievance-box with mean value 3.35, complain system functionality with mean value 3.27 and, managing complaint with the designated officer or other concerned officials in the case of non-delivery of services are considered by respondents relatively better than the others in enhancing grievance handling mechanism. Similarly, the Spearman correlation coefficient also indicate that there is strong and positive relationship between grievance handling mechanism and citizens satisfaction with coefficient correlation 0.86 and p value 0.000.

#### 4. Conclusion and Recommendation

##### 4.1. Conclusion

This research was designed to capture the overall satisfaction of citizens due to the introduction of CC. And the finding revealed that the overall satisfaction of citizens did not improve that much because of the introduction of citizen's charter. On the other hand when the government tries to implement the CC citizens expect much more improvement in the service delivery but according to the respondents response they find it that the service delivery was totally below their expectation and even did not see any difference with that of before the introduction of the citizen's charter.

Regarding the factors that determine the citizens satisfaction with the introduction of CC, three variables were identified those are improvement in service delivery, procedural clarity, and grievance handling mechanism. And the result revealed that there was positive and significant relationship between the overall satisfaction of the citizens and those determining factors. Even though respondents were not happy with the current effort of the organizations; in improving the service delivery, in making the standards and procedures of CC clear to the general public and in enhancing the grievance handling mechanism, but they consider those factors as important drivers of citizens satisfaction.

The finding also indicate that, though CC was introduced in all the selected organizations , still there was lack of clarity in the standards and procedures of the CC both to the citizens as well as to the employs, designing the CC was not participatory, and awareness creation mechanism was very low. Thus, citizens lose their confidence and diminish their trust to their respective organizations even though those organizations were trying to improve their service delivery by introducing the citizens charter .

##### 4.2. Recommendation

- Citizens and employees awareness should be given due emphasis and should be done strategically and innovatively.
- The introduction of Citizen's Charter will not bring immediate result and attitudinal change of the service providers and citizens and requires continues effort and commitment, of the staff, the mangers and the general public at large.
- Always when there is new change it always encounter challenges both from the staff and the public. Therefore in order to mitigate those challenges engaging and consulting the staff and stockholder in formulation, designing and implementation of Citizen's Charter is very important and will overcome the resistance to challenges by making partners' in the charter.
- As experience shows, when organization tries to reform all their activities at one time it may create strong resistance from all aspects. Therefore to solve those problems, instead of trying to reform all the processes at once it is good to break it into segmented parts by means of pilot testing.
- Most organizations in the study after implementing the CC they were trying to evaluate the charter and made an assessment on the satisfaction of the citizens. But the result they got and report to higher officials and to the public was completely different form the public perception and leads the people to lose confidence and the organizations lack credibility by the people. Therefore in order to get credibility and public trust the selected organization should evaluate their charter and measure the level of satisfaction of citizens' by independent bodies/researchers rather doing by internal experts.

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