IMPACT OF PUBLIC SERVICE REFORMS ON THE QUALITY OF SERVICE DELIVERY IN TANZANIA: THE CASES OF BRELA AND RITA

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CERTIFICATION

I the undersigned do certify that I have read and hereby recommend for acceptance by The Open University of Tanzania, a thesis entitled: "**Impact of Public Service Reforms on The Quality of Service Delivery in Tanzania: The Cases of BRELA and RITA"** in fulfillment of the requirements for award of the degree of Doctor of Philosophy (Public Administration) of The Open University of Tanzania.

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DECLARATION

I, **Jerome William Materu**, do declare that, the work presented in this dissertation is my own original work and that it has never been, nor will it be presented to any other University or Institution for a similar or other award. Where other people's works have been reviewed, the references have been provided. It is in this regard I declare that this work is originally mine and is presented in fulfillment of the requirement for award of the Degree of Doctor of Philosophy of the Open University of Tanzania.

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Signature

……………………..

Date

DEDICATION

This thesis is dedicated to my father William Materu and mother Victoria Materu, for bringing me up in ways that please God Almighty and for their encouragement and prayers that have enabled me to pursue my studies to this level.

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ABSTRACT

The main objective of this study was to investigate the impact of public sector reforms on the quality-of-service delivery in selected executive agencies. Data collection involved a structured questionnaire with 198 clients and interviews with 30 employees from the Registration Insolvency and Trusteeship Agency (RITA) and Business Registrations and Licensing Agency (BRELA). The two datasets were supplemented by review of official reports. Chi-Square test of independence was used to analyze the association between pertinent variables. Interviews were analyzed using thematic analysis. The findings on quality-of-service delivery revealed mixed perception where many perceived the services as poor, because of long waiting time (63.1%), poor promptness (62.6 %), and poor communication (76.4%). Corruption and bribery (76.3%), cumbersome procedures (51.5%), poor customer care (71.2%), and nepotism and favoritism (52.5%) still affect the perceived quality of services. This makes the majority 131 (62.2%) out of 198 respondents see no connection between the reforms and improvement in service delivery. Remarkable success was, however, reported in Information Communication Technologies innovations, which contributed to improved relationship between service providers and service recipients. The study identified six key factors that were holding back the efficiency and effectiveness of service delivery by RITA and BRELA. These were: inadequate numbers of skilled staff, gap between qualifications and skills, and financial and governance challenges. The study recommends a review of existing laws and regulations to increase the autonomy of executive agencies. This will optimize planning for effective and efficient service delivery by agencies.

Keywords: *Public service reform, executive agencies, quality of service delivery. Tanzania*

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LIST OF ABBREVIATIONS

ADEM	Agency for Development of Education Management
BRELA	Business Registration and Licensing Agency
CSRP	Civil Service Reform Program
DART	Dar Rapid Transit Agency
DDCA	Drilling and Dam Construction Agency
EASTC	Eastern Africa Statistical Training Centre
ESRF	Economic and Social Research Foundation
GAP	Government Agencies' Program
GCLA	Government Chemist Laboratory Authority
ICT	Information Communication Technology
IMF	International Monetary Fund
MDG	Millennium Development Goals
MTEF	Medium Term Expenditure Framework
NAM	Non-Aligned Movement
NBS	National Bureau of Statistics
NCT	National College of Tourism
NHBRA	National Housing and Building Research Agency
NPM	New Public Management
NSSF	National Social Security Fund
OBRS	Open Business Registration System
OECD	Organization for Economic Cooperation and Development
OSHA	Occupational Safety and Health Authority
PETS	Public Expenditure Tracking Survey

PMO-PSM	Prime Minister's Office - Public Service Management
PO-PSM	President's Office - Public Service Management
PSRP	Public Service Reform Program
REPOA	Research on Poverty Alleviation
RITA	Registration Insolvency and Trusteeship Agency
SAP	Structural Adjustment Program/Policies
TAA	Tanzania Airports Authority
TaESA	Tanzania Employment Services Agency
TaGLA	Tanzania Global Learning Agency
TANROADS	Tanzania National Roads Agency
TARURA	Tanzania Rural and Urban Roads Agency
TBA	Tanzania Buildings Agency
TCAA	Tanzania Civil Aviation Authority
TFDA	Tanzania Foods and Drugs Authority
TMDA	Tanzania Medicines and Medical Devices Authority
TFS	Tanzania Forest Service Agency
TGF	Tanzania Government Flights
TIA	Tanzania Institute of Accountancy
TMA	Tanzania Meteorological Agency
TPSC	Tanzania Public Service College
TRA	Tanzania Revenue Authority
TTSA	Tanzania Tree Seeds Agency
URT	United Republic of Tanzania
USSR	Union of Soviet Socialist Republics

WMA	Weights and Measures Agency

CHAPTER ONE

INTRODUCTION

1.1 Introduction

Tanzania embarked on organizational reforms to improve the delivery of public services since the 1990s. One of the pertinent features of the reforms was to hive off functions that were traditionally carried out by ministries and their departments to semi-autonomous agencies called Executive Agencies (EAs), which were considered more efficiently and effectively managed in service delivery. To date the extent to which these EAs have improved the efficiency and quality of service delivery remains a matter for continued exploration and scholarly debates amidst consideration of the forces that have since and continue to affect such improvements, if any. (Laking, 2006; Tallberg, 2007; Sulle, 2011). This chapter presents the background information for this study, focusing on quality-of-service delivery of the Registration Insolvency and Trusteeship Agency (RITA) and Business Registrations and Licensing Agency (BRELA) as case studies.

The first section provides the definition and characteristics of executive agencies including justification for their establishment. The second section provides the background information of public service reforms in Tanzania while the third section provides highlights on reforms undertaken and the fourth section presents information on the agentification of the reforms and the last section of the chapter provides the research issue and objectives of the study.

1.2 Background to the Study

Executive agencies are semi-autonomous organizations, entrusted with defined executive functions of the government, which are otherwise expected to be delivered by a government ministry or department (Sulle, 2011). An agency is an attempt by the government to improve service delivery to the public. The establishment of executive agencies involves transferring specific functions from traditional government departments to semi-autonomous organizations, which employ market related principles in managing their operations. The major aim of adopting the executive agency model in public service delivery is to improve efficiency and effectiveness in serving the public and ensuring that the services are easily accessible (URT, 1997).

Among the executive agencies in Tanzania, are the Registration Insolvency and Trusteeship Agency (RITA) and Business Registrations and Licensing Agency (BRELA) which have existed since 1999. These agencies were introduced as part of public service reforms for efficient and effective delivery of services to the public. BRELA provides services related to business administration and regulating laws; namely companies' registration, business names registration, trade and service marks registration, granting of patents and issuing of industrial licenses. These services were formerly provided by the Ministry of Industry and Trade. RITA on the other hand provides services relating to effective and efficient management of information on the people's lives and deaths. The specific services are incorporation of trustees, safeguarding properties under trust of deceased persons, and insolvencies before the law takes its course.

While the essence of establishing executive agencies was to improve public service delivery, there are debates whether there was a necessity of creating these organs alongside the retention of related traditional government departments. One of the reasons for these debates is the prevalence of complaints from the public on the quality of services delivered by these executive agencies. This position, elaborated by Tallberg (2007), has encouraged researchers to question the role of executive agencies, especially whether they have practical relevance in terms of expected change and improvement of service delivery.

The agencies were expected to enhance government efficiency by enabling the latter to concentrate on policy formulation, regulation and supervision of public functions and services. The executive agencies were expected to save as a model for successful implementation of public service reforms. Unlike traditional public institutions, the agencies were expected to focus on efficiency, effectiveness, and innovation that could increase the coverage and quality of their services by taking the services closer to the people (Laking, 2006). With the use of business world strategies and principles, executive agencies were expected to deliver flexible and high-quality services.

The need for research on how public service reforms impact the quality of services provided arises from the generally questionable and seemingly debatable effect of the public service reform programs on the quality of services delivered as documented in various research and government reports (URT, 1997). This study, therefore, aimed to examine the impact of existing public service reforms on the quality of service delivery especially by executive agencies. The focus was on quality as perceived by the beneficiaries (referred to as clients) and employees from the two selected executive agencies namely, RITA and BRELA.

Reforms in the public sector are not new as a phenomenon worldwide. OECD (2005) provided that governments all over the world have made and continue to make fundamental changes in the way they have been operating in the last 30 years. Karmarck (2003) adds that public service reform has been at the heart of the modernization process and despite the different administrative cultures, political circumstances and priorities, the level of convergence of the concerns and desires to reform the manner public services operate vis a vis the served public have shown striking similarity.

Objectively, public service reforms are carried out for the purpose of improving the efficiency and effectiveness of service delivery to the people who are the main beneficiaries (clients, customers, consumers or citizens) of the services offered by public entities (Humphreys, 1998). Hood (2003) argues that the first ever reforms in public service were carried out by OECD countries and the reforms were given different labels in the different countries involved. In the OECD countries the reforms were labelled “citizens’ charter” by the UK Prime Minister, John Major (OECD, 2005) while in the US the reforms were titled “National Performance Review” (Gore, 1994). Other titles included “Public Sector Reforms” by the Commonwealth Secretariat, while the World Bank referred to them as “Civil Service Reforms”.

All the reforms, by whatever titles embraced the spirit and aspiration for New Public Management (NPM) as asserted by Hood (2003). According to Doherty and Horne

(2002), the period from 1980 to 2000 saw changes in the patterns of ownership and the forms of organizational structure and systems in most public service systems of the developed and the developing world. It is believed by many stakeholders that public sector management reforms have taken place in different forms and at different levels with matching changes in public social service delivery, people's well-being and economic development (Lufunyo, 2013).

Most African countries embarked on comprehensive public sector reform programs in the last two decades, and many have received assistance to do so from international institutions (Lufunyo, 2013). Despite the efforts made and resources expended to enable this endeavour, the expected progress and changes have remained relatively scant and unimpressive (Willis, 2005). Most of the reform programs undertaken in developing countries during the era in reference that is during the last two decades were part of the Structural Adjustment Programs (SAPs) of the 1980s introduced to developing nations by World Bank.

Even so, most of the more recent reforms, introduced under the influence of the "New Public Management (NPM)" initiative, have been driven by a combination of economic, social, political and technological factors which have triggered the quest for efficiency and new ways to cut the cost of delivering public services (Lufunyo, 2013). Additional factors of particular relevance to Africa included lending conditions and increasing emphasis on and demands by donors, of good governance (ECA, 2003).
The role and institutional character of the State has consequently been questioned as the public sector was under pressure to adopt externally pressured private sector

orientation of services to the public. The earlier reforms aimed to shape public administration such that it could lead to national development with due respect for each institution's peculiarities whether inherited from the colonial government or a result of innovation and or creativity of patriotic citizens. (Lufunyo, 2013).

More recently, the World Bank and other donors to African nations have raised concern and demand that African countries should have in place alternative ways of organizing and managing public services by redefining the role of the state in service delivery while giving more prominence to the private and voluntary sectors as well as market forces and matching competition. (Harrison, 2005). In addition, the donors proposed and demanded that each developing nation in Africa should develop an alternative development vision, which focuses more on such issues as efficiency, representation, mass participation and accountability.

The proposed new vision, it was recommended, by donors should seek to create a market-friendly, liberalized, lean, decentralized, customer-oriented, managerial and democratic State (Lufunyo, 2013). Rob and Richard (2007) assert that for Sub-Saharan Africa, the recommendation made by donors to African nations was a challenge for each nation to re-examine how best to ensure the growth of loyal, capable and efficient civil services. The donor argument used to justify the recommendation made, which remains a challenge for every nation, has been the claim that African civil services have, for a long time, been over-sized, irresponsive, rule-bound, with low incentive, and driven with corruption, patronage and red tape (ibid).

The public service, specifically, the ministries, local Government authorities and independent departments, has always been the tool for African governments to guide the implementation of development goals and objectives (Lufunyo, 2013). The African public service is seen as a pivot to leverage the growth of African economies and poverty reduction. It is the government means of promoting the creation of an appropriate and conducive environment in which all sectors of the economy can perform optimally, and it is this catalytic role of the public service that has propelled governments all over the world to search for better quality public service delivery system for sustained economies. (ibid).

The public service reforms in Tanzania, as in other developing countries, were received as a new phenomenon. The adoption of the public service reforms in Tanzania as in other African countries originated from the Organization for Economic Cooperation and Development (OECD) where it was considered an obligatory option and a choice without alternatives (Rugumyamheto, 2005). As it will be revealed in the next subsections, the reforms have, in all cases, focused on service delivery concerns. Developed nations and donors to development initiatives of independent African nations pushed Africa to adopt the developed nations' perspectives of public service reforms with the claims that the reforms were meant to respond to service delivery challenges of the post-independence era of independent Africa. Some scholars tend to justify the reforms along consideration of historical challenges that independent African nations faced and which affected the capacity of governments to make services socially inclusive and available to all the citizens. Some of the challenges were thought to be related to the food shortages of 1973 - 1974 and 1982 - 1983; the global oil crisis of the 1970s and the war with Uganda between 1978 and 1980 (Wangwe, Semboja, & Tibandebage, 1998). As for political and economic reforms such as the introduction of multiparty politics and privatization of public establishments, public service reforms of the 1980s aimed to restructure government institutions by repositioning their modes of operations for improved service delivery with due allegiance to the central government

Owing to the economic crisis of the 1970s and early 1980s, the adoption of public service reforms, including the creation of executive agencies became a compelling necessity. This choice was necessary due to internal and external forces and pressures. (Wangwe, Semboja & Tibandebage, 1998). Internally, the poor economy and consequent poor services were attributed to the mismanagement of available resources and limited capacity of the government to engage effectively in all public affairs (Shellukindo, 2006). There was also the argument that corruption and other administrative shortfalls would be addressed through repositioning of government institutions and outsourcing management of service delivery by independent experts through contracting out arrangements (Rugumyamheto, 2005; Bana, 2009).

Externally, the reforms were part of the conditions for accessing loans and grants from the World Bank and International Monetary Fund (IMF). The World Bank advised the government to decentralize its decision-making power to the people and disengaged from direct engagement in service delivery and instead concentrate on regulating policies and all players that contribute to public service delivery (Wangwe, Semboja & Tibandebage, 1998).

The first phase of implementing the reforms involved the adjustment/civil service reforms in different sectors between 1987 and 1999. Then the government progressed through to the Civil Service Reform Program (CSRP) which started in 1993 following official launching of the plan in 1991. Later on, the implementation of CSRP proceeded to the first phase of the Public Service Reform Program (PSRP) between 2001 and 2011, launched in 1998 (Rugumyamheto, 2005). All these plans were provided as part of technical advice, but nonetheless were implied as conditions for accessing financial assistance from IMF and the World Bank. This is how the idea of establishing executive agencies originated; it was imposed by international financial institutions claiming to and as a condition for the provision of support to Tanzania’s national development efforts.

The agentification of the reforms in the Tanzanian public sector took the form of shifting specified service delivery roles from traditional government departments and ministries to newly created agencies. In some cases, it involved transforming government institutions into semi-autonomous agencies managed by contracted executives (Caulfield, 2002).

Executive agencies in Tanzania, therefore, started as outgrowths of the Public Service Reform Program (PSRP), which culminated in the specific program called the Executive Agencies Programme (EAP). The EAP as a component of the PSRP aimed at transforming government structures and roles by placing the non-core functions of the government to semi-autonomous agencies operating in collaboration with the parent ministries. Following the preparatory phase, which took place between 1995 and 1996, an Act of Parliament, the Executive Agencies Act No. 30 of 1997, was enacted in October 1997 to guide the establishment and operations of executive agencies. Therefore, the term Executive Agencies in this thesis is consistently used to apply to agencies of the central government which were established under and are governed by the Executive Agencies Act No. 30 of 1997.

The formation of executive agencies aimed at addressing perceived problems of poor accountability and inefficiency in the delivery of public services by Government department (URT, 1997). Therefore, all agencies were established after receiving the mandate to act as means through which the government could improve service delivery to the public (URT, 2010). As specified in the law, the agencies were supervised by the Ministerial Advisory Boards and their Chief Executive Officers (CEOs) were appointed by the ministers of the parent ministries and made accountable to the Permanent Secretaries of the respective ministries.

Politically, the establishment of executive agencies was seen as one of the strategies for a more flexible and strong government, tapping popular support from the public (Ridder, Emans, Hulst & Tollenaar, 2015). In policy terms, executive agencies were viewed as rationalizing tools because they served to specify the goals and means for achieving those goals (Talbot, et al., 2000). The government of Tanzania considered the operations of the agencies as a critical part of its efforts to reform the Public Service for better services to the public. Government anticipated that executive agencies would serve as models for the rest of the public institutions for improved quality of service delivery (PO-PSM, 2013).

The number of executives increased and the ministries endeavored to hive out the functions that they considered to be more related to service delivery to the agencies while retaining policy and supervisory roles. Between 1997 and 1999, following the legislation, thirteen executive agencies were established (Caulfield, 2002). By 2005, the number had increased to 24 out of which twenty were fully operating and reporting to fourteen different parent ministries (URT, 2010).

Although the actual number of executive agencies was more than fifty-eight and the number was still increasing year to year, for the purpose of this study the list of executive agencies under consideration is as listed in the CAG report of 2019. Appendix 6 shows the list of executive agencies with their parent ministries as at their establishment, the years of establishment, and their main purpose and main services they provided.

While the 43 agencies enjoyed a formal identity as ‘executive agencies’, the number of organizations that operated as executive agencies continued to grow. Studies show that the number has grown to more than fifty-eight most of which are directly engaged in delivering specified services to the public while a few operate as regulatory authorities and public corporations under independent government departments (Salum, Gakure & Othiambo (2017). In line with this estimate, the report of the Controller and Audit General (CAG), 2019, showed that there were by then 43 executive agencies formally operating in Tanzania.

Based on the statistics provided by the CAG, the assumption was that in addition to the 43 executive agencies, there were 15 more organizations which were identified as meeting the criteria of being executive agencies. However, for the purpose of being consistent, only 43 agencies categorized as incorporate and operating as executive agencies were identified. The reason why the exact number of executive agencies in Tanzania is confusion includes the fact that some of them were established by just changing the names of the former offices and appointing Chief Executive Officers (CEOs). Other agencies continued to perform regulatory functions and not direct delivery of services, which executive agencies are conventionally expected to do (URT, 2005).

In other words, the adopted model of public service reform meant transforming the already existing government departments into executive agencies. Four main principles guided the formation of the new entities (URT, 2005c; Lufunyo, 2013). The principles included: decentralized management (including limited financial autonomy); task specialization; focus on desired outputs; and performance contracting. Therefore, there has been the general view that even if the performance of an institution was not satisfactory or had some known defects, its growth and expanding engagement in the delivery of public services served as a positive purpose either to the government or members of the general public.

There is evidence that there were rational initiatives by the government to strengthen the capacities of agencies to carry out their functions. According to Ngowi (2008), these initiatives, which were otherwise to be implemented by individual ministries, included: assets valuation; assisting in the establishment and use Integrated Financial Management System (IFMS) and developing and instituting Clients Service Charters.

In addition, the initiatives included developing and implementing strategic plans; establishing and being guided by sound business plans; conducting service delivery surveys; recruitment of qualified senior managers; training senior managers to do their work professionally and strategically, having an operating commercial account and adopting and using Staff Open Performance Reviews and Appraisals Systems (OPRAS) (URT, 2005). There is also evidence that these initiatives were not correctly implemented in all the organizations and some relate to executive agencies endeavoring to achieve their goals.

Contrary to the hypothetical and theoretical expectations, experience with executive agencies has revealed mixed results. There are commonly identified challenges facing executive agencies in their operations and delivery of public services. While service delivery levels for many executive agencies were reported to have improved, such improvements were moderate and indicated no adequate evidence of improvement of quality of service (PO-PSM, 2005). Delays in service delivery and poor quality of services in some agencies were still prevalent and the rate of citizens' dissatisfaction was reported to be relatively high (PO-PSM, 2013).

Contrary to the theoretically positive motives behind the use of executive agencies, there is some scholarly and anecdotal evidence that some state leaders create agencies with political overtones and outside the normal civil service rules (Caulfield, 2002). Political patronage and self-enrichment were identified as the most common motives behind such creation of agencies outside the normal channels and principles laid down by government.

The trend by chief executive officers to employ their relatives and friends (Bana, 2013), to benefit from training opportunities and attractive remuneration packages characterizing agency status (ESRF, 2004:14) have also been reported as anomalies in the management of executive agencies. Overall, these diverse motives for agency creation and operationalization have created risks that undermine the main mission of achieving efficiency and effectiveness in the delivery of public services (Laking, 2002).

Executive agencies have also been blamed to operate with non-professionals and unskilled people. As a result, these agencies perform below expectations. Governance challenges was also cited, the reason being due to the diversity of motives underpinning agency creation (Caulfield, 2002). These anomalies which represent unprecedented reversals in typical accountability systems and relations have raised concerns as to whether the executive agencies have a sustained positive or negative impact on the efficient and effective delivery of services to the public.

From the foregoing presentation, and from reviewed studies, it is obvious that some executive agencies have increased or and some reduced public service coverage. A reform in the context of government and its institutions is best elaborated by reflecting on other types of changes. While the other changes such as revolution may occur, a reform is considered to be rational and planned and systematic change. The change seeks to enhance the functioning of organizations (Kiragu & Mutahaba, 2012) and reforms focus on specific processes and structures within organizations (Pollitt & Bouckaert, 2017). In this case, unlike the revolution that might aim at replacing the government, reforms aim at improving specific aspects of public governance.

Accordingly, some studies have been conducted on service delivery by the public sector but still many aspects have not been explored as Bana (2013) puts it. For instance, the study by REPOA (2013) indicated that the services offered by EAs were poor and associated with bureaucracy, the same as the ones that were being provided by traditional government departments and local government authorities. Lufunyo (2013) indicated that corruption and mismanagement remained to be critical pitfalls among EAs. In addition to the two studies, URT (2005) provides evidence that many government agencies' management teams were constituted by former officers from the central government. These officers were promoted with revised incentives packages, but still they retained the same way of thinking and doing things as they were doing in the central government. This resulted in a culture which the government was trying to put an end to through establishing EAs (Pollitt et al. 2004; Lufunyo, 2013).

Many of the studies that have been cited in this background information appear to suggest that the mere existence of executive agencies may not guarantee efficiency in public service delivery. Therefore, there is a need of empirical evidence to investigate and explore the modes of operations of EAs and associated challenges in order to determine the reasons for the failure of EAs to meet client’s expectations and recommend remedial measures. It is from this point of view that the need to critically examine the impact of public service reform on the quality of service delivery in EAs emerged. Two executive agencies, namely the BRELA and RITA were chosen for this purpose and for the other reason that their services covered a large section of the population with a high degree of diversity in Tanzanian.

1.3 Statement of the Problem

Tanzania implemented public service reforms through such models as the establishment of Executive Agencies. The main purpose of EAs was to redress the challenges to government performance evidenced by ineffective and inefficient services to the public (URT, 1997). Performance improvement was expected to be seen in terms of effective and efficient service delivery, which would subsequently be applauded by the public as quality services.

Despite the increasing number of, and expansion in public service delivery system, the potential of EAs and whether or not they deliver the expected quality services remains a question of debate. Existing evidence and public outcry suggest that service delivery by executive agencies largely falls short of the expectations in terms of timeliness of service delivery among other shortfalls (Lufunyo, 2013). Some studies have indicated that service to the public worsened after the services were put under executive agencies.

On the other hand, there are studies which suggest that the establishment of executive agencies has improved service delivery in some aspects (Tuwa, 2009, Makene, 2008). For example, the study by Pallangyo & Rees (2010) revealed that the establishment of EAs has improved the dutifulness of employees through the introduction of in-service and further training programs and has also led to the establishment of new institutional structures which cared for the employees. However, problems such as poor coordination of training, inability to attract and retain skilled employees, limited fiscal autonomy, contradicting laws, and political interference were identified as continued to affect the attainment of the desired outcomes of EAs including enhanced quality of services delivered.

What is observed from previous studies are mixed findings about the impact of EAs in terms of effectiveness and efficiency in service delivery. This is the essence of this study. The study sought to investigate the impact of public service reforms in terms of the quality of services delivered by EAs as perceived by the service beneficiaries and employees taking the two selected agencies BRELA and RITA as cases for in-depth study.

1.4 Main Objective

The main or general objective of this study was to investigate the impact of public service reforms on the quality of service delivery in Tanzania.

1.4.1 Specific Objectives

Based on the general objective, three interrelated specific objectives of the study were identified. These were:

i) To examine the perceived quality of service delivery within RITA and BRELA from clients’ point of view.

ii) To analyze the perspectives of BRELA and RITA employees on the extent to which the reforms have enhanced services delivery.

iii) To assess the organizational and technical factors influencing the quality of services given by RITA and BRELA.

1.5 Research Questions

On the basis of the stated objectives, the study sought to answers three interrelated research questions. These questions were:

i) What are clients' views on the level of quality of services given by RITA and BRELA?

ii) What views do the employees of BRELA and RITA hold on the extent to and ways in which public service reforms have enhanced the delivery of services by the agencies?

iii) What institutional and technical factors have affected improvement in quality of service delivery by BRELA and RITA?

1.6 Significance of the Study

This study was considered useful for different purposes. Academically the study informs the practical search on efficiency and effectiveness of public service delivery. The information from the study provides useful knowledge on the performance of EAs in terms of quality service delivery. By analyzing the key areas that need improvement as identified by clients, the study may help the agencies to identify their priority areas for improvement of the quality of service delivery so satisfy the expectations of the public. Further, the study provides recommendations that will contribute to better policies, which if used by relevant authorities, would contribute to more successful transformation and improved management of executive agencies in Tanzania.

1.7 Scope of the Study

Broadly conceived, the public services reforms and their effect may be approached from several angles. One may look at public service reforms as a systematic process within the framework of good governance. In the broad sense, public service reforms aim at improving the performance of governments and their institutions. The creation of executive agencies was part of the public sector reforms, and intended to relieve governments from broad functions including delivery of public services. It was for this reason the functions were hived off to professionally managed and flexibly operating agencies to improve the quality of service delivery.

Unlike other government institutions, EAs are themselves a model for implementing public service reforms as they seek to deliver high-quality services and devote their efforts to achieving continuous improvement in the delivery of services. The scope of this study was limited to investigating the impact of the public service reforms on the delivery of quality services within BREAL and RITA executive agencies. The focus was on the process and arrangements in place for effective delivery of services and how they affect clients' experience of services. The analysis was limited to the perceptions of the quality of services as experienced by clients and employees in both non-management and management positions. The study covered the period of 12 years from 1997 when the agencies were first established to 2019.

1.8 Organization of the Thesis

This thesis has five chapters. The first chapter serves as an introduction and provides the background to the research problem. It also defines the problem of the study and enlists the study objectives and research questions. It further provides the significance and scope of the study.

The second chapter provides highlights from the relevant literature. The chapter begins with definitions of the key concepts used in this study. It reviews the theoretical literature, which includes general discussion on the topic, then it proceeds to provide a synthesis of selected theories that were relevant to and guided the study, and finally the conceptual framework that provided operational direction to the study. The third chapter presents the research methodology. Here the focus is on the study design and techniques used to sample the respondents to research instruments and outlines the methods used in collecting data. Further, the chapter outlines how the data management and analysis processes were conducted to come out with the research findings, which this study presents in the fourth chapter.

Chapter four presents the analyses of data and discusses the findings of the study. It is the main and longest chapter from which the reader should be able to understand how public service reforms have affected the quality of service delivered at RITA and BRELA. Evidence-based on the originals of responses given by the respondents is used to support the analysis and observations made under different study questions and objectives. The discussion is further informed by the initial assumptions of the study and previous research. The fifth and last chapter summarizes the study and presents the main conclusions and recommendations based on the findings of the study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviews the literature relevant to the study, focusing on the conceptual, theoretical and empirical discourse relating to public sector reforms and the delivery of quality services through public organizations.

The review covers available information on related themes in the effort to provide a broader perspective of public service reform and quality of service provided. This section also provides a review of the theories applied in public service reform and quality of service delivery. The review highlights what the theories and bases for the establishment of executive agencies Act of 1997. The literature review deals with some of these concepts in general and then gives some of them particular consideration in the context of the study and the Tanzanian context of the study.

This chapter also presents the theoretical framework as well as the relating knowledge gap. Particular attention is paid to the delivery of services by executive agencies, which are largely part and parcel of the process of implementing the public sector reforms and includes the participants in the process of implementing public service reforms. The next section focuses on the definitions of the key concepts and terms and how they relate to the study.

2.2 Definitions of Key Terms

The key terms and phrases in this study include public service reform, executive agencies, and quality service delivery. In order to understand these terms and phrases and how they connect together, the need arises to define the main term ‘reform’ as well as the other related terms such as public service reforms, executive agency, service and service delivery, quality and quality service delivery.

2.2.1 Public Service Reform

In the present study, the term reform refers to the Tanzania public service transformation program intended to improve performance in serving the public. Public service reform refers to planned changes that seek to enable government and its institutions to deliver services that best meet user preferences. It is part of the wider public sector and public management reforms, which seek to enable the government to deliver the best services and operate in a prudent and accountable manner (Andrews and Shah, 2005) and become ‘citizen-centered'. The term ‘public service' in this context denotes the idea that a service may be provided by the government in response to the public need (Karyeija, 2012).

In this study, the term public service reforms relate to the changes in the mode of delivery of services, introduced with the aim to improve service to the public and reduce unnecessary engagement of the government in direct delivery of services, a practice which had often been characterized by bureaucracy, delays, and general laxity in serving the public.

2.2.2 Executive Agency

An executive agency is a semi-independent public institution, designed to operate at arm's length from the parent government ministry. Oversight is exerted through a

Ministerial Advisory Board. According to Pollitt (2006), executive agencies have well-defined service users, roles, objectives, and some degree of financial and operational autonomy. Customers of executive agencies tend to be charged (at least partially) for the services received (URT, 2005). Executive agencies are distinct from government departments or ministries. However, they often work closely with and report to one or more departments or ministries. Others operate independently, especially those with oversight or regulatory responsibilities.

A government or its relevant department may have several agencies each of which may have distinct and defined objectives and roles. Most of the agencies may directly carry out roles related to the delivery of services in line with government policies while some may work indirectly through a process known as proxy administration (Tuwa, 2009). In the latter case, an agency can contract a private entity to deliver services or manage a government-sponsored enterprise that delivers public goods and services (Kiragu, 2012). The general aim is to ensure smoother and more effective performance as compared to a parent ministry's direct engagement.

2.2.3 Quality of Service Delivery

Service delivery can mean different things in different contexts. Three main conceptions are common in literature. The first denotes the distribution of resources that people use in their day-to-day life such as water, transport, education, and energy (Sousa & Amorim, 2018). The second relates to the channels through which the public can access the services (Reddick & Turner, 2012). The third conception is based on a service delivery framework model (Conoley & Gutting, 2017), which focuses on arrangements, designs, principles, procedures, policies, and general practices involved in providing services (Fortuito et al, 2016).

In connection with the third conception, this study recognizes two conceptions of quality of service, namely technical quality, which signifies what a customer actually receives from the service, and functional quality, which involves the manner in which the service is delivered (Gronroos, 1992). Therefore, the quality of service that this study refers to is that which provides for how a service is provided, received and experienced by clients.

2.3 Review of the Theoretical Literature

This section reviews the theoretical discourse on the relationship between public service reforms, executive agencies, and improvement in service delivery. The review starts with the general discussion on the state of theoretical discourse that surrounds the reforms, the process of agentification, and the quest for improved service delivery in the public sectors. Two selected theories, namely, the principal-agent theory and the public choice theory were seen to be relevant in guiding this study. The theories were reviewed with the view to identifying the bases for the tools to guide the collection and analysis of the data relevant to this study.

2.3.1 State of the Discourse

While public sector reforms have become an acceptable framework of thinking to guide improvement in public service delivery by governments all over the world, there have also been ongoing debates among scholars and public service practitioners on both the need and the extent to which public services need to be transformed. One of the most critical questions has been whether the reforms and their guiding principles were developed such as to apply uniformly to all contexts and public sectors (Tallberg, 2007; Skim, 2015). Considering the difference in the levels of development as well as the ecologies of public administration, this question has received varying responses from scholars.

One of the well-known theoretical arguments has been that the reforms aim at addressing the administrative maladies of governments in all countries (Caiden and Sundaram, 2004). It is also argued that since the reforms seek to improve service delivery in different societies, each country has the potential to apply the principles in response to existing unique context such as contracting, focusing on customers, and the search for efficiency in order to improve services delivery (McCourt, 2013). These views are based on the point that reforms in the developing countries may not be different from developed countries since the aim is to attain efficiency and effectiveness in the delivery of services (Burns et al, 1994).

On the other hand, there is a counter argument that the reforms which were designed for the developed world may not apply successfully in the developing world. The reasons for this argument focus on the nature and characteristics of the governments in developing countries. There is a view that third world countries have certain characteristics which may not successfully accommodate the principles that guide the needed reforms as in developed countries. (Roth & Mundial, 1987).

For example, entrusting greedy bureaucrats with autonomy in the management of public service functions can be perceived to endanger the people’s social welfare due to possible malpractices such as corruption, nepotism, and the tendency to consider private interests over public interests (Bana, 2009; Kiragu, 2005). Therefore, analysts suggest that developing countries, like Tanzania, need to either borrow some of the principles or take caution in taking any alongside enhancing existing mechanisms of checks and balances, supervising and controlling the behaviours and conduct of the functionaries engaged in the management of services delivery through agencies managed by contracted executives.

There are also critics who see the reforms as generally desirable and as having a great potential of contributing to better performance of governments. However, there are limited possibilities that countries would shy away from in undertaking the reforms as the world continues to change (Bana, 2009). As the communities - service provider relationships keep changing over time, the need for greater involvement and empowerment of citizens also increases.

With this situation in mind, the reform initiatives need to be conceived in a broad framework of mind, which necessitates a threefold typology of conditions necessary for successful actualization (Burns et al, 1994). The first is the extended market forces and competition towards control of consumers. The second is extended democracy to give greater voice and direct participation of citizens in any reform. The third and last is the need for public organizations to use new managerial approaches in their drive for internal self-improvement to meet the needs of their customers.

An additional argument in support of the need to reform public organizations as a global necessity, there are those who see the reforms as an attempt to erode the positive modes of operations that have always held together public organizations for survival and continuity. For them, the dominant public service organizational form, 'bureaucracy' has been rational and largely contributive to stability of the public sector (Farmer, 2014). Elements such as departmentalization, specialization, administrative hierarchies of control, and procedures are designed to ensure uniformity of treatment in the performance of public tasks, functions and activities.

Therefore, while the changing role of the government invites other actors to contribute towards efficient and effective delivery of services, the canonical principles of public service management may not be easily replaced by market forces and values. In this way, existing arguments show that public function reforms are important but they need to be accommodated within the overall framework as provided by the old public or government administration.

Besides these debates, it is largely accepted that both the reforms and creation of independent departments and agencies are becoming more relevant in the governance of public services in modern democratic societies. This view, which is widely supported by the OECD (2007) views public service delivery as necessarily democratic. As a result, all procedures put in place need to abide by agreed democratic principles.

These principles include but are not limited to transparency, people’s participation, satisfying user requirements, and ease of access. These principles are indeed the embodiment of the New Public Management, public service reforms and generally what has been suggested to be the most fashionable style of managing public service organizations and functions. Even the OECD (2017) has cautioned that clients rarely have a final say on the level and type of service which they need and receive, unless perhaps they are required or expected to pay the full costs involved.

In general, these debates show that the need to reform the management of government functions for more efficient and effective delivery of services makes the reforms a highly acceptable endeavor. Even so, there appears to be limited consensus on the extent to which the reformers should replace the old Weberian principles of public administration with the new market-oriented values of management without placing the public sectors in crisis. In the next subsection, the focus is shifted to selected and relevant theories which were reviewed in relation to the main objective of the study.

2.3.2 Selected Theories

This section presents highlights of theories that were considered relevant to and guided the conceptualization of this study. It discusses three relevant theories; mainly the principal-agent theory, public choice theory, and the Stakeholder Theory. The next subsection discusses the principal-agent theory.

2.3.2.1 Principal-Agent Theory

Agency theory, also frequently referred to as the Principal-Agent Theory is a theoretical framework that is used to explain the behaviour of both the principal and the agent in the administration of public services and public affairs. The theory is popularly used in the area of economic theory, most concerned with accountability while converging on opportunistic behaviours that can result from information asymmetry between the principal and the agent (Alchian et al., 1972). The theory has gained an increased usage in public administration in the attempt to understand the relationships that tend to arise under new modes of service delivery that involve contractual forms of service delivery arrangements including identification.

Agency theory is concerned with designing optimal contracts to achieve efficiency under contractual arrangements. The theory assumes that self-interest of the agent is likely to interfere with the attainment of collective interests that the principal stands for. This necessitates mechanisms for ensuring that there is goal convergence between the contracting parties (Ross, 1973) such as a government department and its agency. According to the theory, the principal delegates responsibilities to the agent for the production or delivery of a good or service.

The principal and agent agree on the terms of the contract including inputs, processes, outcomes, and how the agent is to be compensated for doing the work of the principal (Alchian et al., 1972). Under the principal-agent relationship, the principal is expected to provide the necessities required to allow the agent to fulfill its responsibilities. On the other hand, the agent has the duty of fulfilling the principal’s expectations. Therefore, the actions of the agent (an EA) in this case will be subjected to approval by the principal through both the fulfillment of the necessities and the subjective nature of the principal’s expectations.

For purposes of this study, parent ministries are assumed to have the controlling powers over the operations of EAs. The CEOs of EAs are assumed to have powers to make decisions that would maximize efficiency and effectiveness of their functions and activities. However, they are directly or indirectly controlled by government executives such as ministers and Permanent Secretaries of the parent ministries. The actions of EAs are legitimized through being delegated functions (Delreux & Adriaensen, 2017) from ministers.

However, the common problem that arises within the principal-agent relationship is how to have in place the right structure to make both the principal and agent fulfill their responsibilities within the agreed framework of the principal-agent relationship. This problem compounds the uncertainty about whether the agent will fulfill the responsibilities agreed with the principal and whether the principal will provide the necessities required for the realization of the agreed levels of performance.

Further, two main assumptions characterize the principal-agent relationship as necessarily conflictual. The first is that there is goal conflict to correct for the inefficiencies that can arise from the performance of an agent, an executive agency in this case. This problem arises due to the difference in behaviour and motivation of the principal and the agent. While the agent tends to have a wealth-maximizing or utility-maximizing behaviour, the principal will always seek to intensify control over the agent (Delreux Adriaensen, 2017).

The second problem arises as the agent would necessarily possess more information than the principal. This results in the problem of information asymmetry. The agent will, therefore, take the advantage of possessing more information for self-gain rather than for the collective interests of the two parties (Ross, 1973). These two problems make the principal and agent less likely to maintain mutual trust.

Information asymmetry in the principal-agent relationship has been associated with another challenge. That is adverse selection. Adverse selection is when the knowledge and expertise of an agent empowers it to understand better the attributes of the product or service than the principal. As a result, the principal as an uninformed party becomes victim of the risk of purchasing a product or service of low quality, but on a higher cost (Gjesdal, 1982). In other words, it is possible for executive agencies to determine the service quality and standards they should deliver rather than leaving the parent ministries to do so. Subsequently, this arrangement results in what is understood as a moral hazard in the principal-agent relationship.

Consequently, EAs as agents may opportunistically use their expertise not for delivering the best services at reasonable costs, but rather to attain financial and monetary gains at the expense of the public. This is why government executives tend to interfere with the technical plans of EAs. According to Cubbins & Weingarten (1989), moral hazard may result in diverging from the agreed performance objectives and goals. These relations make the relationship between executive agencies and their political superiors a necessary game of doubting friendship.

Based on the aforementioned assumptions; incentives, sanctions, and monitoring are used to motivate and enforce acceptable behaviours of EAs to ensure goal alignment. According to Roberts et al. (1992), the principal delegates risk to the agent, and the more risk an agent is willing to assume, the greater the level of incentives needed to ensure convergence of goals. Similarly, more resources need to be used in monitoring the effect of incentives. It is, therefore, suggested that the power of performance measurement and incentives need to complement one another in ensuring the achievement of defined goals.

The principal-agent theory can be applied in understanding the relationship between EAs and government executives as they implement reform innovations to deliver quality services. As illustrated by studies on legislative compliance and bureaucratic politics (Moe, 1999; Bertrand et al. 2000), accountability of nonprofit organizations (Bogart, 1995), and privatized services delivery; government interference affects the fulfillment of contractual obligations by non-state actors and government agencies. Therefore, the principal agent theory was selected to guide this study and the researcher through understanding how the power relations between the ministries and EAs affect the delivery of quality services by EAs. The variables such as autonomy, financial sufficiency, and budgets can be well understood using the principal agency theory.

It should be noted however that the principal - agent theory is not without weaknesses. Critics of the agency theory such as Donaldson (1990) argue that the theory and its related models tend to be one-sided since they neglect the potential exploitation of government workers and, they assume that altruism is always a function of an individual's continuous utility maximization strategy. In this case, they tend to ignore the opportunistic behaviour by principals. Similarly, the theory exaggerates individual self-interest in organizations while negatively characterizing their moral and collective behaviour as self-seeking and designed to obtain agency power (ibid).

It is further argued that the theory does not consider and take on board strong organizational culture and employees' commitment which can enhance the productivity of executive agencies. The critics look at the existence of "principled agent", the workers who require minimal incentives and little monitoring in the fulfillment of responsibilities. The theory also disregards personal ethics and morality as constructs that are not usual representation of the moral percept of the majority of individuals in contract relationships (Donaldson, 1990).

The agency theory (principal-agent theory) has a number of advantages: first it is a method for dealing with transaction costs arising in collective action. Second public activities regulated by the state result in a double Principal-Agent relationship in a democracy. Third, the principal-agent theory does not adequately recognize the role that power plays in organizational or more broadly, in political life (Perrow, 1986:230-1). This theory is applied to this study by harmonizing the way customer satisfaction and quality service delivery depend on each other.

The weakness of this theory includes its failure to recognize personal commitment and cultural behaviour of organizations. This may result in high-quality service delivery in executive agencies. Despite these shortfalls, the theory can still be used to rationalize the behaviour of executive agencies. Firstly, it is true that most of the executive agencies fail to achieve their targets because of personal interests of their Chief

Executive Officers (CEOs). Instead of making decisions for the benefit of the Agencies in most cases, the CEOs make decisions for their personal gain. So, this theory was considered relevant in explaining the paradox surrounding the quality of service delivery in executive agencies.

In this study, the Principal-Agency Theory was also useful because it guided the researcher to understand the existing relationship between executive agencies and their parent ministries. This is to say, the question of power relationship was critical and important between BRELA and the ministry responsible for trade and industry on the one hand, and RITA and the ministry responsible for justice and constitutional affairs. Likewise, the Principal-Agency Theory was relevant to this study as it helped to determine the degree and importance of autonomy of the agencies at hand in executing their duties to achieve the desired outcomes.

Further, the Principal-Agency Theory assumes that public sector performance can be improved if incentive-based contracts between different actors are implemented. With such realization, the Principal-Agency Theory was relevant in this study because it shed light on the nature and operations of the executive agencies and why they offer incentives. The theory guided the researcher in investigating the impact of public sector reforms on the quality of service delivery in the two selected executive agencies. All matters relating to goals, performance and autonomy of executive agencies as well as the pertaining incentives and support that agencies receive from the parent ministries were reasonably comprehended by the knowledge of the Principal-Agency Theory.

2.3.2.2 Public Choice Theory

Public choice theory is concerned with the provision of public goods and services that are delivered by government rather than by the market. It assumes that a politically organized society is composed of self-interested individuals who coalesce around organized interests. Individuals join with other egocentric individuals to access public resources (Grindle & Thomas, 1991). The self-interest maximization hypothesis is at the heart of the public choice theory.

The advantages of public choice theory are: first, it offers a coherent justification for the seemingly non-rational decision-making by governments. Second, it explains why in many cases public interest is not achieved. Third, it focuses on the power vested interest barriers to reform pre-existing policies and political relationships. The key disadvantage of the public choice theory is found in its failure to explain how policy changes or the policy itself can lead to broadly beneficial outcomes.

Despite the fact that the execution of the day-to-day activities of executive agencies needs to be protected against interference by ministries or politicians, the real situation is that it is impossible to have public agencies, which are free from political pressures. The assumption that guided this study was those decisions by BRELA and RITA are largely shaped by directives and guidelines from the ruling political party, parent ministries, and even the Prime Minister and the President in office all of whom always claim to stand for and in protection of public interests. Therefore, the theory has some relevance in explaining how the decisions of the agencies can be influenced by parent ministries' claim of protecting public interests.

Even so, this theory applies to this study as it helps to identify the importance of quality of service delivery to the public at large and how the selected agencies, namely BRELA and RITA, invest efforts to address those interests. The assumption in connection with this study was that the service delivery decisions would constantly focus more on meeting customer satisfaction and not market targets. It would also be obvious that public service reforms as one of the tools to enhance the quality of service delivery by government agencies would be affected by the attempt to address public interests.

The latter are politically dictated in their efforts for efficiency and effectiveness in the delivery of services. This theory was more relevant in answering questions of how market principles of reforms are applied along with the political direction under which the operations of executive agencies are subjected in the effort to address public interests.

Furthermore, the public choice theory enabled the researcher to have insights into the intricacies of the decisions made by politicians and government officials. The theory is a powerful tool for examining public policy and political institutions, responding to the question as to why government policies, plans and programs do not achieve the expected results. In addition, the theory gives a lesson and alert that for service delivery to be successful the government needs to analyze the impact of the self interest groups prior to the implementation programs or policies. Invariably, knowledge of public choice theory was deemed important to understand forces behind many operations in executive agencies.

Whereas both the above theories provide some framework to guide thinking through research data, the researcher's experience was that the principal-agent theory could-best be useful in promoting understanding of the forces that influence performance in service delivery quality of the agencies. The process of arriving at decisions and successfully implementing such decisions is highly influenced by the structure of power and the informational relationship between the agencies and political executives in the government.

The agencies' attempt and effort to be autonomous in designing mechanisms for better services is potentially subjected to control by political executives and so keep the agencies politically controlled. This may, in turn, affect flexibility, innovations, and organizational abilities needed in delivering quality services. Therefore, some of the factors that influence the efforts of the agencies in exploiting opportunities offered by the reform agenda in the process of improving the quality of service delivery (as will be revealed in the conceptual framework), can be explored in line with the Principal Agent Theory point of view.

2.3.2.3 Stakeholder Theory

Another theory that was relevant to this study was the stakeholder theory. The stakeholder theory as currently used in public administration and public management was developed in the 1970s and 1980s. Its origins were not precise. However, organization and management scholars primarily associate the theory and its related concepts with organizational theorists such as Alex Murdock and Ian Arving Mitroff as well as Hein Kroos and Klaus Schwab’s publication, Modern Enterprise

Management in Mechanical Engineering of 1971. The theory's basic and normative focus is on how organizations with multiple constituencies are affected by different 'stakeholders' rather than just shareholders. This view is based on the assumption that the management of modern organizations does not seek to serve the interests of shareholders only since there are many other interested parties whose existence affect the organizations' directions (Schwab, 1971).

The theory defines a stakeholder as a member of the organization's constituencies whose support is important for the existence of the organization and that the lack of such a support would endanger the existence and survival of the organization (Clarkson, 1995; Heath, 2006). The conception is further simplified by Mitchell et al. (1997) as all those who count, and thus prepare and flame managers to pay attention. A more recent representation of the definition of the stakeholder as conceived by the theory is provided by (Post, Preston & Sachs; 2002) who defines a stakeholder as person, group, or organization that has interest in an organization and thus is likely to affect or to be affected by an organization. What the definition insists here is that, there are actors whose existence influence the decisions and operations of e organizations either directly or indirectly.

Two types of stakeholders whose impact is dynamic are identified, namely primary stakeholders such as employees and customers on the one hand, and secondary stakeholders such as the media and trade unions on the other (Clarkson, 1995). Primary stakeholders' support determines the survival and existence of an organization. They sustain direct transactions with the organization. Secondary stakeholders affect or influence entities yet their support is important for success (Pechlaner et al. 2010). Even so, stakeholders may not be crucial for the continuity of an organization's activities (Clarkson, 1995).

According to the theory, dynamics, conflicts and disagreements tend to arise due to competing stakeholder interests. Such conflicts are managed through processes such as negotiation and bargaining leading to compromise or balancing of interests (Hult et al., 2011). Therefore, under different contexts, the managers will use different means to respond to pressures from and serve the interests of these other parties including employees, government, users, suppliers, creditors, trade unions, and the communities or general public (Freeman & Reed, 1983).

Incentive-based contracts, corporate social responsibility activities, and ethical management of organizations are some of the mechanisms that managers use to respond to the needs and interests of organizational stakeholders and thus reinforce the realization of high performance (Clarkson, 1995). In this case the existence of a variety of means that managers in executive agencies use to harmonize conflicting pressures from different stakeholders such as government executives, employees, and service users can use as well as for reconciling stakeholders' interests are notable.

In connection with the current study, the theory is employed to expand the exploration of the forces that mediate the effect of reforms on services delivery to look at other factors not within the mainstream aspects of the reforms. The reforms were not taking place in a vacuum. They were experienced and interpreted by organizational stakeholders such as government executives, employees, and service users in terms of their effect on both the enhancement of the attainment of political goals and satisfying the needs of employees and service users.

For instance, the need arises to consider the impact of decisions made by top government executives on internal reforms related interventions of organizations (Mitchell et al. 1997; Clarkson, 1995) and how they affect the employees and service users as well as how any emerging conflicts of interests are managed. In this respect, there is also a suggestion that well-arranged contractual relationships between government executives such as ministers and managers of executive agencies may contribute to successful commitment to the reforms within executive agencies and thus making them realistic to both the employees and the public as stakeholders (Pechlaner et al. 2010).

In connection with the Stakeholder Theory, the analysis went further to understand how the interaction between government executives, managers in the agencies, employees, and the service users affect both the perception of reforms and the actual status of service delivery. Having reviewed the three theories, it is worth concluding that each of the theories directs research to different aspects of the forces that have the potential to affect reform measures relating to service delivery and pertaining quality. Despite the focus on organizational level factors including budget, innovation, and other employee related matters such as competencies and user related factors such as time taken to receive the service in question, one may observe that the forces that affect the impact of the reforms are multidimensional and multilevel. A focus on different stakeholders as suggested by the stakeholder theory enables researchers to capture the factors that can relate to the effect of the relationship between executives in the parent ministries and those in executive agencies but also the other levels such as employees and service users.

Of the three theories, the stakeholder theory befittingly bridges between the principal-agent theory and public choice theory by taking on board the considerations that relate to other stakeholders and the dynamics in the environments where the executives in executive agencies focus more on meeting the interests of some stakeholders while placing a limited attention to pressures from other stakeholders. Leaving aside the criticism that stakeholders' interests are easily compromised through negotiation (Blattberg, 2013), the three theories appear to complement each other. With these considerations, the analysis of data in this study draws from all the three theories. However, the stakeholder theory appears to be more predominant due to its ability to accommodate multilevel and multidimensional aspects of the study.

2.4 Conceptual Framework

Based on the theoretical literature, the needed conceptual framework was developed to simplify the understanding of the assumed relationship between public service reforms and the quality of service delivery. After presenting the conceptual model (Figure 2.1), the indicators of both the dependent and independent variables and the key measurement criteria for key indicators were presented.

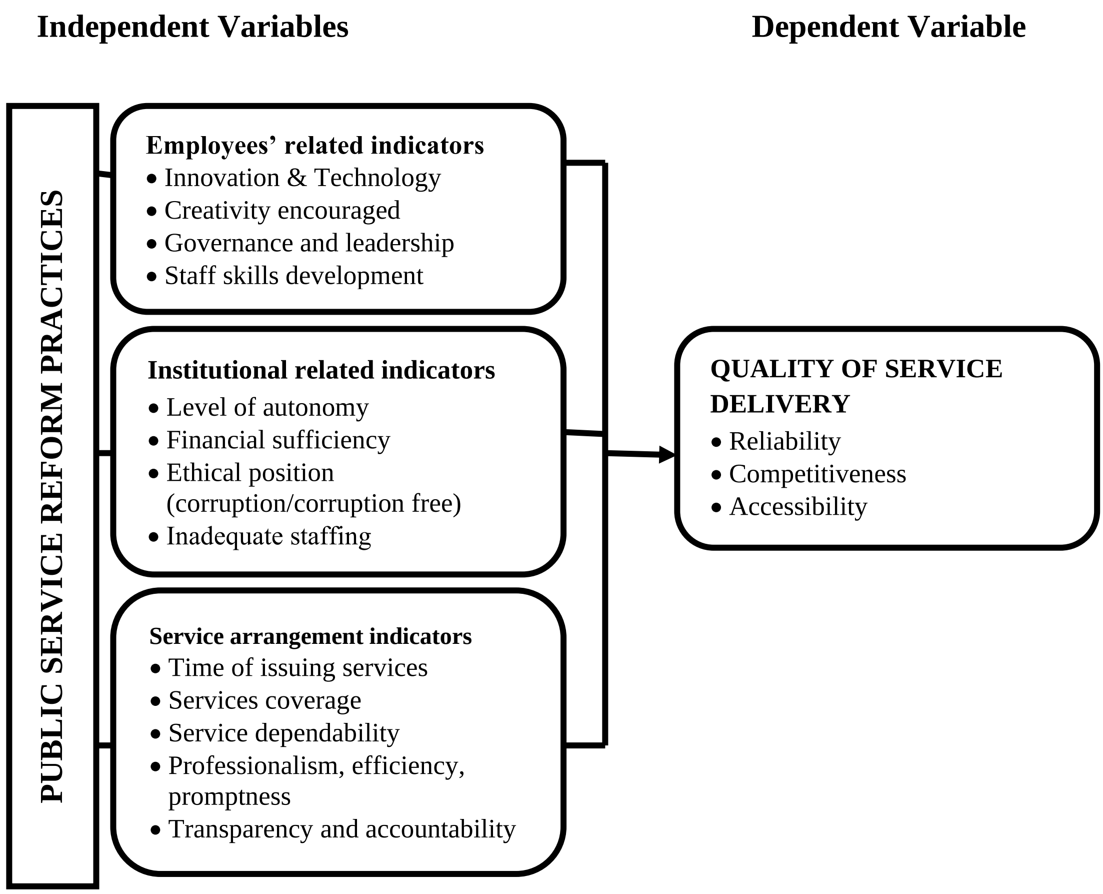

Figure 2.1: Conceptual model for public service reform and quality service delivery

Source: Developed by the researcher based on findings from theoretical literature.

In this study, public service reform was identified as the independent variable and quality service delivery as a dependent variable. The key indicators of the independent variable linked to improved quality of services included employee level reform practices such as innovations and technologies, staff skills level, good governance and leadership, and sufficient budgets (Zeithamal, 1981; Keating, 2001). In the conceptual framework adopted for this study, it was assumed that improvement in the delivery public services was one of the consequential effects of improvement in skills, innovations, and creativity as well as good governance and leadership roles of employees.

Another set of factors connected to public sector reforms, which specifically entailed the establishment of executive agencies, include institutional level indicators such as autonomy, financial sufficiency, and enforcement of ethical standards to control corruption and malpractices. Autonomy is interpreted in terms of the capacity and freedom to make decisions and implement them with limited interference by parent ministries and government executives. Financial sufficiency is measured in terms of the capacity of the EA to raise funds to cover its financial needs.

The third category of factors relates to service arrangement processes (as perceived by users). These arrangements include the time that is taken to provide a service to a client this is measured in terms of waiting time, geographical coverage of the service, dependability, promptness, efficiency, accountability, and transparency in the delivery of a service. Accountability is measured in terms of the perceived relational control of the EAs to their constituencies and perceived extent of responsiveness to service users' needs and wants. Transparency is measured in terms of how open the procedures are that determine the key institutional decisions and practices. It also relates to the openness of the service access, requirements and procedures to the clients or users as well as the general public (Byrkjeflot, Christensen & Lægreid, 2014).

A combination of these three sets of factors is expected to determine the perceived (and consequently the actual) quality of service delivery. While these forces may have long term effects on the performance of government, the immediate effect of the public service reforms is to improve the delivery of quality services.

There is a need to note that the quality of service is an elusive and indistinct construct often mistaken for imprecise adjectives like goodness, or luxury, or shininess, or weight (Crosby, 1979). Service delivery as used in the conceptual framework for this study is considered to be quality if it can reduce the cost on the side of the consumer and is easy and convenient to access. Further, it also needs to attract an appreciation by consumers that those who offer the service are best placed to instantly respond to public needs and wants, but with sufficient and satisfactory information (Karyeija, 2012). Therefore, quality service provision needs to be approached from the consumer's position and view point.

As the framework suggests, the study views public service reforms in terms of practices and efforts to implement different individual and institutional level practices and principles in the delivery of services. These include flexibility in the operations of the agencies, encouraging creativity and innovation rather than compliance, customer focus and orientation, timely delivery of services including reduction of waiting time, the use of improved technologies in addressing clients' concerns and problems in the delivery of services, and positive communication with clients (Reddick & Turner, 2012). The study considered these features as useful in assessing the extent to which public service reforms were being actualized.

It should be noted, however, that successful translation of reforms into improvement in the quality of services delivery depends on the extent to which the organization exploits and applies existing technological revolutions in offering services by encouraging creativity among the staff. Therefore, efforts by EAs including recognizing teams and individuals who innovate service delivery improvement solutions in the agencies is pertinent to success. Conversely, the efforts may be constrained by pressure from external stakeholders who work in principal-agent relationship with EAs such as the top government executives including those from parent ministries as well as the top sovereigns. This made it necessary to approach this study with a combination of lenses that draw from the principal-agent and stakeholder theories.

2.5 Empirical Literature Review

The present section highlights the findings in the reviewed empirical literature relating to public service reforms and their impact on the performance of public service organisations with special attention to the delivery of quality services. The section begins with the review of experiences of the reforms at global, regional, and then national level. A review of selected studies from outside and within Tanzania is also made. The review focuses on the reforms from a global perspective.

2.5.1 Public Services Reforms in the Global Perspective

Public Service Reforms in Africa were driven by democratization and the search for government administrative efficiency with a view to improving the quality of goods and services delivered to the public. In other words, reforms were inspired by or parallels public administration reform experiences of other countries outside Africa (Rugumyamheto, 2005). Notable examples include the "big bang" comprehensive state reforms in New Zealand (from the mid-1980s through the early 1990s), the radical transformation of administrative culture in the United Kingdom under Margaret

Thatcher and her successors (1979-1998). The main issues of reforms included the need for the state to provide a favorable environment that would enable the private sector and Executive agencies to function smoothly in delivering quality services to citizens.

Three measures that sought to improve the quality-of-service delivery included surveys of service delivery, quality charters, and programme evaluation. Surveys of service delivery seek to establish benchmarks against which progress in service delivery is measured. The use of quality charters started in the United Kingdom in 1991, while Australia started the use of programme evaluation to improve service delivery as a key feature of its public management reform programme in the mid-1980s (Adamolekun & Kiragu, 1999). The emphasis was on measures for enforcing accountability of the government in increasing transparency, openness, and citizen participation.

Several countries of the world are seriously implementing public service reforms with a focus on enhancing efficiency and effectiveness of public service delivery. From the onset, these reforms were focused on public service which aimed to improve the quality of service delivery to the people (Osborne & Gaebler, 1992). The emergence of these reforms was, therefore, a deliberate effort to transform the Government in terms of its functions and organizational structure to improve human resource policies and institutional support for Government to provide better quality services (Pollitt, 2003).

2.5.2 Public Services Reforms in Africa

Literature shows that there are innovations and best practices in some Africa countries. The best-known example is Botswana, which is known for its good institutions, prudent macroeconomic management, political stability, and efficient civil service. Botswana typifies the embodiment of enviable constitutional order, law-based state, and respect for the rule of law all of which have strengthened state legitimacy, leadership succession, and quality of service delivery by its organizations. One of the key aspects of public policy and public service reform is to enforce equity in the delivery of services and promoting efficient allocation and use of economic resources through the encouragement of executive agencies involvement in socio- economic development (ADB, 2005).

One of the key things to note about the Botswana context is that the reforms there were largely driven by a succession of competent leadership and dedicated workforce committed to continuous administrative reforms (ADB, 2005). This reinforced the view that the quality of political leadership is not the only key to successful reform but also the development and reduction of poverty by adopting strategic policies and programmes. The transformational leadership and good practices have also been recorded in Ghana, Liberia, and Rwanda where the leaders have designed policies and programmes in the areas of good governance and the economy altogether to ensure the realization of the Millennium Development Goals (MDGs).

Some of the good innovations and practices in other African countries include Egypt's Information and Decision Support Centre and its rapid and swift strategy that served as a catalyst for the establishment of a flourishing computer industry; the integrated coastal management with local development planning model in Namibia; and Mali two-pillar inter-tier resource planning initiative 166. The others were the introduction of the Medium-Term Expenditure Framework (MTEF) in public financial management in Ghana, Zambia and Tanzania; the Tanzania's salary supplementation scheme; the Diaspora capacity leveraging schemes in Liberia and Sierra Leone; and Public Expenditure Tracking Systems (PETS) in Ghana, Uganda and Zambia by civil society organizations.

In addition, well recognized are also the Namibia's National Public Private Partnership scheme for expanded waste management services in poor communities; and the Rwanda's investment in the ICT sector (Kiragu & Mutahaba, 2012). This investment has always been identified as a driver for economic transformation aiming to make Rwanda a regional supplier of ICT related capacity support to countries including South Sudan.

Having reviewed the general experiences worldwide, from Africa, and from Tanzania; the current section focuses on some of the relevant selected empirical studies. These studies are categorised into two main parts; namely, studies that were conducted outside Tanzania and those within Tanzania.

2.5.3 Studies from within Tanzania

Caulfield (2002) conducted a study that sought to explore how the creation of executive agencies in Tanzania as part of liberalization of business and service delivery influenced efficiency in the management of international debts. The study focused on a case of purchase of aircraft monitoring technology, commonly known as the ‘radar’ case in Tanzania in which through rent-seeking, the Tanzania Civil Aviation Authority (TCAA), purchased the equipment on debt worth £ 28 million from Aerospace, a British private company.

Following the search for contract approval in the British Parliament, the cost raised concern for not only the Britain but also the international community as a whole since £28 million was a scaringly high amount and placed Tanzania under a long-term debt stress. This case, which was considered to be one of the indicators of grand corruption implied that giving financial autonomy to executive agencies could increase efficiency and economy, but also lead to lavish spending and misuse of public office and finance. In relation to the present study, these findings may partly explain why the government has been hesitant to grant full autonomy to executive agencies to make financial decisions, especially in suspicious contexts where the related management of the agencies could misuse the authority given to them.

The study by Lufunyo (2013) investigated the impact of public sector reforms on the delivery of services in Tanzania. The study, which focused on local authorities in the public sector revealed that public sector reforms had many positive effects on the delivery of public services. However, it was also noted that these positive effects were potentially undermined by challenges of management of public sector organizations, which included corruption, weak adherence to legislation, and limited emphasis on technical staff capacity development.

These findings indicate that this study stresses the message that even in those organizations where positive effects of the reforms had been realized, keeping and sustaining them has been a challenge. Due to limited institutionalization of the reform principles through legal frameworks, continuous learning and skills development, and behaviour transformation were critical in addressing undesirable practices such as corruption. This was also supported by Kihamba (2017) who noted that the challenges, which the NPM reforms experienced, had not been addressed in a perfect way.

Ngowi (2008) conducted a study on privatization and agentification of public service delivery in order to explore the extent to which good managerial leadership characterize Tanzania government agencies and their delivery of services. The study found that only ten of the 24 ministries had no executive agencies. Executive agencies, unlike privatized services providers stood both as agents and part of the government which had an implication on the management and leadership. The implication identified included the need for more delegation and government willingness to decentralize the activities of the ministries to the agencies.

Even so, there was a negative implication since the employees were likely to continue retaining the public sector-socialist oriented mindsets. These findings were important for the present study since they alerted the need to pay attention to the influence of the long rooted public service management ideologies. In cases where employees in transformed organizations come in with conservative mindsets, the positive effect of the transformations may hardly be achieved.

Tuwa (2009) conducted a study to assess the extent to which the adoption of the agency model had affected performance accountability in Tanzania. The study focused on two agencies, namely; the National Housing and Building Research Agency (NHBRA) and the Tanzania Medicines and Medical Devices Authority (TMDA) – the former Tanzania Foods and Drugs Agency (TFDA). The findings indicated that the agentification had increased the autonomy of the two agencies. However, the contribution to the responsiveness of the agencies to the service users was still very low or not evident. In relation to this study, the need to examine the quest for autonomy goes parallel with the need for improvement and this was paramount in service delivery as perceived by the service users.

Another study by Sulle (2010) examined executive agencies in Tanzania focusing on their control and autonomy in the context of New Public Management transformations. The study was founded on the assumption that the NPM features, which were supposed to guide the ideal functioning of executive agencies such as structural disaggregation, contractualization, and autonomy were highly universalized. The findings indicated that executive agencies in Tanzania had a hybrid of features, which included both NPM oriented and traditional public management features. These included a relatively deprived autonomy and political control of the plans and decisions by the agencies. These events often resulted in the failure of the agencies to meet their expectations in relation to the NPM model.

In relation to the present study, these findings highlighted the need to understand how organizations in the Tanzanian context, as a developing country, can explain the existing gap between the NPM model and the actual functioning of executive agencies. Commonly in most of these studies, the argument has been that executive agencies are well-functioning and can improve service delivery and general public sector governance. The experience across countries has been that the management of the agencies and their operations have manifested varied results including the positive and negative ones. Another notable point has been that the contexts of different political and administrative systems influence the practices within the agencies and thus resulting into either undesired features or partial implementation of the principles of the NPM models of public services management. In this respect, the need arises to consider the impact of the NPM reforms case by case at both country and agency levels.

2.6 Summary and Knowledge Gap

The relevant literature has revealed that public service reforms were premised under very crucial considerations, especially improving the capacity of public sectors to deliver quality services. For many societies including Tanzania, the establishment of executive agencies was a rational effort and was expected to be effective in implementing and attuning the operations to the New Public Management Principles. Reviewed literature has also revealed that the performance of executive agencies depends on the political and administrative contexts of a particular country and actually the pertaining appraisal needs to be under-taken on a case-by-case basis considering the realities of each individual country or agency.

Local literature has revealed that there have been some efforts to achieve higher performance of existing executive agencies (Lufunyo, 2013; Salum, 2017). Despite the efforts for extensive reforms in the public service for improved service delivery, the expected results have not been as impressive as expected. This raises the question: to what extent the reforms have contributed towards improved service delivery in the established agencies. Existing literature also shows that there has been no agreed strategy to implement public service reforms and thus there has been diverse practices which need to be examined and analyzed in order to determine how they affect performance of the agencies.

While this is a case, there is a need for sufficient and more current evidence to update and add to existing knowledge on how the reform measures were implemented by executive agencies and what factors influenced and continue to influence the reform measures and their principles into the final result namely the delivery of quality services. This study aimed to fill the identified gap in relating knowledge by investigating the impact of public service reforms on the quality of service delivery by two selected agencies namely; Business Registration and Licensing Agency (BRELA) and Registration Insolvency and Trust Agency (RITA). These two agencies were chosen based on the services they offered which cover a larger part of the population especially the people involved in the need for birth certificated by RITA and business registration certificates from BRELA for all who intend to engage in business impacting families and the national economy.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter provides the methodology used in this study. It elaborates on how the study was carried out and includes the research design, approach, area of the study, population and sampling methods, data collection and data analysis methods. The chapter also provides the measures taken to ensure data validity and reliability, how ethical principles and standards were observed in carrying out the research as well as the limitations and delimitations of the study.

3.2 Research Approach and Strategy

Scholars of research methodology have identified three research approaches namely qualitative, quantitative and mixed approaches. In this study, a mixed approach was used. According to existing literature, qualitative approach is informed by non-positivist paradigms such as interpretive and reflexive analysis of reality (Bulmer, 2017). On the other hand, quantitative approach is based on a positivist paradigm, which assumes that reality is objective, and therefore, can be studied objectively (Yin, 2017). The term research approach is related to how the study employed qualitative and quantitative methods in addressing the questions posed by the study.

The choice of the mixed research approaches is based on the nature of this study. The study sought to explore employees' experiences with improvement of the quality of services under public service reforms and to quantify the responses made in order to develop a statistical data of perceptions of quality of services as supported by Jick (1979). The first part of this study is explorative in nature which commands a qualitative investigation while the second part sought to diagnose the impact of service delivery by the two agencies to their clients. This supported the use of a quantitative approach. The use of both quantitative and qualitative approaches served the useful purpose of this study since it yielded both detailed explanations and statistics on the variation of perceptions of the clients on the quality of public services (Creswell et al., 2013).

3.3 Research Design

Research design is a map that shows how a study is to be carried out. It provides the blueprint on what data should be collected, how much, who should participate, and what measurement and analysis methods would be relevant (Kothari, 2009 Creswell, 2013). There are different types of research designs, which are generally categorized into experimental and non-experimental designs (Yin, 2017). Other research experts, for instance, Yin (2003; 2009); and Hancock and Algonzzine (2016) have categorized research designs into explanatory, exploratory, and descriptive.

While exploratory research design seeks to provide insights into the phenomena under study, descriptive research seeks to ‘describe' specific aspects of the phenomena such as the pertinent functions of public service, characteristics, and limitations. On the other hand, explanatory research designs seek to establish a relationship between variables. It is generally important to understand the designs to be adopted for any given study since the choice of the research design depends largely on the nature of the phenomena being studied, the questions to be posed in tandem with the overall purpose of the particular study.

The study adopted a case study approach where two case studies were selected in the effort to achieve the objective of the study, which was both exploratory and descriptive. Therefore, the study used both exploratory and descriptive research designs. The use of both exploratory and descriptive research designs sought to generate information of two types, namely; the perceptions of public service beneficiaries of the quality of services and the in-depth experiences of employees from Registration Insolvency and Trusteeship Agency (RITA) and Business Registrations and Licensing Agency (BRELA) on efforts carried out and the factors influencing the quality of services delivery by the agencies. The institutions were selected as cases in which the processes and changes related to implementation of reform measures would stakeholders' (employees, service users, and managers) satisfaction with the services offered by the agencies on behalf of the central government.

A descriptive analysis of the clients' perceptions was important since it provided comparable information on the quality of service delivery as perceived by employees (Bulmer, 2017). On the other hand, as suggested by Yin (2017), exploratory design was appropriate for yielding deeper insights of employees in both the management and non-management categories on ways in which they reformed and ensure the quality of services delivered. In addition, understanding the challenges that the executive agencies have been experiencing in the process of planning and implementing their strategies to improve the quality of services, the adoption of the exploratory design was felt to be necessary and appropriate. Therefore, the dual nature of information that was needed in addressing and answering the research problem compelled the researcher to collect and analyze both quantitative and qualitative data to answer the key questions of the study.

3.4 Area of the Study

A study area refers to the geographical site where data is gathered in a research. This is important as it determines the kind of information that the study would get including the possible conclusions based on the information gathered (Kothari, 2009). This study was conducted in Dar es Salaam, in Tanzania. Dar es Salaam is the commercial city of Tanzania, and is also one of the centers for local and international administrative, political, and economic activities. The reason for conducting the study in Dar es Salaam was that the selected executive agencies namely RITA and BRELA were initially headquartered in Dar es Salaam before they were relocated to Dodoma where the national seat of Government is now located. It was the considered view of the researcher that the data collected from Dar es Salaam could serve as a pacemaker for similar studies in other regions through special outreach programs. When clients previously needed services from RITA and BRELA they were required to travel to Dar es Salaam.

Therefore, Dar es Salaam provided sampled clients, employees and other respondents to the researcher’s data collection tools. In this regard, the choice of RITA and BRELA hinged on the fact the government made some reforms which took place between 1987 and 1999 specifically on the Dar es Salaam based agencies. It was sought important to select RITA for it deals with the registration of insolvency and trusteeship for citizens from all parts of the country. This implies that RITA is an agency whose clients are many and hence the expected service delivery should be at the quality and standard that caters for the larger community served.

Similarly, BRELA is a sole authority which registers formal businesses and issues licenses for respective economic activities countrywide. This means that BRELA is also an important government arm which oversees and plays its role on all formal business endeavors in which the majority of Tanzanians are employed in and rely on to earn a living. Basing on these arguments it was important to know how the public service reforms based in respect of these agencies as triggered high quality performance in service delivery to the community of entrepreneurs in Tanzania.

3.4.1 Selection of Executive Agencies

Simple random sampling was used to select executive agencies for the study. The researcher ensured that every executive agency in the country had an even chance and likelihood of being selected in the sample. A list of all executive agencies was prepared to form a sampling frame. In this study, a total of 43 executive agencies, which were formally established under the executive agencies' legislation, namely, the Executive Agency Act Number 30 of 1997 were selected.

The list was re-organized on the basis of executive agencies by year of establishment, ranging from 1999 to 2019. The names of the agencies were serially numbered from 1 to 43 on one paper and each paper was labeled 1- 43, folded and placed in a box. Then, the folded papers were mixed for about 30 seconds. Finally, two pieces of papers were randomly picked from the box. This implied that two agencies could be selected for the study. The selected numbers were ‘1' and ‘29' which were in the list of operating executive agencies. These stood for BRELA and RITA as indicated in appendix 6.

3.5 Population of the Study

Population is defined as a group of units from which research data can be taken for the purpose of measurement (Babbie, 2015). In research methodology, a population is used to refer to the target units that the study aimed to understand characteristics of. (Kothari, 2004). People, events, processes, institutions, or people (Baradyana & Ame, 2007) can constitute a population. The target population for this study involved employees working at RITA and BRELA as well clients seeking services from the two executive agencies as shown in Table 3.1 and 3.2.

Table 3.1: The target population for RITA

Category of Population	Gender		Total
	Male	**Female**	
Management team	8	3	11
Other employees	52	26	78
Clients	99	34	133
Grand Total	159	63	222

(Source: RITA Annual Report, 2018)

Table 3.2: The target population for BRELA

Category of Population	Gender		Total
	Male	**Female**	
Management team	7	3	10
Other employees	55	16	71
Clients	112	8	120
Grand Total	167	27	194

(Source: BRELA Annual Report, 2018)

3.6 Sampling

Sampling involves the selection of some members of a population from which measurements can be taken such as to explain characteristics of the entire population (Yin, 2017). A sample is, therefore, defined by Kothari (2004) as a number of participants or units that are intended to be studied to understand the characteristics of the target population. In other words, the conclusions drawn based on the selected sample should apply to the study population.

The importance of the sample in research is that a well-selected sample enables researchers to make valid conclusions about the characteristics of the population (Creswell, 2013, 2004). It is often argued that a good sample should have representativeness as the best characteristic. When sampling is well done, there are chances for ensuring that research findings become credible and reliable. A carefully selected and reliable sample is likely to produce findings which can be generalized to the entire population or similar populations if the study is extended to other populations, but having similar or closely related population parameters and characteristics.

In this study, two sampling techniques; convenience and purposive sampling were used. Purposive sampling technique was used to get respondents, namely employees from the two selected agencies. Similarly, convenience sampling was used to select clients used in this study. In the forthcoming subsections, the sample size and composition, as well as the procedures involved in selection of respondents in different categories are summarized.

3.6.1 Sampling Techniques and Procedures

Sampling methods are generally classified into two broad categories namely probability and non-probability sampling (Saunders, 2012). Both probability and non-probability sampling are also classified into subcategories. For example, probability or random sampling is classified into simple random sampling, systematic random sampling, and stratified random sampling. The sample was selected according to sampling procedures as described in the forthcoming paragraphs. Non-random sampling methods included purposive sampling, convenient sampling, and snowball sampling.

The choice of a sampling method is conditioned by the study approach and the nature of the required information and where it can be obtained. Two methods of sampling were used to obtain the respondents for this study. These were: convenience sampling and purposive sampling. The details on how each of the two was conducted are provided in the next two subsections.

3.6.1.1 Convenient Sampling

Convenience sampling was used to get clients who visited RITA and BRELA offices to get official services. Convenience sampling was applicable because the researcher wanted to collect data from conveniently available clients. Thus, clients were selected based on proximity and availability. Through convenience sampling, a total of 198 clients from both BRELA and RITA were sampled as respondents used in this study as detailed in Table 3.3. These clients were waiting for the services during data collection days in each of the two organizations. Given the fact the clients were beneficiaries of the services offered in the two agencies, it was expected that they would provide useful information regarding the quality of service delivery.

3.6.1.2 Purposive Sampling

Purposive sampling, according to Saunders (2012, involves the selection of respondents based on some known characteristic features that were of interest to the study. It generally denotes sampling the study participants with a purpose behind their inclusion in the study. In most cases, knowledge, skills, and experiences about a phenomenon being studied are common reasons why researchers tend to select respondents purposively.

Purposive sampling in this study was used to select respondents in the management and non-management employees' categories. The respondents of interest in this category included those that were involved in making decisions at the corporate level including the top managers. These were included since they had experience in how service improvement planning is done and the challenges faced in implementing such plans and decisions in the agencies.

Purposive selection of respondents was also used to select employees who were serving in the front office positions, especially those who were responsible for receiving clients, responding to inquiries, and directly communicating with clients in the day-to-day delivery of services. In addition, the non-management respondents' perspectives were crucial for understanding how the organizational environment affected the potential of the individual employee to contribute towards delivering quality services. In that sense, purposive sampling was used to select 30 staff from RITA and BRELA. Table 3.3 presents the details of the selected sample.

Table 3.3: Sample of the Study and justification for its selection

Category	Agency	Number	Sampling Technique	Purpose
Management staff	RITA	4	Purposive	To understand the efforts of the agencies to improve service quality and the challenges experienced
	BRELA	4		
Non-management staff	RITA	12	Purposive	To analyze the view of employees regarding the effect of public service reforms on the quality of services provided. To document the factors that influence employees' contribution to the delivery of quality services.
	BRELA	10		
Clients	RITA	99	Convenience	To compare clients' perceptions of quality of services offered.
	BRELA	99		
TOTAL		228		

(Source: Field data, 2018)

The sample of respondents selected for this study included a total of 228 units, and these included employees and clients of RITA and BRELA. Of the 228 units' one half comprised respondents from each of the agencies selected for this study. The sample had three categories of respondents included for different purposes.

Table 3.4 shows the respondents' number in each of the categories in the sample. It was emphasized that each of the categories of respondents was included to generate relevant information for the study. While the respondents from management were well aware of the efforts and strategies in place to improve service delivery, the non-management respondents' perspectives were crucial for understanding how the organizational environment affected the potential of the individual employee to contribute towards delivering quality services.

3.7 Data Collection

According to Axinn and Pearce (2006), data collection methods and processes are tools for measuring human behaviour, perceptions, and interactions. A good choice of data collection methods is important for generating data that best reflects the measure of reality. In this respect, the methods selected for data collection needed to be justified. The study collected two types of information, especially the information that showed the perceptions of the clients regarding the quality of services provided by the agencies and the experiences on efforts for service quality improvement and related factors that the employees thought were influencing the quality of services. Thus, three different methods were employed in gathering information for the study. These methods are described in the three next subsections showing the bases for using each of the methods.

3.7.1 Structured Questionnaires

A structured questionnaire is a set of questions to which respondents are given alternative choices of responses. A structured questionnaire is commonly used to capture quick structured data, especially on views, attitude, position, or experiences of individuals who are not necessarily experts (Johnson & Turner, 2003). A questionnaire with close-ended items was used to collect data from the client respondents on their perception of the quality of services they received from the agencies as well as their experiences on malpractices that affected the quality of services they received.

The questionnaire used included 29 close-ended questions which were administered to 198 respondents (see Appendix 1). The first nine items were social demographic questions, which aimed at documenting the demographic characteristics of respondents. This is important when one wants to compare the variations in perceptions across social demographic groups of respondents. The demographic variables included age, sex, education, income, occupation, and nationality. The next six questions were intended to rate the level of quality of the services offered by the organisation while the other six sought to rate the extent to which the agencies had integrated leadership and governance best practices in the delivery of services. For each of the twelve questions, the respondents had to do the rating between ‘1’ and ‘5’ whereby one stood for very low or very poor and five stood for very high or very good. For the remaining questions, the aim was to identify respondents’ experiences on existence of maladministration practices that affected service delivery in the agencies such as corruption, nepotism, poor customer care, and poor or negative communication. Similarly, the respondents were required to use a five-point Likert scale rating system where ‘1' stood for ‘never' and ‘5' stood for very often. The questionnaire was prepared in both English language and Kiswahili languages. For those who could not understand Kiswahili, the questionnaires were given in English. The administration of the questionnaires took between 20 and 25 minutes.

3.7.2 In-Depth Interviews

In-depth interviews are commonly used to attract details and insights from experienced and expert respondents who have a rich understanding of the phenomenon being studied (Johnson & Turner, 2003). This is because, rather than structured information, the aim of in-depth research is to learn how the identified phenomenon is understood or interpreted by respondents.

Unstructured detailed interviews were used to get information from management and non-management respondents from RITA and BRELA. These respondents consisted of 8 management staff and 22 non-management staff (See Appendix 2). These respondents had rich experiences related to service delivery quality improvement initiatives and barriers in the agencies due to two main reasons. The top management respondents were closely involved in the day-to-day planning and decision making as well as developing strategies for the performance of the agencies. The non-management respondents, on the other hand, interacted directly with the clients in the delivery of services. Therefore, they were well informed and experienced and possessed knowledge of the factors that influenced their potential to deliver better services to the clients in line with the vision and mission statements of each organization.

3.7.3 Documentary Review

Documents are important in research since they serve as reliable bases for validating data collected through conversational methods such as interviews. An official document can be retrieved and used as evidence and thus it increases the reliability of the information used to reach conclusions in research (Creswell, 2013). Therefore, in addition to the interviews, the use of documentary sources of data was found to be important. The documents included electronic files of the agencies as uploaded on the websites as well as strategic documents such strategic plans, laws that established the agencies, and annual reports of the agencies. Information from the documents complemented the data collected from the field through interviews and questionnaires.

3.8 Data Analysis

Data processing in research starts with the managing the collected information to ensure data quality and control against the possibility of data recording errors. It also entails techniques such as data coding, data entry, data cleaning, data reduction, and processing into statistical outputs (Jick, 1979; Ryan and Bernard, 2003). In this section, the processes and techniques used in the analysis of the questionnaires and interviews data are provided.

3.8.1 Analysis of Data from the Questionnaires

In analyzing the data collected, the type of data dictated the methods and tools for its analysis. In particular, data collected through questionnaires whose answers reflected the respondents' choices, was coded and entered into the Statistical Package for Social Sciences (SPSS) software version 23. Before running the analysis, data cleaning was done to ensure that there were no data entry and coding errors and if such cases occurred, they were addressed in good time. Through descriptive statistics, data was processed to generate frequency and percentage tables. The latter were manually examined to determine the patterns shown by proportional statistics.

In addition to proportional statistics, chi-square test of independence was used to examine the influence of demographic differences on the variations in the perceptions of the respondents. The critical value of alpha for the *p*-value was set at 0.05 meaning that the *p*-value of less than 0.05 showed statistical significance. Moreover, the Cramer's measures of effect size were used to compare each of the social demographic variables.

3.8.2 Analysis of Data from Interviews

Interviews was recorded using a digital IC audio recorder. After the recording, the audios were copied to the computer and labelled appropriately to distinguish them. For example, BR_NMR_1_Male stood for the first Non-Management Respondent from BRELA. The audio records were listened to several times before making notes on separate papers to transcribe and classify the transcripts information in relation to the qualitative codes (also referred to as variables) as contained and presented in the conceptual framework, theories and the reviewed literature. Both deductive and inductive analyses were used where the themes were developed based on the concepts from the conceptual framework and the most occurring and relevant messages, which arose from the data were classified and recorded.

The analysis of interviews sought to identify the key themes that emerged from the interview notes and how they were connected with and related to the literature and theories. Therefore, thematic analysis, especially looking for pertinent themes in the interviews was the main concern of the analysis. Theme identification was carried out in a systematic process, and in a step-by-step manner. In this study, this involved continuous reading and classification of themes into relevant sections in connection with the study objectives. Five steps as suggested by Ryan and Bernard (2003) were followed. The first step was to discover themes and sub-themes in the interview text.

The second was to examine, compare, and combine related themes which came out from the analysis.

The third was to decide which of the themes was the most relevant and most important in connection with the objectives of the study. These were recorded on separate pieces of papers. The fourth was to develop hierarchies, to classify themes, and to identify the relationships that exist between the themes for each of the qualitative objectives. At this stage, overlapping themes were further combined to retain the most unique ones. The fifth and last step was to develop explanations and descriptions for each of the themes with their accompanying quotations from the interviews.

3.9 Validity

Validity determines how trustworthy the results of research are (Golafshani, 2003). Valid research produces results which are well supported and credible and non-questionable. Designing questionnaires and interviews in such a way that they are not subject to multiple and ambiguous interpretations were the main ways of enhancing data validity. The questionnaires were self-administered to overcome weaknesses of accuracy in data collection.

A pilot study was conducted using four respondents from the Tanzania Medicines and Medical Devices Authority (TMDA), the former Tanzania Food and Drug Authority (TFDA). This was based on the assumption that if the questions were well understood by clients and employees at TMDA they would be consistently understood in other executive agencies. Therefore, four TMDA employee respondents were interviewed and 15 questionnaires were administered to them. The interviews and questions in the questionnaires were refined to make them clearer following the observations made during the pilot study.

The triangulation method was also used to validate and cross-check the information collected from the field. For example, the interviews were used to validate the responses obtained through the questionnaires. Similarly, triangulation of sources, especially the use of interviews with the management respondents, non-management respondents, and information from websites and documents enabled the study to cross-validate the information collected and thus enhanced the credibility and trustworthiness of the findings.

3.10 Reliability

Reliability is the extent to which research results are consistent over time. Similarly, an accurate representation of the total population under study increases reliability such that the results can be reproduced under a similar methodology, then the research findings are considered reliable. To ensure the reliability of data, the key concepts such as public service reforms and quality of services were carefully conceptualized. This was considered important since any discrepancies in the findings in most cases result from conceptual inconsistencies and misinterpretation of the findings or collection of data that hardly measure the intended factors.

Further, the design of the measurement scale is an important consideration in ensuring consistency of measurements. The Cronbach rule for reliability requires that all items in the measuring instrument should consistently measure related items. This creates the necessity to formulate questionnaires which use standard scales in which all the items that measure related constructs are measured in the same direction. Table 3.4 presents the results of Cronbach reliability test statistics in respect of this study.

Table 3.4: Cronbach reliability test results

Item	**Cronbach's Alpha Values**
The time that the client has to wait before getting service	.930
Staff creativity and innovation in offering services	.920
Promptness of staff in responding to inquiries	.935
Efficiency and professionalism of staff	.921
Reliability and dependability of staff	.920
Transparency and accountability in service delivery	.918
Flexibility, identifying and encouraging creativity and innovations	.919
Emotional intelligence, listening and handling rifts	.918
Motivation of employees to set and attain challenging goals	.918
Delegating, sharing, and encouraging higher participation	.919
Effective communication and giving feedback	.930
Employee's demonstration of technical maturity	.922
Cumbersome and bureaucratic procedures	.930
Poor/negative communication with clients	.920
Poor customer care/not concerned about customers	.935
Corruption and bribery	.921
Nepotism and favouritism	.920
Insufficient number of skilled personnel	.918
Poor service delivery equipment and technology	.919
Social stigmatisation (e.g. gender and social class based)	.918
General assessment of services quality as a result of reforms	.918

Source: Field data, 2018

The Cronbach reliability test was conducted to establish, if the items in the questionnaire provided consistent measures. In the first instance, the alpha value for all the items in the questionnaire was 0.595 which showed relatively limited reliability of the scale items in the questionnaire. The reason for this was that the items in the scale were measuring varying constructs, especially the perceptions of service quality and the existence of maladministration in the organization. When each of the two categories of the items in the questionnaire was tested separately, the Cronbach alpha value improved to 0.929. This suggested that the questionnaire scale was highly consistent. However, the perceptions of service quality and those on the existence of maladministration practices needed to be measured separately because they were in opposite directions.

3.11 Limitations and Delimitations

There were three limitations for this study. The first limitation related to the design of the study. This was a cross-sectional case study that included a questionnaire and in-depth interviews. With a cross-sectional design, it was difficult to measure changes which were taking place in both the efforts to implement the reforms in the agencies and the changes in the delivery of services. This could be improved by using a longitudinal design, which explores the phenomena over a period of time. Therefore, it was not easy to guarantee the replicability of the observed relationship between variables given the potential influence of social, political, and economic dynamics on the implementation of the reforms and service quality. To address this, memorization of the past experiences and triangulation between primary and secondary data sources were used.

The second limitation involved the fact that the study involved two agencies only. Despite the rich evidence and details, the study findings may have limited generalizability to other executive agencies depending on the services provided by the agencies themselves. This may influence the difference in both the perception of the clients and initiatives that management invests in improving the services. The findings of this study may suitably apply to agencies which have organizational cultures, which closely relate to or are similar to those of RITA and BRELA.

There were other limitations regarding the accessibility of respondents, especially the non-management employees and some of the management employees. Most of these respondents appeared to be busy and unwilling to spend time for interviews. With this, there was a need to look for an alternative time at which appointments could be secured out of working hours. This included lunchtime or during the weekends. In addition, efforts were made to request the respondents to participate in the interviews at their offices after working hours. This limitation was to a large extent controlled, but it had some implication on the completion of the field data collection process and thus prolonged data collection completion and the need to mobilize additional funds for completing field data collection.

3.12 Ethical Considerations

Ethics is defined as the notion of what is wrong and what is right or what is proper and improper in human societies. In research, ethics means proper procedures for academic and scientific integrity and these are ensured in carrying out a scientific inquiry (Kothari 2004). In this study, important ethical considerations included explaining to respondents that they were free to decide whether to participate in the study or not. The researcher informed the respondents that they were free to decline from answering any question they felt they were not comfortable with. In addition, the researcher did the best possible to protect each respondent's privacy by not identifying them by names in the analysis and assuring them that the data collected was for academic purposes and not otherwise.

Further, the process of designing and developing the study proposal involved different authorities at the University with the purpose of assuring quality and ethical conduct. The proposal was reviewed by the supervisor before it was accepted for use in proceeding with data collection. The approval obtained, formed the basis for acquiring due research clearance from the university. The entry into the organizations selected for the study was justified by a research clearance from the university and the researcher explained to the heads of the organization that they were free to contact the University for any further information in case of any doubt. Finally, all sources of information used in the study including the literature were acknowledged.

CHAPTER FOUR

FINDINGS AND DISCUSSION

4.1 Introduction

This chapter presents the findings of the study which aimed to assess the impact of public sector reforms on public service delivery. The study findings focused on clients' perception of the performance of Registration Insolvency and Trusteeship Agency (RITA) and Business Registrations and Licensing Agency (BRELA) against the public service reforms for efficiency and effectiveness. It also presents the perspectives of the management and non-management employees on service delivery in the two organizations.

The chapter is divided into three main sections. The first section provides a descriptive analysis of the social and demographic characteristics of the respondents, taking into consideration how they perceived different concepts pertaining. The second section analyzes the clients' perceptions relating to the quality of service delivery in the organizations. A set of factors for assessing the quality of services from a client perspective has been selected for this purpose. The third section provides a thematic analysis of relevant employees' perspectives on the reforms and the extent to which the same enhance the quality of services in the two agencies.

4.2.1 Respondents' Background Information

A total of 198 respondents participated in this study. Each of the two agencies contributed equal numbers of respondents, meaning that 99 out of 198 respondents

(50%) were from BRELA and the remaining 99 (50%) were from RITA. This number of respondents was 99% of the 200 who had consented and confirmed that they could participate in the study. The key demographic characteristics of the respondents were gender, age, education, nationality and occupation.

To start with gender, the study included a reasonable number of both male and female respondents. As the statistics show in Figure 4.1,111 of the 198 respondents (nearly 56%) were males while 87 (about 44%) were females.

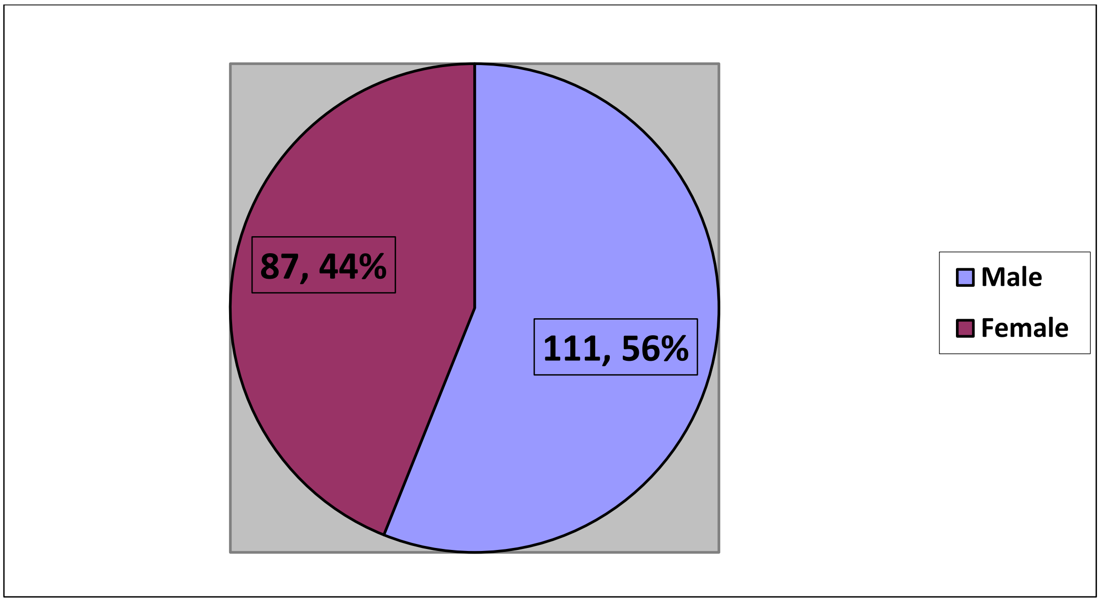

Figure 4.1: Respondents' categories by sex
Source: Field data, 2018

The statistics in Figure 4.1 indicate that male respondents outnumbered the female respondents in the sample. One of the reasons could be the current state of division of labour on the land leaves women locked in domestic affairs of the families. However, it is not surprising that the numbers of men were always big in most of the urban formal business settings (Simonton, 2017). This applies even to the employees who were providing services in the two studied agencies.

Gender has been considered important in comparing the perceptions of service improvement in the agencies. Basing on gender and service delivery the findings have indicated that both men and women agreed that there is often poor customer service in the two agencies. In this aspect, 138 out of 198 of both men and women who engaged in the interview indicated poor customer service in the two agencies (see Table 4.1). Very specifically from the Table, nearly 77% of all men interviewed expressed their dissatisfaction with customer care often experienced with workers in the agencies. Equally, about 61% of women involved in the study also had the same feelings.

These findings imply that the quality of service offered in the two executive agencies, to a greater extent, did not meet the expectations of the customers.

Table 4.1: Quality of customer service delivery by RITA and BRELA

Sex	**Customer service delivery**					
	Never poor	**Often poor**	**Rarely poor**	**Very often poor**	**Very rare poor**	**Total**
Female	20	53	8	2	4	87
Male	14	85	7	1	4	111
Total	**34**	**138**	**15**	**3**	**8**	**198**

Source: Field data, 2018

Considering gender, 97 out of 198 respondents (about 49%) felt that workers in the two agencies embraced nepotism and favouritism in service delivery. As such, 58 out of 111 male respondents (around 52%) strongly argued that workers at RITA and

BRELA tend to favour affluent people such as large-scale business enterprises who were closely tracked by 39 out of 87 female respondents who had the same feelings. Another demographic characteristic considered in this study was the respondents' age profile in relation to service delivery by RITA and BRELA. Age was assumed to be an important determinant of variation in the views of the people regarding changes in institutions and their policies. Table 4.2 shows the analysis of the respondents by age groups.

Table 4.2: Categories of respondents by age

Age categories	Frequency	%
0-18	2	**1.0**
19-35	80	**40.4**
36- 52	96	**48.5**
53- 69	20	**10.1**
Total	**198**	**100.0**

Source: Field data, 2018

With regard to age, the majority, that is 96 (48.6%) of the respondents were aged between 36 and 52 years. This implies that they were above the young age group. Another considerably significant proportion included 80 (40.4%) who were in the young age group with the ages ranging between 18 and 35 years. Of the remaining 22 respondents, 20 (10.1%) were aged between 53 and 69 years while 2 (1%) were below 20 years. In the overall, many or nearly a half of the respondents were old enough to be able to compare public service delivery situation before and after the introduction of the reforms and the establishment of the executive agencies.

Education level was another important demographic variable. Education was considered important since it affects both the capacity to evaluate available information and provides ability to assess the performance of organisations in terms of the services they deliver and the potential of understanding the unintended and contingent forces that can affect the capacity of an organisations to deliver batter services. Despite the fact that the respondents' assessment of the agencies was based on perceptions, the logical assumption was that educated respondents could make more rational and informed assessment. Figure 4.2 shows the respondents' classification by levels of education.

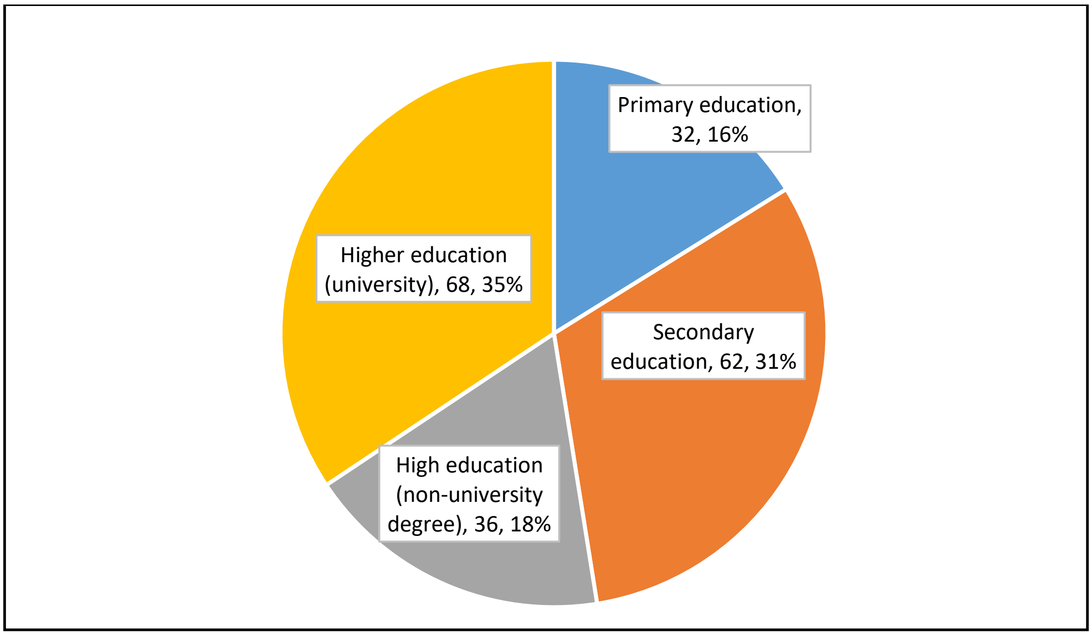

Figure 4.2: Respondents' categories by levels of education

Source: Field data, 2018

Figure 4.2 shows, that more than 80% of the respondents had secondary education or above. Specifically, a significant majority, 68 (34.1%) of the respondents were university graduates, 62 (51.5%) were of secondary education while 36 (18.2%) had had other forms higher education apart from university education. Only 32 (16.2%) of the respondents had primary education complemented with training in specialised skills. Therefore, most of the clients could fairly assess the quality of services provided by the agencies. These categories of varying education levels had different opinions on customer services, corruption or bribery as well as on nepotism and favouritism.

Concerning the quality of customer services in the agencies, those who fell under the category of secondary education ranked customer services offered by the two agencies as poor, as 72 out of 102 (about 71%) held such an opinion. This cohort also had the same opinion on corruption, nepotism and favouritism whereby nearly 69% opined that workers in the two agencies were often engaged in corruption and bribery while 38% of secondary education holders confirmed that workers often indicated certain traits of nepotism and favouritism. These results were also supported by those who had higher education (with university and non-university degrees) as Figure 4.3 indicates. In addition, these traits were similar to the type and nature of employment as Table 4.3 clearly shows particularly on corruption. This data shows that it is obvious that those who are self-employed were often prone to giving bribe in the course of seeking services from RITA and BRELA than those who are employed in other sectors.

Table 4.3: Temptation to engage in corruption during service delivery

Employment type	**Possibility of being trapped into corruption/bribery**					
	Never	**Often**	**Rare**	**Very often**	**Very rare**	**Total**
In the formal non-public sectors	1	9	0	0	0	**10**
In the informal non-public sector	0	18	0	4	1	**23**
In the public sector	1	20	0	4	0	**25**
Not currently employed	6	14	3	0	1	**24**
Self-employed	22	74	9	8	3	**116**
Total	**30**	**135**	**12**	**16**	**5**	**198**

Source: Field data, 2018

From Table 4.3 it can be deduced that those who were self-employed were often involved in corruption or bribery because of their economic well-being and financial strengths and do not want to waste time waiting for services. In other words, these people require fast track services which are not currently offered by the two agencies. The workers in the agencies, therefore, take this as an opportunity to delay procedures in providing services and so easily get trapped in corruption.

Nationality was another important demographic variable which was considered. The aim was to compare the perceptions between the native people and foreigners in matters of efficient service delivery. Figure 4.3 shows that only a small proportion of 5 (2.5%) of the respondents were not Tanzanians. This composition may closely reflect that most of the clients attended by BRELA and RITA were Tanzanians.

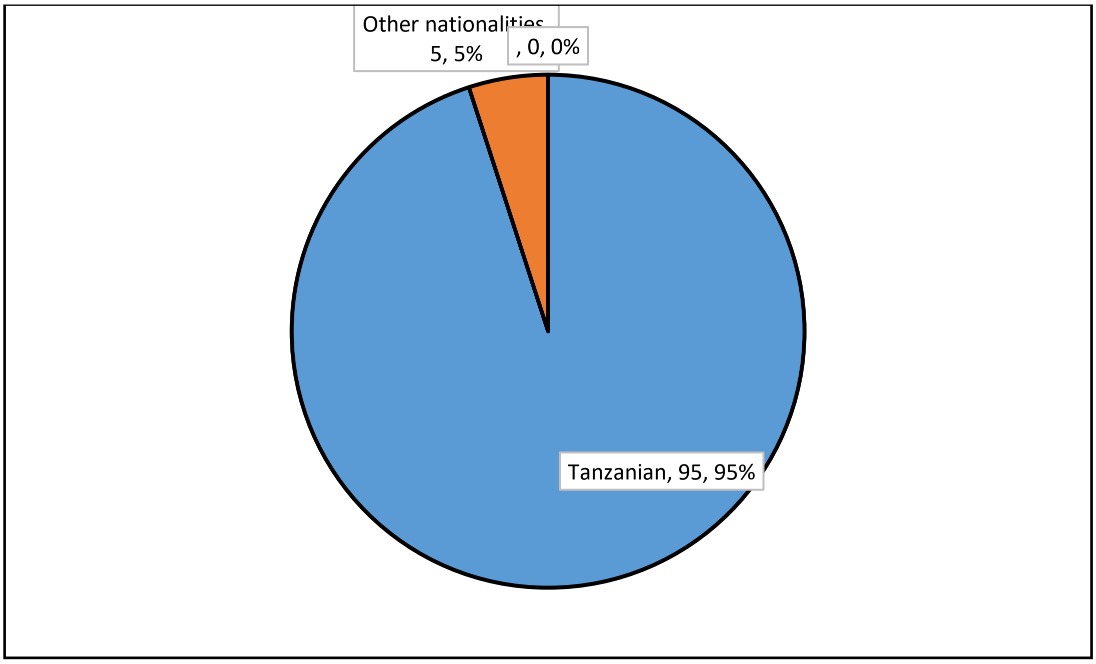

Figure 4.3: Respondents by nationality

Source: Field data, 2018

The results from Figure 4.3 suggest that because of the majority who seek services from RITA and BRELA are non-Tanzanians, such people may not be aware of the procedures for accessing services from these agencies. Therefore, they are always tracked by middle-men (brokers) who create for them hard conditions to access quality services hence create room for the foreigners to offer bribes to access services sooner than if they followed established procedures.

Another interesting question was whether the beneficiaries of the services sought were themselves Tanzanians or not. As discussed under comparison, the perceptions of delivery of services differed between the Tanzanians and non-Tanzanians as determined the proportion of the people who visit such public offices. Further, it was unearthed that given the problems that many of the foreigners tended to experience in accessing the services, many of them tended to send local consultants or agents to the agencies to represent them including offering rewards which were in fact forms of bribes.

For instance, it was observed in the case of BRELA, that two Chinese investors visited the offices alongside local agents or guides whose role was to communicate with the BRELA employees and make follow-ups to ensure that their requests were heeded. Despite the fact that the foreigners could communicate effectively in Kiswahili, they left the process of questioning BRELA employees and responding to their questions on the agents.

The study also considered the respondents' occupations, especially what the respondents relied on as the major sources of income to support their living. Figure 4.4

presents the characteristics of the respondents in terms of their occupations or employment or their major income earning activities.

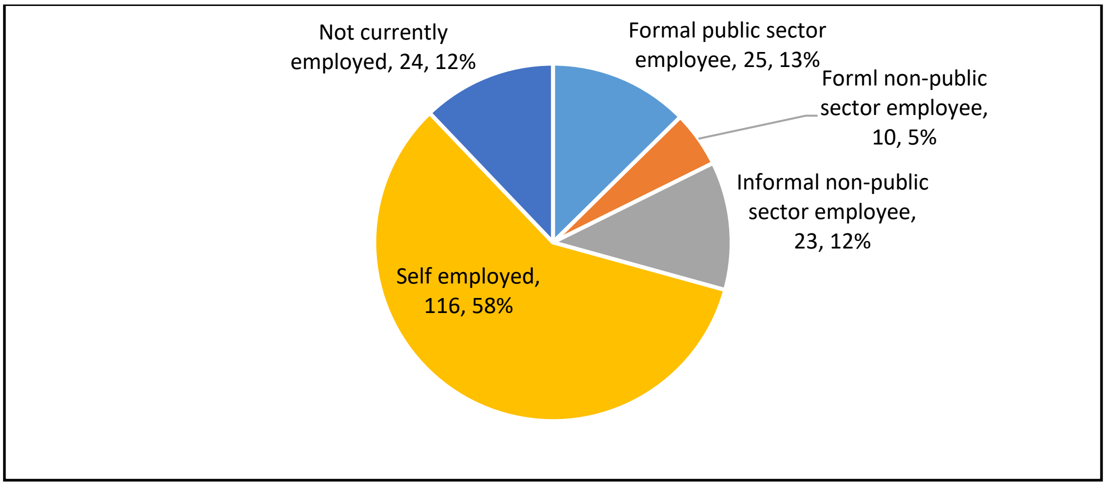

Figure 4.4: Employment profile of respondents

Source: Field data, 2018

More than half of the respondents, 116 (58.6%) were self-employed, 25 (12.6%) were employees in the formal public sector organisations; 24 (12.1%) were not employed at the time of the study and 23 (11.6%) were employed in the informal sector. The remaining 10 (5.1%) of the respondents were employed in the formal non-public sector organisations. Therefore, the perceptions about the effect of the reforms on the delivery of services may largely reflect the experience of the organisation from a client perspective and thus not the respondents' experience of working in the formal public sector organisations.

The other important aspect was the service that the respondents sought from the two agencies. Starting with RITA, a total of 69 (34.8%) of the respondents sought different services from RITA. Figure 4.5 provides a breakdown of the services that the respondents sought from the two agencies.

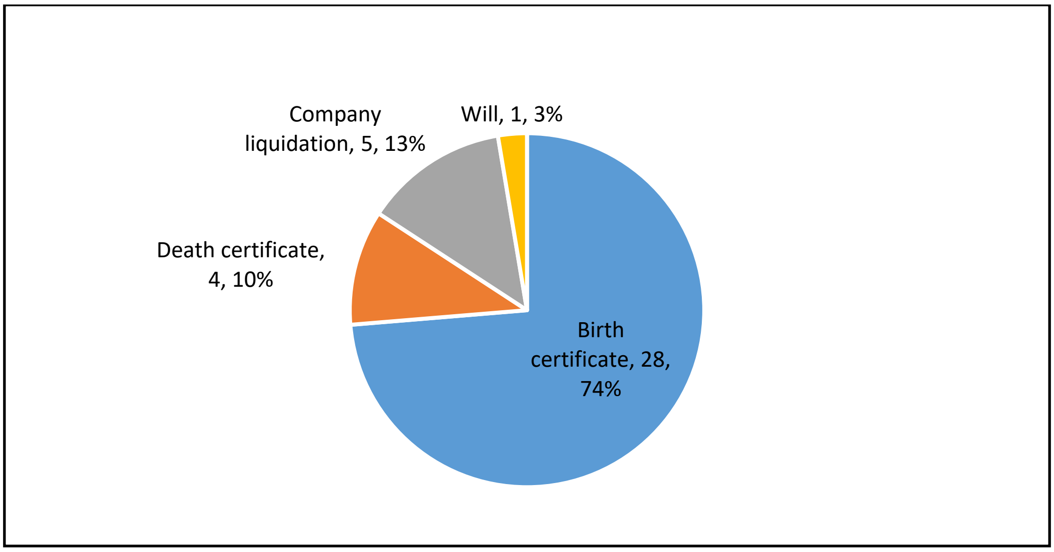

Figure 4.5: Service sought by clients from RITA

Source: Field data, 2018

The majority of the respondents, 129 (65.2%) had never sought any services from RITA; 31 (15.7%) sought services of public trustees while 28 (14.1%) sought birth certificates. A relatively small number, 5 (2.5%) and 4 (2%) respectively, sought company liquidation and death certificates. Only one respondent had sought service for will preparation. In this respect, the findings on the performance of RITA may largely reflect perceptions of public trustee and birth certificate services. Therefore, almost 69 (69.6%) out of the 99 respondents who were RITA clients had experience with the services offered by RITA with a large number having experience about the processing of birth certificates and public trustees.

In the case of BRELA clients, 97 (97.9%) of the 99 respondents who visited BRELA sought to access different services. On the other hand, 101 (51%) reported that they had not accessed services from BRELA in the past few years. Figure 4.6 provides a breakdown of the services that the clients had sought from BRELA.

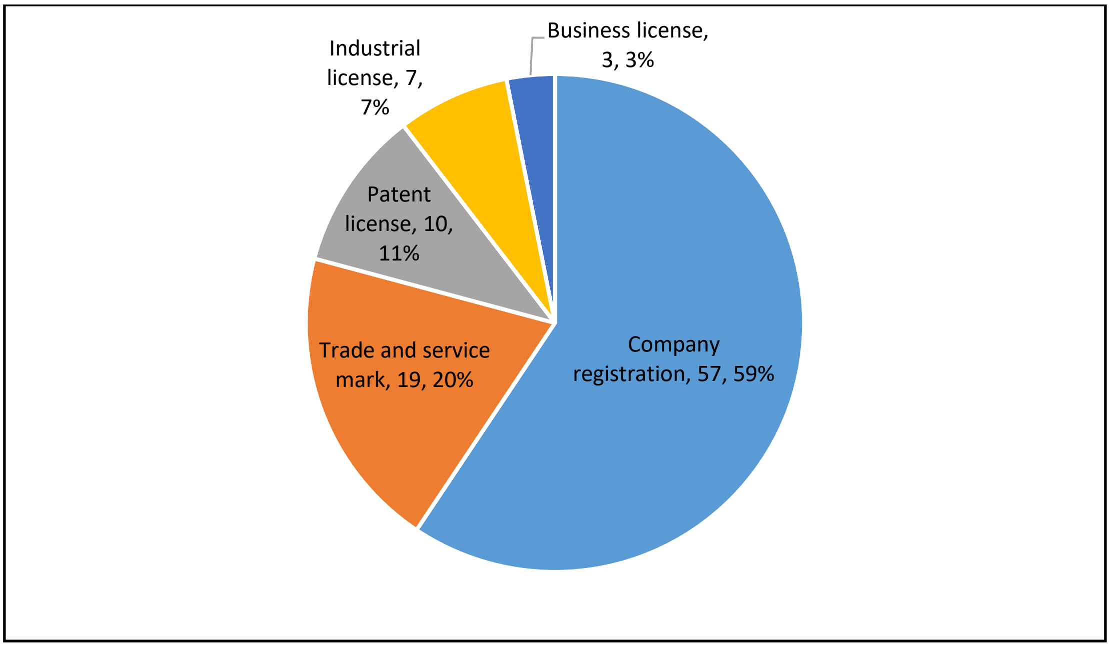

Figure 4.6: Service sought by clients from BRELA

Source: Field data, 2018

Many of those who had sought services from BRELA, 57 (28.8%) needed company registration services, 19 (9.6%) had sought trade mark services, and 10 (5.1%) had sought patent license services. On the other hand, a small number of the respondents 7 (3.5%) had sought industrial licensing, and business licenses 3 (1.5%). As it was for RITA, the perceptions of the quality of delivered services largely reflect the perceptions about company registration and mandates. This is important to consider since the responsiveness and the quality of services may differ from agency to agency due to implementation of reform measures and the type of service being sought in line with the existing procedures and technological demands in the delivery of services.

This was also supported by many of the interviewees who informed that a lot of efforts were devoted to offering services related to company registration services. However, at the general level, the study attempted to find out how frequently the respondents sought such services from the two agencies taking into consideration the extent to which the clients had experience with the agencies. The results are presented in Table 4.4.

Table 4.4: Frequency of services sought by customers from the Agency

Clients' Responses	**Frequency**	**%**
Less than 2 times	146	**73.7**
2 to 3 times	40	**20.2**
4 to 5 times	10	**5.1**
More than 5 times	2	**1.0**
Total	**198**	**100.0**

Source: Field data, 2018

The results in Table 4.2 show that a significant majority, 146 (73.7 %) had sought service from the agencies less than two times. A total of 40 (20.2 %) of the respondents had sought the service two to three times. On the other hand, 10 (5.1 %) respondents had sought the services four to five times while only two respondents had sought the services more than five times. Therefore, the proportion of respondents who had sought service from the agencies for at least two times is too small to argue that the respondents had adequate knowledge and experience on how the agencies delivered the services.

It should be noted that the findings based on the selected sample largely reflected the general perceptions of the clients on the delivery of services and the quality of services. Therefore, the study was rather more concerned with the general perceptions and views of clients about the service rather than objective measure of the performance of the agencies. The analysis in the next section focuses on the perceptions of the quality of services based on the respondents' personal experiences and perspectives with public agencies.

4.3 Clients' Perceptions about Quality Services Delivery

Quality of service delivery can be assessed in different ways depending on who is assessing. In this study, the first criterion for assessing the impact of the reform on quality of service delivery was from the clients' perspective. The factors that were used to assess the impact of the reforms on the quality of services delivery were the manner in which the service is delivered, especially as perceived, experienced and viewed by clients based on their own experiences and what they have generally learned about the delivery of services in the organisations.

Broadly, the perceptions have been categorised into two: the positive category which presents the improvement in the delivery of services, and the negative which represents perceptions about the existence of maladministration in the delivery of services. The first category included indicators such as improvement in terms of efficiency in areas such as waiting time, innovation, promptness, reliability, professionalisms, and creativity. Other indicators included corruption, nepotism, low application of technology and unnecessarily stringent procedures that affected the responsiveness of the agencies amidst their implementation of public service reform measures. The next subsection focuses on the first category of the indicators, which relates to impact on the improvement of service delivery.

4.3.1 Improvement in Service Delivery

Improvement in service delivery relates to the progressive and positive attributes that clients have noted in the way the organisation and its employees deliver the service. The first indicator which the study considered was waiting time for clients to be served. The respondents assessed the progress made by employees in reducing clients' waiting time by using the Likert Scale points, being 'very poor', 'poor', 'neither poor nor good', 'good', and 'very good'. Figure 4.7 presents the results.

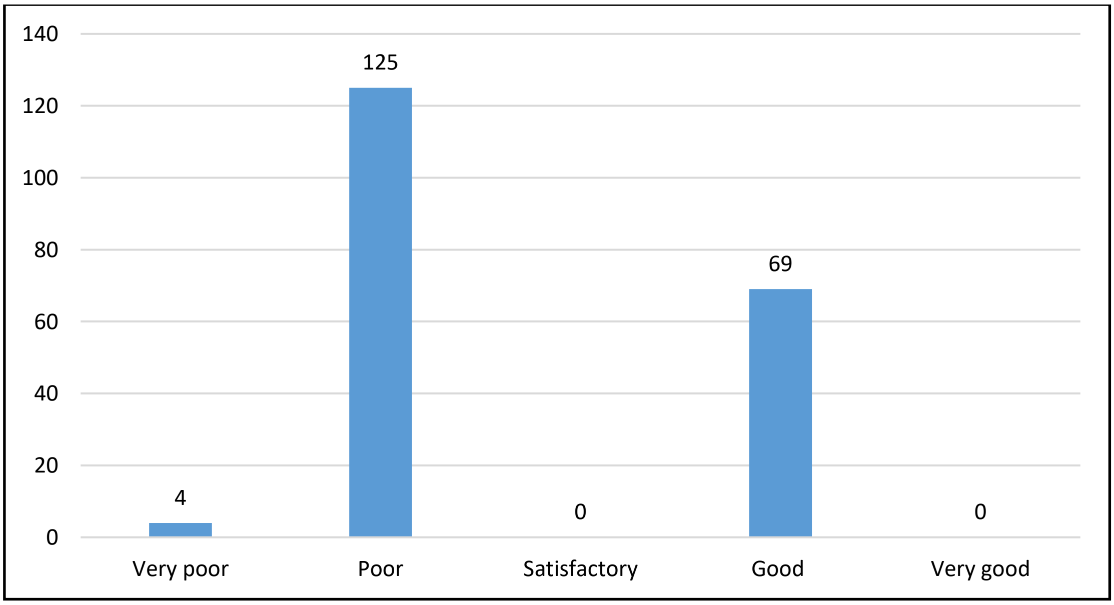

Figure 4.7: Waiting time of clients for services

Source: Field data, 2018

The majority 125 (63.1%) of the respondents perceived the progress in terms of reduction of client waiting time as poor, while 69 (34.8%) said it was good. The remaining 4 (2%) said the progress was very poor. Based on these statistics, the findings suggested that the agencies have not made adequate progress in reducing customer waiting time to be served.

From the interviews, it was similarly noted that waiting time was still a challenge which was mainly due to the limited number of employees some of whom had limited skills. Another indicator which was considered in relation to the quality of services delivered by the two agencies was staff creativity in offering the services. The results regarding clients' perceptions about the creativity of the staff are presented in Figure 4.8.

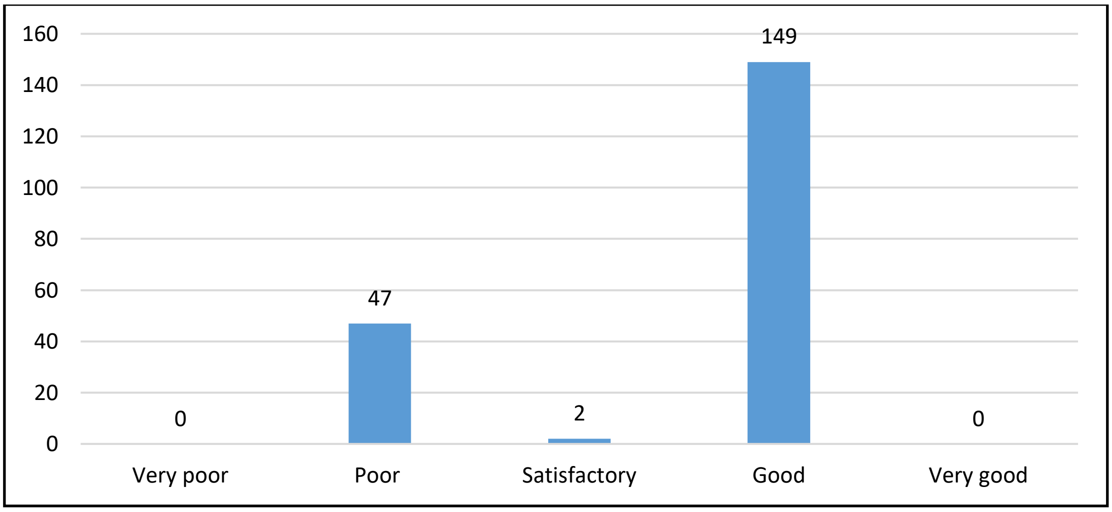

Figure 4.8: Staff creativity and innovation in offering services
Source: Field data, 2018

The results in Figure 4.9 show that the majority or 149 (75.3%) of the respondents had perceived that the need for creativity was clear in the agencies, and 47 (23.7%) reported that it was lacking or poor. Also, 2 (1%) of the respondents had the perception that there was satisfactory creativity in the way staff offered the services. Based on these results, one may conclude that there was good progress in the agencies in terms of improving creativity among employees. It should be noted however, that creativity may not necessarily increase the quality of goods and services. Creativity needs to be considered as contributing to the performance of the organisations if the innovation efforts of the employees are directed towards attaining performance goals of the organisation and the clients feel that creativity increases the ease of accessing the services as well as reducing the cost of the services.

Another important criterion that the study considered was the promptness of the respondents in responding to clients' inquiries. This was also important because prompt response to inquiries contributes to serving clients' time and improves the satisfaction level of the clients. Table 4.5 presents the results of the promptness of the staff in responding to clients' inquiries.

Table 4.5: Promptness of staff to respond to inquiries

Clients' Responses	**Frequency**	**%**
Poor	124	**62.6**
Good	74	**37.4**
Total	**198**	**100.0**

Source: Field data, 2018

In terms of promptness to serve, a good number 124 (62.6%) of the respondents had perception that staff promptness to serve was poor. The remaining 74 (37.4%) perceived that the promptness of the staff in responding to customer inquiries was good. There were no respondents who thought there was either very good or very poor improvement in staff promptness to respond to client enquires. These results indicated that despite some improvements in delivering the services, still there was some perceived weaknesses in terms of responding to customer inquiries. This made the quality of service delivery relatively questionable considering the fact that the reforms encouraged public agencies to enhance their capacity to respond to customer as promptly as possible.

Another criterion of agency assessment was the efficiency and professionalism of the employees as they carry out their day-to-day responsibilities. These two interrelated criteria were important determinants of service quality. Apart from serving the customers in the best way, efficient organisations that respect professionalism are more likely to be cost-effective and ensuring that the available resources are well utilised to deliver public goods and services. The results regarding the employees' perceptions of efficiency and professionalism are presented in Figure 4.9.

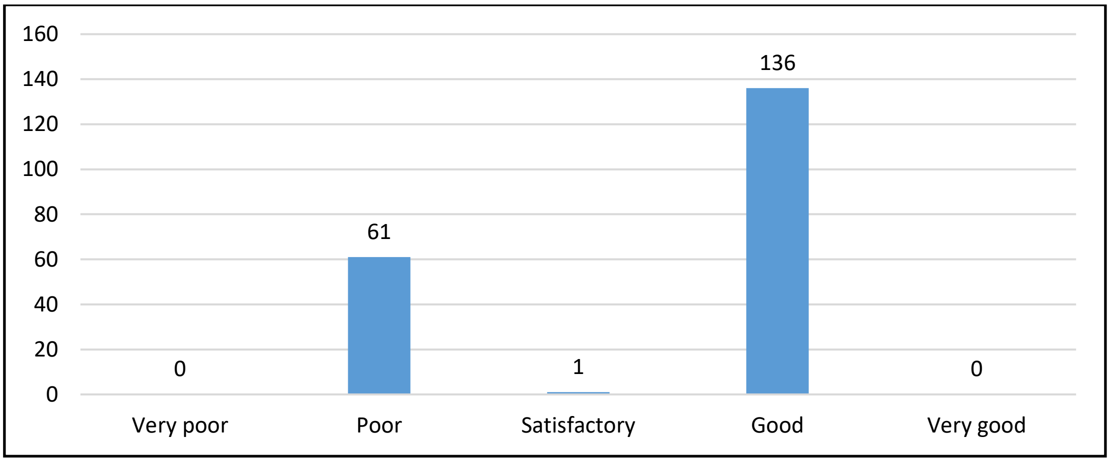

Figure 4.9: Staff efficiency and professionalism
Source: Field data, 2018

As the results in Figure 4.9 indicate, the respondents largely agreed that there was good improvement in efficiency and professionalism in the agencies. In this case, a substantial number or136 out of 198 respondents i.e. 68.7%, thought there was good progress in agency efficiency and professionalism. The remaining 61 (30.8%)

respondents had the opinion that there was poor progress while only one respondent had the perception that the progress in terms of efficiency and effectiveness was satisfactory. According to one of the management interviewees, efficiency had been a cornerstone of the reforms. He further associated it with improved efficiency with the use of technologies including ICT. The same findings were also reflected in the annual performance report of BRELA for 2016/2017 financial year.

Based on these findings, it is possible to conclude that there was relatively good improvement in staff efficiency and professionalism in handling the day-to-day activities of the organisations. As noted from interviewed respondents, the increase in efficiency and professionalism appeared to be linked to continuous measures taken in the course of implementing the public sector reforms in the agencies. However, caution needs to be taken as efficiency and professionalism may not the only measure service quality and overall performance of agencies.

Further, the study assessed the clients' perceptions of progress made in terms of reliability and dependability of the two agencies to offer public services. Reliability and dependability are important in this context since they assure that customers get the required services within convenient and expected timeframes. Therefore, they are also connected with the reduction of direct and indirect costs that clients tend to incur as a result of the lack of predictability of availability and accessibility of the services. Table 4.6 summarises the results on the perceptions of public reliability and dependability of the two agencies.

Table 4.6: Reliability and dependability

Clients' Responses	**Frequency**	**%**
Poor	53	**26.8**
Satisfactory	4	**2.0**
Good	141	**71.2**
Total	**198**	**100.0**

Source**:** Field data, 2018

As was in the case of efficiency and professionalism, a total of 141 (71.2 %) respondents felt that the agencies had good progress in their reliability and dependability in the eyes of the public. The other 53 (26.8 %) respondents thought reliability and dependability were poor. There was no respondent who felt that these factors were assessed as very poor or very good in terms of reliability and dependability delivery of services. From these results, it could be deduced that there was relatively good reliability and dependability in terms of services delivery. This could be partly attributed to the improvement in the use of Information Communication Technologies (ICTs), which encouraged the clients to go for the service after having sought sufficient information about the availability of the services they wanted.

The other interrelated perceptions which were assessed were agency transparency and accountability in the delivery of services. Transparency and accountability are important since they reflect the integrity of the organisation and its personnel. In the long run, transparency and accountability boost trust and clients' confidence in an organisation. The results relating to agency transparency and accountability are presented in Table 4.7.

Table 4.7: Agency transparency and accountability in service delivery

Clients' Responses	**Frequency**	**%**
Poor	74	**37.4**
Satisfactory	1	**.5**
Good	123	**62.1**
Total	**198**	**100.0**

Source: Field data, 2018

The results regarding the perceptions on transparency and accountability in Table 4.7 revealed that 123 (62.1%) respondents perceived RITA and BRELA as having attained good progress in their public disclosure or accountability and transparency. The other 74 out of 198 respondents (37.4%) felt that the organisations had poor accountability and transparency. Only one respondent felt that there was satisfactory transparency and accountability in BRELA and RITA. None of the respondents had perceptions of either very poor or very good accountability or transparency. With these results, it was possible to deduce that there was some relative improvement in the accountability and transparency of the agencies, which signalled progress associated with the reforms in the delivery of services.

Another related criterion which was assessed was agency flexibility in identifying and encouraging innovations among employees. Innovations once encouraged promote the contribution of individuals and teams of staff towards devising better ways through which to deliver services to satisfy their clients. The perceptions of employees in relation to agency flexibility and the encouragement of innovations in the organisation are presented in Figure 4.10.

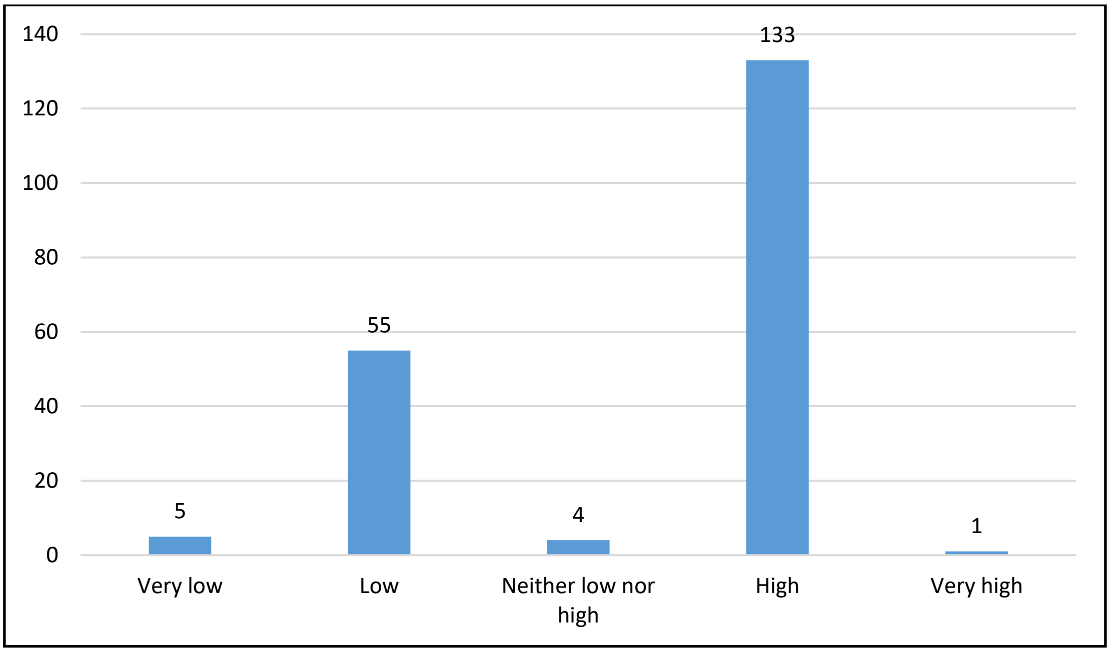

Figure 4.10: Agency flexibility, identifying and encouraging creativity and innovations

Source: Field data, 2018

A total of 133 (67.2%) of the respondents had the view that there was high flexibility while 55 (27.8%) thought that flexibility was low. The remaining, 5 (2.5%) felt there was very low flexibility while 4 (2%) thought there was neither low nor high flexibility. Only one respondent thought that flexibility in the agencies was very high. To some extent, the results confirm the view that there was a relatively high level of flexibility in the delivery of services in the two agencies. However, this should also be considered taking into account the perceptions of the employees who are familiar with the day-to-day functioning of the agencies. As the findings from interviews confirm, the two organisations were not exempted from government style of bureaucratic procedures which are known to constrain flexibility and innovations in the quest to improve the delivery of services.

Another consideration was emotional intelligence among employees, which entails careful listening and handling of rifts. This was considered important in the delivery of services since it allows service delivery staff to deal with different clients in different ways. Emotional intelligence encourages harmony in dealing with clients including those who feel dissatisfied. It improves the capacity of organisations to deal with complex and hard to meet customer needs and wants. In this case, the results regarding clients' perceptions relating to emotional intelligence are presented in Figure 4.11.

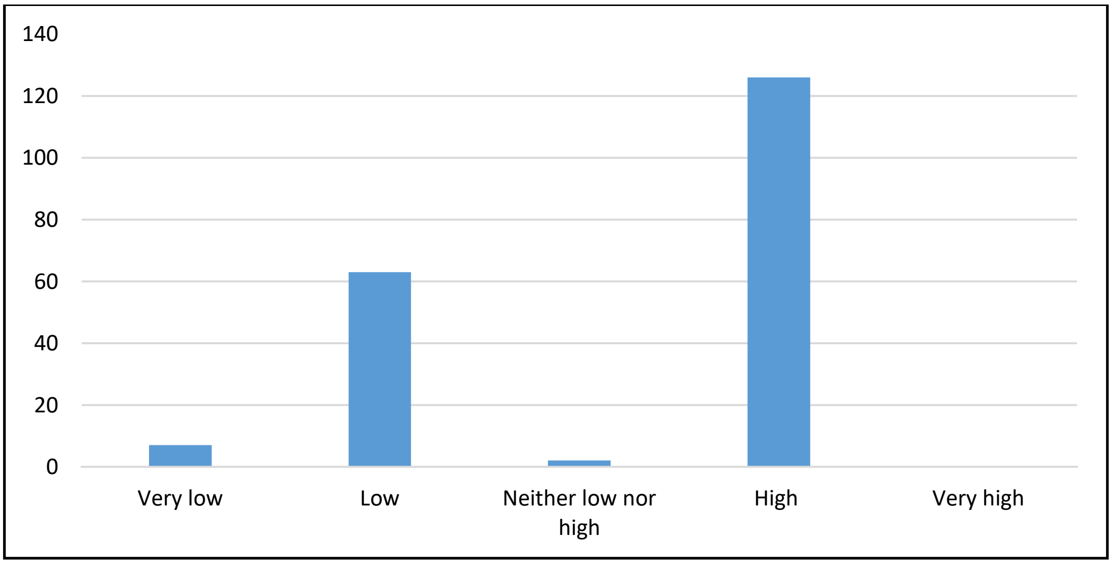

Figure 4.11: Agency staff emotional intelligence, listening and handling rifts
Source: Field data, 2018

The results on the perceptions of the levels of emotional intelligence showed that 126 (63.6 %) respondents thought that employees who were engaged in the provision of emotional intelligence had high emotional intelligence. The other 63 (31.8%) thought it was low. The remaining, 7 (3.5%) thought the employees had very low emotional intelligence while 2 (1%) had a perception that the employees had neither low nor high emotional intelligence. As it was for many other indicators in this category, the results confirmed that many of the employees displayed a relatively high level of professional maturity and tolerance when dealing with clients.

Further, the study also examined the clients and respondents' perceptions relating to the motivation of employees in setting challenging goals as a prerequisite for organisational performance in the context of public sector reforms. Table 4.8 summarises the results of motivation status in the agencies to set and attain challenging goals for the employees.

Table 4.8: Motivation of the employees to set and attain challenging goals

Clients' Responses	**Frequency**	**%**
Very low	9	**4.5**
Low	71	**35.9**
Neither low nor high	5	**2.5**
High	113	**57.1**
Total	**198**	**100.0**

Source: Field data, 2018

Table 4.8 shows that 113 (57.1%) respondents had the perception that employees' motivation was high. The other 71 (35.9%) felt that the motivation was low. Of all the remaining, 9 (4.5%) respondents had the perception that motivation was very low while 5 (2.5%) had the perception that the motivation was neither low nor high. Overall, the results indicated that the perception of the clients was to a large extent that the employees are motivated to set and attain challenging goals in the quest to serve with greater determination and effectiveness.

The study also assessed public perception of effectiveness of communication in enhancing agency performance. This involved the office provision of clear feedback on clients' requests. Table 4.9 presents the results.

Table 4.9: Effectiveness of communication on requests lodged by the public

Clients' Responses	Frequency	%
Very low	47	**23.7**
Low	77	**38.9**
High	74	**37.4**
Total	**198**	**100.0**

Source: Field data, 2018

Table 4.9 shows, that there were equal numbers of respondents who rated the agency level of effectiveness of communication with the public as low and high. Those who said the effectiveness of communication was low were 77 (38.9%) compared to 74 (37.4%) who thought it was high. The remaining 47 (23.7%) thought that the effectiveness of the agency communication with the public was very low. Based on these results, it can be concluded that despite improvement in other areas that were thought to be improved by the public service reforms, the client's perceived agency communication with the public as ineffective.

The implication of this finding is that ineffective communication affects improvement in other areas. Arguably communication plays a big role in improving the relationship between the agencies and their clientele and the general public. Therefore, improving communication between public agencies and the general public is a strategic f intervention for improved performance of the agencies.

The last indicator of performance assessment in the first category, was technical maturity of the agencies. This aimed to assess the extent to which agency staff who interact directly with clients or the general public do demonstrate maturity in terms of their skills and technical competencies. It also had to do with the capacity of the staff to solve problems experienced by clients as they seek services from the agencies. Figure 4.12 summarises the results, of this assessment.

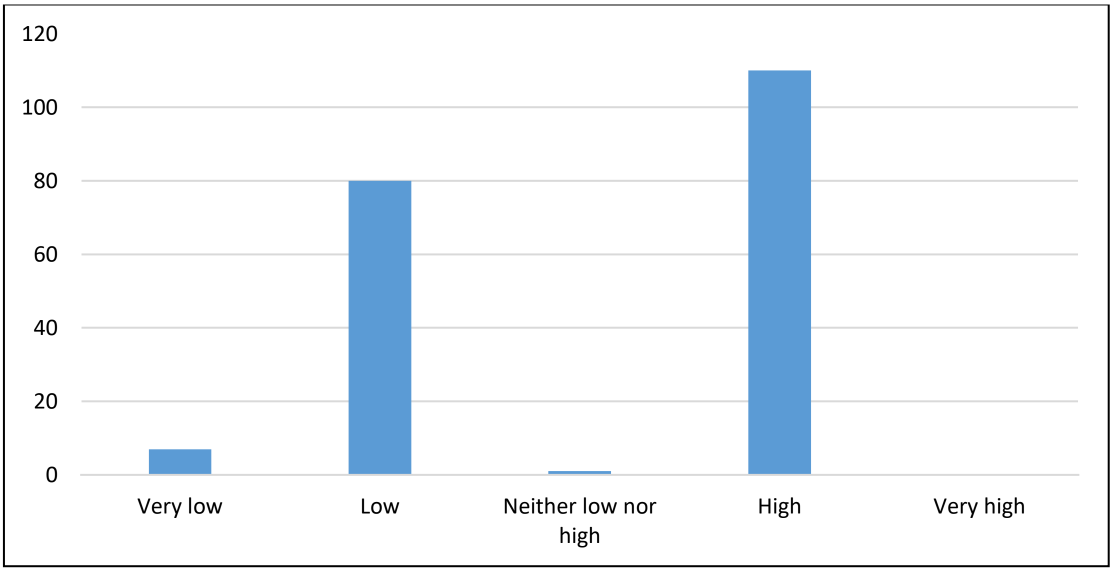

Figure 4.12: Employee's demonstration of technical maturity

Source: Field data, 2018

Figure 4.12 shows that more than half or 110 (55.6%) of respondents demonstrated high technical maturity. Another sizable proportion, 80 (40.4%) were rated low while one respondent was undecided as to whether his level of technical maturity was low or high. There were no respondents who were undecided on whether staff technical maturity was very high or very low. These results show that the clients or the general public felt that agency staff at BRELA and RITA could be rated high in terms of their technical maturity that is endowed with abilities to use computers, the internet and to receive and send emails to clients. Such technical maturity may be considered sufficient in meeting the communication needs of the majority of the clients of the agencies. Even so there may be other matters for which the agencies cannot use modern technologies to communicate with the general public or indeed the visiting clients.

In general terms, these findings reveal that the performance of BRELA and RITA in the delivery of needed services by clients is relatively good following the organizational reforms and mandates given to the agencies in the last two decades. From the findings it can be deduced that public frequency to visit the agencies for the service had decreased from the traditional 3 to 5 times before the reforms to 2-3 times or less as a result of the use of modern communication technologies through which the public can access needed information from the agencies and hence feel no need to visit concerned offices. In the case of BRELA, there were possibilities for clients to visit the agency less than two times as a result of the application of ICT in service delivery. This was vividly indicated by clients during the study as about 74% of all respondents felt that they visited the agency less than two times to lodge their applications and they got the needed certificates on the same day as opposed to the past when they had to visit more than three times to follow up actions on their applications.

In the case of RITA public clients indicated that they still needed to visit the agency several times for service since the agency has not integrated the use of ICT into their operations and still depend on manual handling of public requests. It is therefore still not possible to get the needed birth or death certificates on the day of lodging the applications. This requires clients to visit the agency several times as follow ups of requests. Even so, generally, clients had positive perceptions (observed great improvements) of staff efficiency and professionalism, reliability and dependability, accountability and transparency, flexibility, emotional intelligence, motivation and technical maturity at RITA. Considering all these measured aspects, public clients ranked the two agencies with 56% to 71% levels of improvement while others ranked them with nearly 90% high improvement in service delivery.

The findings closely conform with those which Humphreys revealed in Dublin, Ireland on the perceptions of the quality of public services in a nationwide survey of civil service customers (see IMS, 1997). The results suggested a comparatively high level of public satisfaction their contacts with the public service whereby 72% of the clients felt that the service was efficient as a result of the reforms. In conformity with expected efficiency in service delivery, 35% of agency clients considered themselves satisfied with the services received after the reforms (Humphreys, 1998).

Despite the encouraging ranking by the public for improving performance, some flaws still need to be addressed in order to further improve service delivery at BRELA and RITA. These include improved response to public inquiries. Research findings have shown that about 63% of the respondents had negative perceptions on reduction of customer waiting time to be heard and served during visits at BRELA and RITA. On this aspect, the clients claimed that in some cases a day long is spent at the premises of the agencies due to such misdeeds as corruption to malfunctioning of the technological systems.

About 63% of the respondents had negative perceptions of the agency staff regarding their promptness to serve clients while 39% had the opinion that the staff at the two agencies do offer ineffective and unreliable communication to their clients. Some staff use rude and abusive language, fail to educate the clients on how to fill in application forms, and how to prepare the required documents and other instruments needed by the agencies. Having looked at the factors related to improvement in service delivery, the next subsection focuses on public experiences with maladministration or mismanagement of the two agencies.

4.3.2 Bad effects of Maladministration

Maladministration is one of the factors that affects the quality of service delivery in any organization. Even in agencies where there is good service delivery the vice of mismanagement and maladministration still stands out. The public respondents were asked to rate how frequently they had experienced indicators of maladministration in the two agencies, from either their own experience or by hearing complaints of other people who had such experiences.

The first type of maladministration experienced involved cumbersome and bureaucratic procedures in the delivery of services. Such procedures were considered a problem since apart from increasing the cost of services provided, they discourage clients into losing interest in seeking the services from the agencies even if they are entitled to such services. Related field results are presented in table 4.10.

Table 4.10: Existence of cumbersome and bureaucratic procedures in RITA and BRELA

Whether maladministration was experienced	**Frequency**	**%**
Never	39	**19.7**
Very rare	8	**4.0**
Rare	49	**24.7**
Often	93	**47.0**
Very often	9	**4.5**
Total	**198**	**100.0**

Source: Field data, 2018

Despite the appreciation that there was some flexibility, many of the respondents thought that the procedures that they have to go through to get the services were cumbersome and bureaucratic. Ninety-three (47%) of the respondents thought that the procedures were often cumbersome and bureaucratic. The remaining, 49 (24.7%) thought that the procedures were rarely cumbersome and bureaucratic while the other 39 (19.7%) thought the procedures were never cumbersome and bureaucratic. Nearly equal proportions, 9 (4.5%) and 8 (4%) respondents considered the procedures cumbersome and bureaucratic or very rarely cumbersome and bureaucratic.

The findings under this factor indicate that there were variations in perceptions about how simple and friendly the procedures should be. However, these findings may not be surprising as the procedures are preserved for verification purposes and ensuring that the organisations do not operate outside the laws that guide the management of public services. Similarly, one needs to note that avoiding the procedures as a matter of utility maximisation has always been part of human behaviour. Therefore, even with more flexibility, the perceptions that the procedures should be changed would always prevail.

Another aspect was whether clients had come across or heard experiences of poor or negative communication. Poor communication entails the use of bad, insulting, harsh, or upsetting language against a client or any member of the public. The results relating to the public experiences in staff use of poor or negative language during communication with clients are reported in Figure 4.13, which follows.

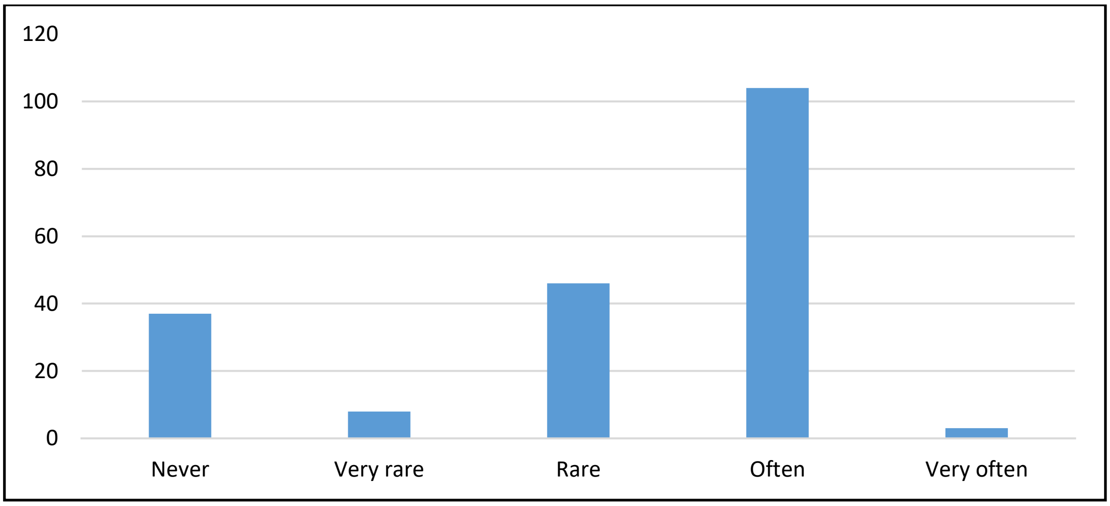

Figure 4.13: Poor/negative communication with clients
Source: Field data, 2018

The results as presented in Figure 4.13 showed that more than half 104 (52.5%) the respondents, informed that experiences of poor and negative communication were common in the agencies. Forty-six (23.2%) said foul language was rare while 37 (18.7%) said they never experienced poor and negative communication when they sought services from RITA and BRELA. The remaining 8 (4%) said the bad practices were very rare while 3 (1.5%) said they were very common.

From the results, it could be observed that the experience of negative and poor communication largely existed despite the relatively good number of respondents who affirmed that they rarely or had never experienced them. In this respect, it could be concluded that more efforts were needed to improve communication in the agencies. Even so, one trick regarding communication as a factor in the delivery of services was that the negative and positive messages had no objective interpretation. Something may sound negative to one client, but positive to another one.

Therefore, while discussing improvement in communication, there is a need to develop a strategy that can help the employees to become effective communicators. This means that they should be attuned to the feelings of the clients and capable of resonating their communication in different situations.

Another aspect of maladministration was poor customer care and the general lack of concern for customers. The two related issues were commonly identified as critical maladministration practices not only in the context of public sector reforms but generally in all modern organisations which are affected by competitive markets and democratic governance values. Table 4.11 presents the results of assessed poor customer care and any lack of concern for customers in the studied organisations.

Table 4.11: Customer care/lack of concern about customers

Clients' Responses	Frequency	%
Never	34	17.2
Very rare	8	4.0
Rare	15	7.6
Often	138	69.7
Very often	3	1.5
Total	198	100.0

Source: Field data, 2018

The results in table 4.11 show that a significant majority, 138 (69.7%) of the respondents perceived those experiences of poor customer care and lack of concern for customers were common in the agencies. Many, 34 (17.4%) of the remaining respondents said they had never experienced poor customer care and lack of concern about customers. Fifteen (7.6%) respondents said poor customer care was rare, eight (4%) said it was very rare, while only three (1.5%) respondents had the perception that these experiences were very common.

Therefore, it is possible to argue that the perceptions of poor customer care and the lack of concern about customers was very common despite the efforts to improve performance. The other maladministration which has been a great concern in the context of public reforms in public organisations was corruption. Experiences of corruption and bribery commonly tarnish the images of organisations in both the public and private sectors.

However, as emphasised in the context of public sector reforms, the concern for fairness, equality, and human rights makes corruption and bribery viral maladministration problems in public agencies. The respondents' perceptions of experiences of corruption and bribery in the studied organisations were assessed. The results are presented in Figure 4.14.

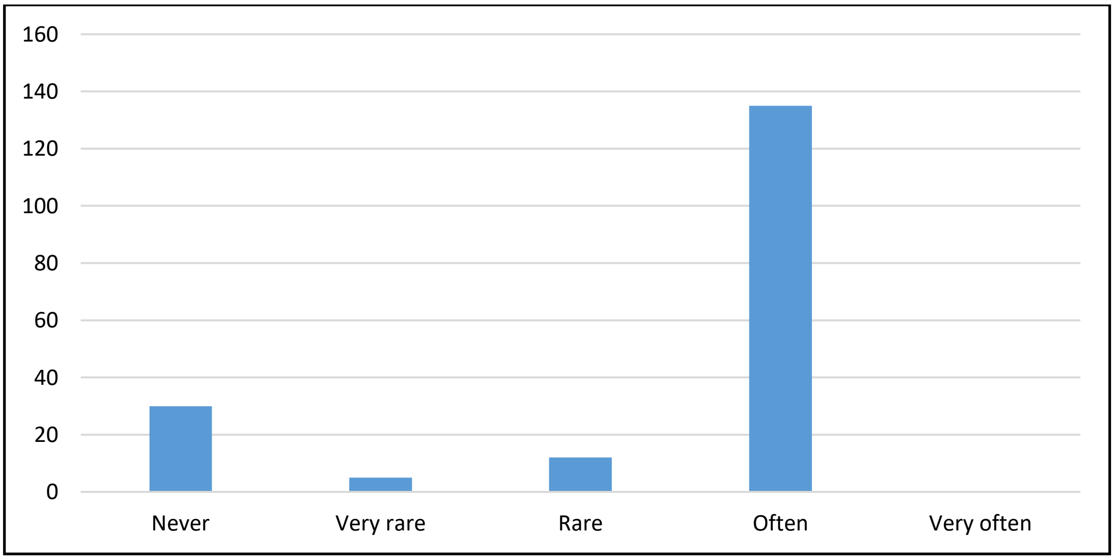

Figure 4.14: Incidences of corruption and bribery at BRELA and RITA
Source: Field data, 2018

Figure 4.15 presents the results on the respondents' perceptions of corruption and bribery as conditions for the delivery of services at RITA and BRELA. The results showed that many 135 (68.2%) respondents perceived that incidence of corruption and bribery were common while 30 (15.2%) reported that they never encountered such vices. The remaining, 16 (8.1%) said corruption and bribery were very common, 12 (6.1%) said the vices were rare, and 5 (2.5%) said they were very rare. As it was for poor communication, the respondents' perceptions were varied. However, the results revealed that many of the respondents perceived corruption and nepotism as a common practice in the delivery of services in the studied organizations.

When it comes to such complex and sensitive phenomena like corruption, there was no clear-cut demarcation between what the respondents had witnessed and the preconceived notions. This is mostly because many of those who may have experienced delays in giving or receiving services including those attributed to technological breakdown of the system may develop feelings that the delays in service delivery may be associated with corruption. This also has to do with such phenomena as nepotism and favouritism which need to be considered alongside the broad notion of corruption.

Nepotism and favouritism have been common malpractices and exist even in organisations that tend to control loopholes for pecuniary corruption and bribery. The relationship and historical connections between clients and public officials may result in a tendency for unequal treatment of clients where some clients are made to receive special favours. In the attempt to assess the perceptions of maladministration, the study sought to get respondents' views on experiences of nepotism and favouritism in the delivery of services at RITA and BRELA. Table 4.12 presents the results.

Table 4.12: Incidences of nepotism and favoritism at BRELA and RITA

Clients' Responses	**Frequency**	**%**
Never	31	**15.7**
Very rare	1	**.5**
Rare	62	**31.3**
Often	97	**49.0**
Very often	7	**3.5**
Total	**198**	**100.0**

Source: Field data, 2018

The results in Table 4.12 showed variations in experiences of nepotism and favouritism at the studied agencies. Nearly half the respondents thought that nepotism and favouritism were common experiences. Sixty-two (31.3%) had the view that the vices were rare and 31 (15.7%) thought they experienced nepotism and favouritism in the delivery of services at RITA and BRELA. Seven (3.5%) respondents thought that the bad practices were very common while only one respondent thought that they were very rare.

While the respondents' perceptions showed that nepotism and favouritism experiences were prevalent, it also raised the questions as to whether there were objective means of verifying that the perceptions reflected the actual situation of employees in the way they treated clients. Even where the perceptions were built on the preconceived notions and experiences from other public institutions rather than reality, their effect on the relationship between the agencies and their clientele is undermined.

It really comes to qualify an organisation as providing improved or quality services if the clients of services feel that there is nepotism and favouritism in the delivery of the services. Therefore, whether there is an objective justification of the existence or not, of these vices, what is important is to make the clients and the general public feel that public organisations are free from nepotism and favouritism. In such cases, one should be able to argue that the reforms have led to successful improvement in service delivery.

Another maladministration which was considered was whether the organisations used personnel who were incompetent. The staff incompetence as assessed from the client perspective occurs when the organisation assigns an employee to use certain techniques, skills, technology, or method in the delivery of services but the clients can clearly notice that the assigned staff do not have the competencies required to use the recommended techniques and technologies. The respondents' perceptions regarding the use of incompetent personnel are presented in Figure 4.15.

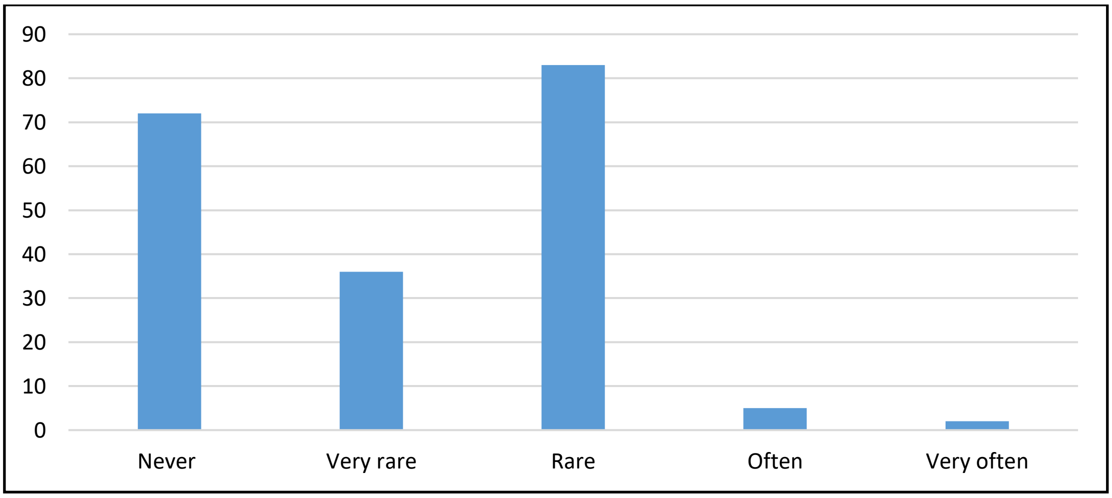

Figure 4.15: Incidences of incompetent personnel at BRELA and RITA

Source: Field data, 2018

Data in Figure 4.16 shows, the incidences in the use of incompetent personnel at RITA and BRELA. A large proportion, 83 (41.9%) of the respondents viewed those incompetent personnel was rarely felt, 72 (36.2%) felt that the agencies never used incompetent staff, and 36 (18%) respondents had the perception that the agencies used incompetent personnel very rarely. Only seven respondents including those who believed that the agencies used incompetent personnel often, 5 (2.5%) and those who thought they used them very often 2 (1%) showed that there were experiences of using incompetent staff.

While the results show that staff competencies are given priority as part requirements for implementing the best practices attached to public sector reforms, some elusive questions may be raised regarding whether the average client is capable of assessing the incompetence of a specialised and trained public official. This is important since perceptions of competences may significantly overlap with the ones related top promptness in the delivery of services and attitude towards clients. Therefore, job competencies should be considered along with other indicators that may be affected by the nature and depth of the relationship that exists between the clients and officials. The last but not least in importance was whether there were experiences of social stigmatisation in the delivery of public services by RITA and BRELA. Stigma results in social discrimination which grossly affects clients' right to access better services. In heterogeneous societies such as Tanzania, stigma which may be based on such dimensions as race, colour, gender, income, and even religion affects the commitment of staff in public organisations to provide quality services for all which has been a central agenda of the public sector reforms. Table 4.13 presents the statistical results of respondents' perceptions of social stigmatisation.

Table 4.13 showed that the majority of the respondents agreed that social stigma often characterized the day-to-day delivery of services in the agencies. More than half of the respondents, 103 (52%) had the perception that social stigma experiences were common while 14 (7.1%) said it was very common. On the other hand, 37 (18.7%) of the respondents thought that stigma was rare, 3 (1.5%) felt it was very rare, while 41 (20.7%) felt it was never there.

Table 4.13: Social Stigmatisation

Clients' Responses	**Frequency**	**%**
Never	41	**20.7**
Very rare	3	**1.5**
Rare	37	**18.7**
Often	103	**52.0**
Very often	14	**7.1**
Total	**198**	**100.0**

Source: Field data, 2018

Like the rest of the maladministrative practices, the perceptions that there is social stigma in the services offered by the two agencies were prevalent despite the fact that some of the respondents disagreed that there were such experiences. Apart from the controversies that surrounded social stigma as defined from the clients' perspective, feelings of social stigma may be associated with other factors such as the gap in knowledge between clients and the employees who attended them. However, since the focus of the reforms was to provide better services for all, the fight to eliminate social stigma in the delivery of services needs to go beyond building the culture of treating all clients equal before the employees.

The best way to achieve this could be by making the clients informed that the organisations are committed to fighting social stigma by serving all its clients without any bias. Having analysed the perceptions on each of the selected aspects, the analysis in the next section compares clients' perceptions. The comparison is made by considering three factors: the agencies, age, and other demographic variables which were included in the questionnaires.

From the findings it is obvious that ethics in administration have never been a challenge at both agencies. Concluding from the findings it can be seen that often there are cumbersome and bureaucratic procedures, poor communication, poor customers care and lack of concern for customers, corruption and bribery, high level of nepotism and favouritism, and social stigma in service delivery. From the analysis presented in the above presentation, the level at which these administrative malpractices occur and affect service delivery in the two agencies range from 47% to 70% which can be generally termed as lack of accountability. These practices altogether result into unequal treatment of customers and hence poor services to clients.

The research findings in Tanzania almost tie with those in the developed world. In this context, Klitgaard (2008) clearly provides that public service delivery in Los Angeles, the United States of America, is limited by all unethical practices such as bribery and corruption, patronage, reposition, funds embezzlement, influence peddling, the use of one's position for self-enrichment, bestowing of favours on relatives and friends, moonlighting, late coming to work, abuse of public property, and the leakage and/or misuse of government information that constitutes the lack of accountability in public administration and governance which currently largely characterises the country's public service.

Likewise, Essien (2015) shows how the lack of accountability has been an administrative challenge in Nigeria. He argues that the level of accountability among public officials in the management of public affairs has consistently declined since independence. As a result, the rate of annual economic growth of the country has generally declined over the period. At the same time, the efficient and effective delivery of public service to the ordinary citizen has continuously deteriorated. A combination of these two factors has resulted in widespread unemployment and poverty in the country.

Concerning corruption, Kamto (1997) provides that a recurring decimal in the exposition of Nigeria's development dilemma is the recognition of corruption as the most imposing albatross. Almost all facets of the Nigerian economy are haunted by the spectre of corruption. Due to widespread corruption, abuse of office and the general deterioration of other ethical standards in the country, one is likely to assume that there is no control mechanism that could be used to enforce accountability in public service delivery (Essien, 2015).

In addition to corruption as a limiting factor in public service delivery, Kernaghan (2007) identified other causes of poor service delivery in Nigeria as inadequate resources, management and misappropriation of funds, inadequate motivation of staff, lack of staff technical competence, use of obsolete and outdated technologies, and undue government interference.

4.3.3 Comparison of Perceptions

In this section, the perceptions of whether the reforms had led to improvements in the delivery of services were compared by first focusing on the general perceptions by all respondents, then by specific demographic differences among the respondents. In the next subsection, the focus is specifically on general improvement in performance as perceived by the respondents in this study.

4.3.3.1 Comparison of Public Service Delivery Improvement as Perceived by the Agencies

As an entry point, it is important to start by comparing the general perceptions of improvement in the delivery of services in tandem with the public service reforms. Clients' perceptions of improvement in service delivery between the two agencies were compared. Specifically, the percentage of clients who perceived that there was improvement was compared with the percentage of those who do not think so.

Assuming that there was no difference, the percentage would be 50 for both who think there was improvement and those who do not think so (N=99 for both of the organisations, and=49.5 for each of the organisations). The interest was in the actual percentage of those who perceived that there was improvement against those who thought there was no improvement in each of the two agencies. This meant, if there was no difference, one would have expected 49 (50%) respondents to agree that there was improved performance and the same proportion to disagree for each of the agencies. Table 4.14 presents statistical results showing the proportions of the expected and actual respondents who had perceptions that there was quality improvement and those who thought there was no quality improvement in the delivery of services by the two agencies.

Table 4.14: Comparison of service quality perceptions across the agencies (N=198)

Agency	**Improvement perceptions**			
		Improved	Not Improved	TOTAL
BRELA	Actual count	36_a	63_a	99
	Expected count	33.5	65.5	99.0
	% within the agency	36.4%	63.6%	100.0%
	% of the total	18.2%	31.8%	50.0%
RITA	Actual count	31_a	68_a	99
	Expected count	33.5	65.5	99.0
	% within the agency	31.3%	68.7%	100.0%
	% of the total	46.3%	51.9%	50.0%

Source: Field data, 2018

The aggregated perception of whether public service reforms had led to improved delivery of services offered by both agencies, the statistical results revealed that a total of 131 (66.2%) respondents had the perceptions that the reforms had not improved service delivery in the agencies. On the other hand, 67 (33.8%) of the respondents had perceptions that the reforms had improved the delivery of services by the agencies.

Further, an attempt was made to explore the differences between the clients from BRELA and RITA as they provided different services to different customers using different approaches and technologies. A difference would be expected since each of the two would have had its own culture and factors including the plan for the motivation of the employees. This would significantly cause the differences in both the quality of services and how the quality was appraised by clients.

The results revealed some difference across the agencies. The results for RITA revealed that 36.4% of the respondents perceived that there was improved performance as a result of the reforms while 63.6% had the perception that there was no improvement. On the other hand, 31.3% of the respondents from BRELA had the perception that there was improved service delivery as a result of the reforms compared to 68.7% who thought that service delivery never improved.

The results indicated that those who agreed that there was improvement were less than 40% in all the two cases. Therefore, the findings largely confirmed that there was low improvement in the delivery of services. This suggested that the contribution of the reforms to the performance of the agencies was still limited. When the two agencies were compared, it was observed that the percentage of those who said there was improved service delivery was higher for RITA (36.4%) compared to BRELA

(31.3%). Based on these findings, it may be concluded that, compared to BRELA, RITA has relatively improved in public service delivery.

Despite the fact that improvement in service delivery as viewed by the clients may not measure other aspects of organisational performance such as cost-effectiveness and return on investment. This could therefore be considered as an important measure of organisational performance since the primary concern of public agencies is to deliver better services. Indeed, measuring the quality of services as well as organisational performance while sidestepping how the clients and beneficiaries of the service evaluate those services would be subject to questions. In this regard, it may be argued that despite the fact that improvements in service delivery was perceived to be low in both agencies, RITA appeared to have benefitted more from reforms compared to BRELA.

It must be noted, however, that the reforms have been in terms of implementation since the 1990s, which means that they have lasted almost two decades. The perceptions may be shaped by experiences of clients of how the same services were provided before the reforms. To understand how such experiences have had influence on the perceptions, the age of the respondents would be an important factor in the analysis, especially by first considering the differences in perceptions between the old and young clients, and second, examining the influence of age (and other demographic characteristics) on the differences in the perceptions. In the next subsection, the analysis compares the perceptions of the concept of improvement across the age groups.

4.3.3.2 Comparison of Perceptions by Age Groups

The comparison of age groups was done in order to understand whether there were differences in perceptions between respondents in two age groups. The first group was of those who were aged above 35 years and thus had long experience of service delivery. The second group included those who were below 35 years in age and thus could be thought to have less experience of the service delivery situation before the reforms. Table 4.15 summarises the statistical results showing the proportions of the expected and actual respondents who perceived that there was improvement and those who thought there was no improvement in public service delivery by BRELA and RITA.

Table 4.15: Comparison of service quality perceptions across age categories (N=198)

Age Category	**Improvement perceptions**			
		Improved	**Not Improved**	**Total**
Young age (<35 years)	Actual count	24_{a}	58_{a}	82
	Expected Count	27.7	54.3	82.0
	% within the age category	29.3%	70.7%	100.0%
	% of the total	35.8%	44.3%	41.4%
	% of Total	12.1%	29.3%	41.4%
Above the young age (>35 years)	Actual count	43_{a}	73_{a}	116
	Expected Count	39.3	76.7	116.0
	% within the age category	37.1%	62.9%	100.0%
	% of the total	64.2%	55.7%	58.6%

Source: Field data, 2018

The statistical results in Table 4.15 show that the respondents who were 35 years or younger were 82 (41.4%) while those who were above 35 years of age were 116 (58.6%). With this proportion, the expected count proportions of respondents who agreed that there was improvement were 27.7 for the young age group and 39.3 for the old age group. The actual count was 24 for the young age group and 43 for the old age group, which means that there was an increase of 3.7 in the count for the old age group while the count for the young age group decreased by 37.1%.

The results showed that there was a difference between the age groups in terms of perception of quality. For the young age group, 24 (29.3%) had the perception that there was improved service delivery which could be associated with the reforms while 58 (70.7%) respondents thought that there was no improvement. The results for the old age group showed that 43 (37.1%) the respondents had the perception that there was improved service delivery while 73 (62.9%) respondents had a perception that there was no improvement.

By looking at these results, the indication was that more respondents in the old age group had the perception that there was improvement. The reason could be that the old respondents had experience of service quality and performance of the government organisations before and after the reforms. Therefore, based on this experience, the findings suggested that there was improvement in the delivery of services and the general performance of public organisations that could be associated with the public sector reforms.

Despite the fact that the improvement was perceived to be low compared to what was expected, the improvement was somehow sensible for the old respondents who compared the quality of services before and after the reforms. In addition to these findings, the next section examines the influence of different demographic variables on perceptions regarding the impact of the reforms on the performance of the agencies.

4.3.4 Influence of Demographic Variable on Perceived Quality Improvement

Social demographic differences are important when one is studying how different social demographic groups behave and respond to certain conditions that affect their well-being. In connection with this study, the interest was to understand whether there were differences in the perceptions about the effect of public sector reforms on the performance of RITA and BRELA in delivering quality services.

In this respect, seven social demographic variables were tested using Chi-Square to determine whether they were significantly related to the differences in the perceptions about the quality of services delivered by RITA and BRELA. Table 4.16 summarises the results of the Chi-square test that determined the influence of demographic values on the variation in perceptions regarding the quality of services.

Table 4.16: Influence of demographics on quality improvement perceptions (CI=95%, A=0.005)

Variable	χ^2	df	*p*-value	Cramer's V
Respondent age	201.783	8	0.000	0.712
Respondent sex	200.914	4	0.000	0.710
Respondent education level	209.824	4	0.002	0.719
Respondent nationality	199.441	4	0.011	0.708
Type of services sought	206.590	14	0.116	0.720
Agency from which the service was sought	199.567	10	0.010	0.708
Respondents' service seeking frequency	202.472	8	0.000	0.713
χ^2= Pearson's Chi-Square, df=degree of freedom, p=probability of occurring by chance, CI=confidence interval, α=alpha				

Source: Field data, 2018

Table 4.16 reveals that the p-values show significance where the critical value was 0.05. Pearson's Chi-square (χ^2) and Cramer’s V values showed the strength of the influence or the variation in effect size. Based on Cramer’s rule, the effect size for each of the variables was determined using the thresholds of 0.0 > 0.10 (weak), 0.10 > 0.30 (moderate), and > 0.30 (strong) (CI=95%).

The results of the chi-square test in table 4.30 show that all the social demographic variables had a statistically significant relationship with the variations in the perceptions ($p<0.05$) with the exception of the service that the respondents had sought from the agencies (Clients’ Responses$p=0.116$). This implies that the variations in age, sex, education, nationality, and the agency from which the service was sought, and service seeking frequency were significantly responsible for variations in the perceptions about the quality of service delivered by the agencies.

The findings also revealed that there were variations in terms of the size of influence that each of the variables had on the perceptions as revealed by the Cramer's V and the $\chi^{2\text{values}}$. Respondent education level had the highest influence (χ^2=209.824, Cramer’s V=0.719), followed by the respondents' service seeking frequency (χ^2=202.472, Cramer’s V=0.713), then respondent age (χ^2=201.783, Cramer’s V=0.712), respondent sex (χ^2=200.914, Cramer’s V=0.710), agency (χ^2=199.567, Cramer’s V=0.708), and finally the respondent nationality (χ^2=199.441, Cramer’s V= 0.708).

Education makes people aware of their rights to access better services and increases their understanding of the procedures through which services can be accessed. Sex differences, when conceived in relation to the social division of labour, determines the extent to which clients can tolerate delays in services where men are more likely to tolerate and make follow ups for a long time. Service seeking frequency increases the knowledge of respondents about the practices and malpractices in the delivery of services. Therefore, clients who seek the services more frequently may either develop negative or positive perceptions about the quality of services provided by the agencies. Variations in all these variables had a strong influence on the variations in the perceptions regarding the quality of services. The findings from this study confirm certain conclusions from previous studies, suggesting that demographic characteristics of respondents is a strong predictor of respondents' perceptions of service delivery. Nkomo (2017) assessed public service delivery in South Africa and established that respondents' employment status was a weaker predictor of their assessments of service delivery and was linked more to their socioeconomic status and the relative wealth of the community where they live. The place of living was a strong predictor of whether respondents enjoyed satisfactory public services: Rural residents reported to be at a significant disadvantage, but there were higher levels of approval in areas with higher concentrations of big cities.

Merollari and Grazhdani (2015) conducted a study to determine the relationship between age and customer service quality perceptions in Albania involving 380 customers from 13 different banks. The results revealed that there was a significant relationship between age and customer service quality perceptions, while there was not a relationship between gender, occupation, income and service quality perceptions.

In another study, Masiya, Davids and Mary (2019) assessed municipal service delivery in South Africa along five dimensions, and the findings revealed differences among the various socio-demographic groups in their perceptions of the service delivery. Gender and age groups did not display any differences in their level of satisfaction with basic services but there was limited difference among the various educational levels. Respondents with a tertiary education were marginally more satisfied with access to basic services than those with no education or only primary schooling.

Thus, the differences in the identified social demographic characteristics need to be considered when attempting to investigate the relationship between the reforms and the performance of public agencies. Therefore, considering the clients' perceptions alone may not provide a clear picture of the relationship between the reforms and performance of public agencies. This shortcoming is addressed by considering the insights of employees from the two agencies. This is the concern of the next section and its subsections.

4.4 Employees' Perspectives on Reforms and Enhanced Service Delivery

The employees' perspectives on the ways and the extent to which public sector reforms have had an impact on the delivery of quality services was studied through interviews with employees at Registration Insolvency and Trusteeship Agency (RITA) and Business Registrations and Licensing Agency (BRELA).

4.4.1 Improved Service Delivery through Modern Technologies

Continuous investment in technological advancement is important for the success of modern organisations. One of the most important technological interventions which tend to improve service delivery and thus positively influence the performance of public organisations in investing in technologies that simplify access to the services and reduce the cost of services for the service users.

Related to how the reforms have contributed to the improvement in the delivery of services, the study found that there was continuous improvement in the technologies used to deliver services for both RITA and BRELA. Respondents had the view that investment in Information Communication Technologies (ICTs) had been a critical concern for improving service delivery at RITA and BRELA. BRELA, for instance, managed to create an Online Business Registration System (OBRS), which enables staff to work with the clients through the internet and thus increase flexibility and reduce the cost of travel and time wasted by clients. This is identified as part of the continuous process in the implementation of the transformations at BRELA (the interface of OBRS is shown in the appendices).

The OBRS requires the clients to create secured accounts, which allow them to access the business name registration page. The clients are then required to have authentic identity cards such as the National Identity Card or Voter registration card, which would ideally link the clients' data with other authorities such as the Tanzania Revenue Authority (TRA), Immigration Department, and the National Identification Authority (NIDA). Respondents who were interviewed explained that this enabled BRELA to make quick verification of the clients since it did not require the clients to visit BRELA offices.

The registration process, which before 2014 could take 14 days, can now take eight hours only. However, there were recognised constraints that usually resulted from limited ICT knowledge among the clients and the lack of reliable connectivity in some parts of the country. Due to these reasons, it has been common from some clients to opt to visit in person and once they were told to do the online registration, they asked BRELA officials to assist them.

In addition to the simplified access, the clients are no longer required to queue in the banking rooms of commercial banks waiting to pay registration fees and annual maintenance fees. The employees who were responsible for revenues collection explained that a client can start the process and complete it without travelling to the banks, which were traditionally CRDB Bank and the National Microfinance Bank (NMB). The respondent explained that while the clients have the liberty to use these banks, mobile money services by Tigo and Vodacom have been provided as alternatives, which make payment quick and easy. A client who wants to pay is given a reference number, which helps the organisation to acknowledge the payment and remit it to an appropriate account.

Once the client has registered the business name and the payment has been made, the client can access the business name registration certificate through the online system and print the certificate for record. Overall, the employees who were interviewed had the perception that this technology had increased efficiency and made the process of registering business names easy.

The main challenge that the staff continued to experience has to do with the verification process. One respondent explained that it has always been difficult to get 100% assured accuracy of the client identification since the process of developing a shared database between BRELA and other authorities such as the Tanzania Revenue Authority (TRA), immigration department, and the National Identification Authority (NIDA) had not been completed up to the time when the study was conducted. However, due preparations were underway to enable the clients to link their particulars with their registered National Identification details from NIDA.

4.4.2 Customer Care Improvement as a Cornerstone of the Reforms

Placing the beneficiaries at the centre of operations of the organisations has been a critical concern of the public sector reforms (Kiragu, 2005). This entails making sure the wants, needs, and preferences of the citizens who are the customers. Therefore, guided by the transformations associated with the public sector reforms, public organisations, and executive agencies, in particular, are expected to treat their services' beneficiaries not as citizens to be ruled but as customers to be served. This has been the essence of strengthening and improving customer care in executive agencies. In this respect, this study also focused on improvement in customer care as a cornerstone of the reforms.

Employees from both RITA and BRELA impressed that the agencies invested efforts in improving and strengthening customer care. Through interviews with the executive leaders, the study revealed that RITA has been training its officials on how best they should attend their clients and they should be concerned with fulfilling customer needs and preferences. A respondent had the following to say regarding the efforts to improve customer care:

> *"We have been training our employees on how they can best serve our customers. All employees know this and are urged to make sure that our customers are satisfied"* (In-depth interview with RITA male management employee, 2018).

The same idea was supported by interviews with the management respondents from BRELA. The respondents insisted through interviews that customer care and customer satisfaction initiatives were being implemented at BRELA for several years. The following quotation from one of the interviews best captures this point:

> *"We recognize that our existence is linked to the satisfaction of our clients' needs. In order to move with the rigor that our President needs, 'hapa kazi tu' (translated as "No jokes but concerted work only") we ensure that we satisfy customer needs. We do not take them in class, but really people do the best to satisfy our customers."* (In-depth interview with BRELA male management respondent, 2018).

In both cases, the findings showed that the agencies have committed themselves to satisfying customers' needs. This showed that customer care improvement and the concern for customers have been part of the service quality improvement in the agencies. As customer care improvement related efforts are part of the public sector reform service delivery improvement strategy, it may be argued that customer care is a central concern in the reforms.

However, there were some notable differences in the way the two agencies appeared to approach customer care as a concern of the public sector reforms. Respondents who were interviewed indicated that RITA had a systematic process of developing customer care related skills among its employees. For instance, seven of the interviewees said they had been given formal training which included issues related to customer care. On the other hand, BRELA appeared to have no rationally planned customer care skills imparting programs for its employees.

However, the respondents through interviews that the formal organization management arrangements automatically stressed the need for improved customer care in the organisation. For instance, one of the management employees explained that customer care and the capability of an employee to serve the customers to the best was one of the main criteria that management uses in evaluating the performance of employees.

From these findings, it is possible to learn that customer care improvement which has been a critical concern under the reform can be implemented not only through formal training of employees, but also through institutionalisation of the day-to-day organisation management functions to include customer care. It is also best to make customer care a factor that could be used to evaluate the performance of both individuals and teams in the organisation. The next subsection focuses on another related, but different way in which the reforms were found to impact performance of the agencies. It refers to improved relationship between the agencies and the customers.

4.4.3 Improved Relationship with Customers

A positive relationship, mutual trust, and understanding contribute significantly towards the improved relationship between public organisations and their clientele and thus support the legitimacy and acceptability of the services offered by the organisations to the public. This is important not only for what services are offered by the organisations but also the modalities of delivering the services.

From interviews with both the management and non-management employees, the study found that there has been relative improvement in the relationship between the agencies and their customers. In an interview with the employees of BRELA, it was observed that the business community and the general public have increased their understanding of both the need and the procedures for the establishment of businesses. This idea is illustrated by views expressed in an interview with one of the management respondents from BRELA who had the following to say:

> *“It is not like the past; many people now know the importance of registering their business. We have educated them and now they come on their own to file the returns in a timely way. This has reduced the burden of enforcing the required procedures. So, we work together as friends”* (In-depth interview with Male management employee, 2018).

On a related point, another management employee from RITA had the following to say:

> *"The people are currently well informed. You do not need to use much time to convince people to register and have birth or death certificates. Maybe it is because of education provided. We have done a lot to educate the people and now they understand us* (In-depth interview with Male management employee, 2018).

There were some factors, which in relation to this study can be identified as responsible for the improved relationship between the two agencies and their clients. Common for both RITA and BRELA, the respondents identified the provision of education and sensitisation of communities and the general public as having played a significant role in the improvement of the relationship.

Similarly, there was recognition for both BRELA and RITA that there was a change in approach in dealing with clients where respondents indicated that the clients are treated more as customers than mere citizens. However, there were some notable differences between BRELA and RITA. While in the process of improving public relationship with clients at RITA's emphasis was on responsibility of the team to create a positive public image, BRELA focused more on making individual employees motivated and ready to serve their clients to the highest possible level.

BRELA has created a specialised system through which the clients can directly link with the support staff through either their mobile phones or the numbers of specific service issuing unit. This system enables the clients to interact with the support staff who can assist in completing the registration of a business name from anywhere provided that the client has access to the internet. The clients can also call and ask an officer when there is a problem with the aid of the system at any time even outside office hours (see customer support system interface on appendix 4).

The customer support system enables clients to choose between English and Kiswahili in submitting an inquiry, which has to be read by staff to identify a solution. However, if there is an urgent problem that hinders the client from completing the business name registration process, the client can choose the name of the support officials whose numbers are identified online and call for instant assistance. According to support staff who was interviewed, the use of this innovation has enabled BRELA to flexibly serve its clients and reduce the cost on the side of the clients.

> *"A person does not have to travel from Mbeya or Bukoba to register a company in Dar es Salaam or Dodoma. He just fills in the form online and if one fails he picks one of the support officers and calls for instant support. A person feels very well since he knows your name and you will keep following up until the problem is resolved"* (In-depth interview with BRELA employee, 2018).

Registered clients can get different services through the online system, which apart from business name registration include company registration, payment of annual fees, cessation and data update, industrial license registration, mark registration, patent registration, and mark review request. From the provided number of specific support officials, five contact numbers including two mobile numbers and one hotline contact have been provided online for quick assistance to clients. The contacts are specifically classified in the way that clients who need services related to patents have specific numbers to call and those who need company related services can call the specified numbers as shown in the appendixes (See Appendix 5).

From these findings, it is possible to learn that the agencies, especially BRELA have been able to use the technological innovations at their exposure to improve their relationship with customers. Therefore, close support to customers which improve relationships was linked with the independence that BRELA enjoyed as an executive agency. It is therefore, argued that without that degree of internal flexibility and innovations, even the clients who go to the agencies' offices seeking services would have negative perceptions about the quality of service.

As in the case of RITA, BRELA has initiated the use technology in the registration of births, deaths, marriages, and offices in order to make access its services cheaper and quicker. Through interviews, it was noted that RITA worked out this strategy in partnership with Tigo, a mobile communications company in Tanzania and the GSMA, a worldwide mobile communications company. The initiative is being implemented under the support of the United Nations International Children's Emergency Fund (UNICEF).

Interviews revealed that the mobile technology supported registration enables the registrars from all parts of the country to quickly collect and upload remote data using Tigo mobile network. The data could be received and analysed by the RITA information management system. This process enables instant documentation and a pile of information on the registration dashboard. According to the interviews with a RITA management staff, the technology enabled RITA to improve its management of registration data.

The verification process, which has always been a challenge in the implementation of the mobile technology supported registration is resolved with the use of the modern digital camera, which is continuously becoming cheaper. According to one of the respondents, the mobile phone is used to take pictures of the original support documents and submit them with the aid of the internet. While this is a case, the challenge with the registration at RITA remains that the return of the certificates cannot be done online due to the sensitiveness of the information included in the certificates. This forces RITA to issue certificates through local government authorities or directly to the clients who must visit an appointed office.

In the overall, the progress in the use of ICTs has proved to contribute towards efficiency in the management of the registration process despite a few challenges that compel resorting to the traditional procedures, which causes delays and makes services access seemingly procedural. In the section that follows, the analysis focuses on the factors that influence the delivery of quality services including the ones that in some cases make service delivery cumbersome and delayed due to institutionalized bureaucratic procedures.

4.5 Key Factors Influencing the Delivery of Quality Services

The current section provides a thematic analysis of the key factors that influence the agencies' delivery of quality services in the two organisations based on the interviews with the management and non-management employees. The identified themes and subthemes were related to the bureaucratic syndrome, low human resources capacity, gaps between qualification and skills, limited autonomy, financial constraints, and corruption. The details on each of these are provided in the following subsections.

4.5.1 Surviving the Bureaucratic Syndrome

It has been observed that in most public functions in Tanzania, bureaucracy has continued to be a traditional feature. While the reformers of public sector organizations would like to see public organizations highly bureaucratized and more attuned to delivering services and seeking to achieve efficiency rather than sticking to and observing bureaucratic procedures, this has not been the case. The findings of this study strongly confirm that the bureaucratic syndrome was still strong despite the measures taken to increase flexibility and responsiveness to public demand for efficient and effective delivery of services.

From the interviews with both management and management staff, the study found that there was limited flexibility in the operations of the two agencies. It was learnt that employees worked more to comply with the procedural rules and regulations that they were required to follow rather than accomplishing the task of delivering services to the public. Several examples of the discrepancy between delivery of services delivery and compliance with government bureaucratic rules and procedures. In one of the interviews at BRELA, a respondent cited an example of a client who had traveled from Arusha to process a patent license in Dar es Salaam but had forgotten one of the personal identification documents behind. Despite the fact that there were other means of verifying her identity, the process failed since the office thought continuing without the document could mean noncompliance; and this could cost the officer. Emphasizing this point, a respondent had the following to say:

> "*The problem we have here is that you have to strictly follow the established procedures. If any document is missing, you cannot proceed with the work. The client must submit all the required identification documents even if the verification can be done through alternative and equally authentic methods and means"* (In-depth interview with BRELA female employee, 2018)

Despite the fact that procedures aim at ensuring compliance with the rules and laws, there was a feeling that sometimes the same rules and procedures were not rational and, in most cases, resulted in unnecessary delays in the delivery of services to members of the public. Many of the respondents who were interviewed thought that increasing flexibility in their execution of the day-to-day activities could increase their performance and enable the organization to serve more clients within a very short time.

An interview with RITA revealed a similar challenge where respondents identified unnecessary delays that affect the efficiency of the employees. A respondent explained that there was limited opportunity for them to innovate and use new methods and technologies to achieve results in their work. For instance, one of the female respondents explained that digital and ICT technologies could flexibly allow the officers to communicate with the clients and quickly do the needed document verification. However, these technologies were not formally allowed. Instead, the clients are required to submit the required documents in hard copies.

> *"The use of emails and social networks such as WhatsApp can allow us to quickly verify the documents and proceed with processing the certificates. But here you cannot use them since you need to file the hard copies of the documents. If there is a mistake you will have to wait until the client comes back then you tell them to bring the missing document"* (In-depth interview with RITA male respondent, 2018)

It should be noted that executive agencies are expected to operate flexibly and respond to the clients' needs without violating the laws. Contrary to this expectation, the findings show that the old bureaucratic syndrome which has been a tradition in public sector organizations remains a constraint in attaining efficiency in the agencies. This is because the agencies and their employees have limited independence to design new solutions that can simplify their work and increase customer satisfaction. Even in situations where employees can flexibly alter the service delivery procedure to increase flexibility, the approval by the office of the Attorney General to which RITA is subordinated is required; this makes innovation and creativity appear like superimposed practices in the agencies.

4.5.2 Agency Staffing and Human Resources Capacity

Apart from the bureaucratic syndrome, the study findings revealed that there was a challenge of inadequate staffing and human resources capacity, which affected the performance of the agencies. It was noted from interviews with both the management and non-management employees from the two agencies that the capacities and competencies of many of the employees were below what was desired. This situation was revealed in an interview with the management respondent from BRELA who had the following to say:

> *"The operations of BRELA are growing quickly. With advances in technology, the organization needs to employ and retain the people who have relevant skills. Sometimes we think of decentralizing the services to the districts, but we cannot do so because we do not have sufficient numbers of trained employees"* (In-depth interview with BRELA male management respondent, 2018).

A similar view was made by another respondent from RITA. He asserted that the agency needed more staff to make it effectively decentralized and responsive to the growing demand for the good services. However, the inadequate number of staff has resulted in limited capacity of the agency to deliver making RITA and BRELA increasingly more dependent on other organizations such as local government authorities in carrying out its functions. The following quotation best captures this idea.

> *"The demand for BRELA and RITA public services has grown tremendously, but we do not have an adequate number of trained employees. As an executive agency, we need to take services close to the people, but we cannot do so for lack of needed numbers of human capital We had a plan of having a nationwide birth registration for the under-five children. But this plan could not work because of the small number of staff we have. When you send people to Simiyu and Mara, it means you cannot have people to serve the people in Kigoma"* (In-depth interviews with RITA female management respondent, 2018).

Limited human resources capacity in both the agencies appeared to be associated with the lack of agency autonomy and powers to hire and fire their employees. Similarly, there is the problem of how the agencies could best motivate their employees to perform much better, especially due to the fact that the employees were directly paid by the government. Therefore, the agencies could not decide on their own about the kinds of incentives to provide to boost employees' performance.

Evidently, the two agencies are experiencing the problem of inadequate number of employees. For instance BRELA had only 71 employee while the actual demand is 150 making a deficit of 79 employee (interview with employees, 2018). The problem constrains the operations of BRELA compared to RITA. As a result, RITA uses the partnership model in its operations by which works directly with public institutions. For instance, the respondent informed that during the special under-five registration program in Simiyu and Mara, RITA worked in cooperation with the district councils. In another interview, a respondent impression that the management of RITA was in the course of developing a strategy to work with primary schools, which would be more effective in reaching out to unregistered births in Tanzania. With these two strategies, RITA would manage to register more than 90 % of the under-five children in the targeted districts. These arrangements would enable the agency to reach more clients who are in need registration, especially those that live in remote and hard to reach districts.

These findings suggest that developing partnerships with districts and institutions could enhance the capacity of executive agencies to take their services closer to the people. However, close observation showed that the understaffing problem in the two agencies is beyond the numbers. Many of the existing staff have mismatch between their qualifications and expected skills for the functions, tasks and activities of the agency.

4.5.3 Gaps between Qualifications and Skills

The match between employees' skills and the skills needed to fulfill a certain job is very important for achieving higher performance in an agency. Developing employees' competencies has been an important aspect of the public reform program. The study identified four subthemes that could be used to describe the observed gap between the qualification of employees and the skills needed in the agencies. The three subthemes were surprise from the labour market, lack of the culture of training and professional development, and paucity of high demand skills as analyzed in the next three subsections.

4.5.3.1 Surprises from the Labour Market

Surprise from the labour market as used in this subsection refers to the situation where there are trained job seekers but such job seekers fail to demonstrate possession of their appropriate competencies that potential employers need for attaining higher performance. Interviews with the management employees in both of the agencies revealed that employees did not have appropriate skills, which would enable the agencies to perform to the desired expectations. From an interview with one of the top management employees at BRELA, it was noted that it was not difficult to get employees with higher academic qualifications.

However, the surprise was when new employees, who were sometimes overqualified, failed to solve simple problems relating to their professional training. In explaining how surprising it was, a respondents shared the following:

> *"The universities and colleges produce big numbers of graduates, but the graduate's do not have the skills we expect them to possess. Sometimes you get surprised because you recruit a person with higher qualifications than what is actually needed, but at the end, you find that he cannot do the job instead you have to give them years to learn before they become competent"* (In-depth interview with BRELA male management respondent, 2018)

The same view was also shared by respondents from RITA who complained that there were people to do the job, but there were no right people to fit in the right jobs at the right time. One of the management respondents who was interviewed had concern that the agency was recruiting people who were not well trained to do assigned jobs. Emphasizing this point, the respondent had the following to say:

> *"When I look at the newly recruited professionals, I feel that I should question what is being taught in the universities and colleges. For instance, I have witnessed that there are newly graduated lawyers who cannot draft by-laws or a contract. I wonder what they learnt if not just studying for attempting examinations"* (In-depth interview with RITA female management respondent, 2018)

Arising from this discrepancy between employees' qualifications and job-related skills there has been e limited capacity of the employees to fulfill the responsibilities attached to their jobs. In both cases, the majority of the employees who were interviewed felt that training of the newly recruited employees was important and necessary. However, the challenge that the majority of the respondents cited was the general lack of resources for designing and implementing continuous training and human resources development programs.

Further, there was also a view that training and development programs might be designed and implemented but may not yield expected returns in terms of improving performance if there is no well-institutionalized culture of developing employees as well as the curiosity to learn among employees. The next brief subsection is on the lacking culture of training and development and how it affects the performance despite the efforts to make the agencies realize the positive contribution of the public sector reforms.

4.5.3.2 Lack of the Culture of Staff Training and Development

Staff training and professional development in an organization can take a formal and institutionalized form as well as ad hoc and convenient style. While the public sector reforms emphasize performance management and human resources development as strategic tools for attaining higher performance, the study found that skills development was rarely given priority in the day-to-day management of the two agencies.

Both organizations had systems for measuring the performance of individual employees. This usually resulted in documenting the skills gap that employees were experiencing. However, in both cases, the findings revealed that little was done to redress the skills gaps and this compelled employees to seek specialized skills training from outside the agencies. As one of the respondents insisted, what matters after one had been employed in an agency was the ability to fulfill the assigned responsibilities in a timely manner and report related challenges and barriers to the supervisors. A respondent shared as follows.

> *"The emphasis is more on making sure that one meets the deadlines for any assigned task. Sometimes we are asked to document the factors that fail our performance, and which enables us to assess our own skills in relation to the job and technologies we use. But this does not usually culminate into tangible skills' development arrangements"* (In-depth interview with RITA male respondents, 2018).

It was clear from the interviews that such documentation of performance barriers had no strong bearing towards developing skills of the employees so that they could contribute to improved performance t of the agencies.

In addition, there was an observation that the organizations themselves did not have any systematic arrangements through which the level of skills that employees possessed could be tracked at different times. Therefore, the process of performance management, which focused on an individual employee, was the only opportunity which could inform the supervisors about the skills that the employees needed. Nevertheless, the study could not find any clear policies which compelled the agencies and their management to conduct skills gap analysis in order to inform career development initiatives and strategies at both an individual and organizational level. In the next subtheme, the focus is on specific skills which are of high demand in the organizations particularly Information Communication Technology (ICT), customer care, and leadership.

4.5.3.3 Paucity of 'High Demand' Skills

As pointed out in previous subsections, the integration of technology in the delivery of public services by public service agencies has been one of the concerns of the reforms. In the current study, three areas of skills, including modern technologies, were identified as important for delivering better and improved services. These skill areas were Information Communication Technologies, customer care, leadership and governance skills.

According to the interviews with the respondents, ICT and electronic innovations were considered and appreciated as important for delivering better services. One interviewee from BRELA opined that ICT was one of the key factors for service improvement that BRELA had experienced between 2010 and 2016. However, it was clear that BRELA has not been able to keep a good pace it had started within the integration of ICT and electronic service delivery methods in its operations. The situation was similar for RITA because the implementation of ICT innovations which were supported by Tigo and UNICEF since the early 2010s had not reached the anticipated expectations.

Despite their critical importance; ICT, customer care, and leadership and governance skills were identified as the rarest skills in the organizations. Both at RITA and BRELA, the interviewed management respondents expressed their concern that the electronic and ICT personnel were not easy to retain. Regarding customer care and leadership skills, the respondents had the view that such skills could be internally developed if there were rational efforts to invest in human resources as among the assets of the organizations.

Apart from limited retention of ICT staff, there was a strong view that technologizing the services and integration of leadership skills in the day-to-day operations of the two organizations had suffered due to the lack of commitment and support from the government. For instance, one respondent shared the following observation during the interviews:

> *"I think it was important that we get support from the government. I remember we were supported by stakeholders such as Tigo and UNICEF but since there was no strong push from the government, the sustainability of the support was not possible"* (In-depth interview with RITA male respondent, 2018).

What can be learnt from this is that there is a strong recognition of the need in the agencies to invest in high demand skills. However, this cannot be successful without a strong commitment of the government to support due implementation through both financing and developing enabling implementation tools including laws and guidelines. The need is more obvious where the innovations are to be initiated and implemented in agencies that do not have financial autonomy. Subsequently, this can become a critical factor that limits the agency freedom to innovate and to introduce better methods of service delivery.

The last point in relation to the rareness of high demand skills such as ICT, customer care, and leadership included the abrupt changes in agency management. According to most of the respondents, there were top managers who supported the development of the ICT and leadership skills but they left the agencies. When such managers left, the spirit of the agencies that was becoming strong among the respondents started to faint. Further, the respondents who were interviewed had the view that strengthening ICT and customer care skills required financial and other resources. It was not possible for individuals to obtain the required resources on their own without a special push from the management of the agencies. The next section focuses specifically on the question of autonomy and how its lack affects the delivery of quality services to the public.

4.5.4 Limited Autonomy

Executive agencies are expected to operate flexibly and to deliver more efficient services as a result of government public sector reforms. However, this may not be the case if the agencies do not have sufficient powers to make important decisions and plan on how they can get resources and allocate them for internal use. In the present study, the findings revealed that the agencies and their managements have relatively limited power and control over their own plans and decisions. This was identified to be the dominant state at both RITA and BRELA.

There were three main aspects on which bases the autonomy of RITA and BRELA were found to be limited. From the interviews, it was noted that the executives of both organisations were appointed by responsible ministerial authorities. According to the respondents, the government appointed personnel were likely to seek to be loyal to the appointing authority and satisfy the needs and interests of the appointing authority rather than acting independently to achieve the long-term goals of the organisation. Second, both organisations were not financially independent. They could not retain the fees they charge in order to invest in service improvement because the funds are required to be paid to the central government's main treasury. The agencies have had to wait for financial allocation from the government, which often results in delays or failure to implement service improvement plans and strategies.

Third, it is not easy to decide when and who should be employed for a particular task in order to improve the services. The recruitment of employees for the agencies is centrally done at the parent ministry. This has often resulted in recruiting employees who did not sufficiently match the performance standards that the agencies required. All these aspects affect flexibility, which is highly needed by executive agencies to improve public service delivery.

4.5.5 Financial Constraints

The delivery of quality and effective services cannot be executed without sufficient financial resources. The resources enable organizations not only to invest in the procurement of goods and services but also to provide incentives to employees who deliver the services. With this idea in mind, the study sought to establish the extent to which the organizations had sufficient financial resources to implement their service delivery improvement programs.

Under the Government Executive Agencies Act of 1997, all government agencies were expected to become financially self-sufficient at one time. However, this has not been the case for both BRELA and RITA. Apart from the fact that the law specifies that the agencies may to operate competitively and following the principles and best practices used in business organizations, the respondents who were interviewed pointed out that the agencies were regularly operating under budget constraints. For- instance, the budget for BRELA in 2013/14 finacial year, was 5.3 billion, but only 2.7 was provided. For the same year, RITA's, total amount of revenue from all its sources including grants, own sources and from the goverment was 4.4 billion while the total amount needed was 19 billion. (interview with employees, 2018).

Respondents from BRELA insisted that the constraints began when the Permanent Secretary and the ministerial boards were given the power to approve the financial plans of the agencies. Despite the fact that there are many possible sources of financing public service improvement strategies and plans, it has always been difficult to move the plans and strategies to the implementation stage since the financial plans needed approval from the permanent secretary and the Ministerial Advisory Board. The same idea was expressed by a respondent from RITA who had the following to say:

> *"The plans can be good and you set the best direction, you plan the available sources of financial resources for financing your planned initiatives and programs. But when these people come, they give no approval to the agency plan of activities. Instead of supporting the agencies so that they can move on, the Ministerial Advisory Boards always undo the best plans that we have*" (In-depth interview with RITA male respondent, 2018)

In the effort to explain the same and related scenarios, the respondent from BRELA expressed concern that the Ministerial Advisory Board was always too conservative to allow the agency to create new sources of funding, which could enhance the agency's service delivery capacity. This is legally valid under Section 6 (c) of the Government Executive Agencies Act of 1997. The respondent was of the opinion that the management of BRELA could sit down and write a proposal and get sufficient funding from development partners. However, he was pessimistic whether the ministry and the Ministerial Advisory Board would support the idea.

These findings suggest that the lack of sufficient financial resources limited the efficiency of executive agencies, which is identified under the reform as an ideal concern of public agencies. The findings also show that despite having the power to mobilize their own resources, the subjection of the agencies to the government executives makes their planning for resources acquisition difficult. Subsequently, these constraints affect the capacity of the agencies to invest in innovative and inventive programs for improved quality of their services to the public. The next subsection examines how internal leadership and governance of agencies could be a challenge affecting the delivery of quality services in the agencies.

4.5.6 Challenges Pertaining to Leadership and Governance

Leadership and governance are important aspects of public sector reforms and improvement of service delivery. Leadership and especially good and effective leadership enable agency managers to pave the way and cultivate legitimate influence over both the employees and public clients. Likewise, strong and strategic governance of public service is critical for empowering the stakeholders of public services as they participate in the implementation of internally agreed strategies and plans of the organizations.

The study findings revealed that there are leadership and governance challenges affecting agency performance in service delivery to the public. It was observed from interviews with the management respondents from both RITA and BRELA that many of the staff, in addition to lacking leadership skills, they also engage in unethical behaviours including temptation to corruption, bribery, and nepotism of different kinds. According to respondents, these behaviours have affected the public image of the organizations. In asserting this sorry observation, a senior official from RITA had the following to say:

> *"Corruption is a big problem not only here at RITA but also in other public organizations. We have been attempting to do our best to keep the image of RITA clean but we have some unethical officials who collude with clients and engage in corruption and bribery"* (In-depth interview with RITA female management respondent, 2018).

It was revealed from the interviews that there were several factors which the respondents associated with corrupt behaviour. Three of the respondents from BRELA thought that corruption was just a trait that is a disease attacking most Tanzanians, and is hard to control. The other four of the respondents thought that corruption resulted from the lack of proper training to change mindsets and transform public officials into good citizens and people focused leaders.

On the other hand, there were those who thought that corruption is a crime like any other crimes and its prevalence was a result of having corrupt institutions as well as weak crime control mechanisms. With this observation in mind, the respondents thought that corruption could be controlled and stamped out if the government and its organizations introduced and ensured harsh sanctions for those found engaging in corrupt practices. The quotation from one of the respondents summarizes the last point:

> *"Corruption is as bad as HIV/AIDS. I think the government needs to introduce harsher penalties to those who engage in corrupt practices. If it happens and someone gets sentenced 40 years imprisonments, I am sure others will never engage in the vice."* (In-depth interview with BRELA female respondent, 2018).

The respondents from both BRELA and RITA also asserted that the agencies were making every effort to enforce strict measures to improve leadership and promote strong accountability. However, for a long time, these efforts have had no successful results due to the fact that many of the clients prefer corrupt short cuts to get served quickly and so some members of the public tend to lure officials into accepting bribes in exchange for favors in service provision.

While there is no doubt that fair and equitable service delivery is impossible without eliminating corruption in executive agencies, one point needs to be noted as far as corruption is concerned. Corrupt behaviours are not open, and so make corruption as intricate as sexual offenses. The challenge that has always affected the processes of apprehending and imposing equitable sanctions upon corrupt officials has been the difficulty that courts and law enforcement officers face in the collection of evidence and proof that someone has to been involved in corruption offenses. The paradox that surrounds corruption cases is partly a reason for the persistence of the vice and bribery in public organizations despite the efforts that continue to be made to eradicate the sorry behaviours through public sector reforms.

4.6 Conclusion

Overall, the assessment of the factors influencing the quality of service delivery among executive agencies leads to the following concluding remarks. Executive agencies operate by contracting out services, which presupposes that there would be a principal –the ministry, and the agent which is an agency involved. The agent who is represented by the Agency Chief Executive Officer (CEO) needs not only strong support from the ministry but also independence to plan and operate innovatively to satisfy the principal while observing the rules of efficiency, effectiveness, and economy in serving the public.

Successful adoption of the ‘agency' model ideally needs political will and the readiness by all role players to do away with bureaucratic controls in favour of extending support and autonomy to executive agencies. However, as the findings revealed the actual situation has always manifested the attempt to accommodate the bureaucratic values, which do not sit well with the setup and framework that guides the management of executive agencies. This has subsequently resulted in hostility and political interference which continue to affect the performance of executive agencies by perpetuating the traits of traditional public sector administrative values, which the public sector reforms aimed to redress.

What has become clear is the expanded provision of services and their scope has reached far and out. Significant improvement in terms of the quality of services has remained low despite the efforts to reinvigorate public agencies to survive in the world of liberalised, commercialised, decentralised, and deregulated public service delivery. These realities make service delivery by executive agencies largely old wine in new bottles.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter provides the conclusion of the study and the resulting recommendations. The key recommendations are divided into practical recommendations, policy recommendations, and recommendations for further research areas. To start with, the next section provides the main conclusions of the study.

5.2 Summary

The aim of the study was to investigate the impact of Public Sector Reforms on the performance of government agencies in Tanzania with a focus on the delivery of quality services to the public. Two executive agencies, namely the Registration Insolvency and Trusteeship Agency (RITA) and Business Registrations and Licensing Agency (BRELA) were selected and involved in the study. Data was collected through a structured questionnaire served on 198 clients and staff of the two agencies and in-depth interviews with the managements (N=8) and non-management employees (N=22) making a total of 228 respondents.

Data from the questionnaire was processed to generate frequency distribution tables. These were manually examined in the effort to discern the feelings and views of the sampled population. The Chi-Square test was conducted to establish if demographic differences had any significant influence on the variations in identified perceptions. Qualitative data involved both deductive and inductive thematic analyses. This aimed to discover the employees' perspectives on the impact of the reforms on the delivery by the agencies, of services including the general performance of the agencies.

The study findings indicated relatively mixed perceptions about improvements made in the delivery of services by RITA and BRELA. There were perceptions of relative improvement in terms of creativity and innovation, efficiency and professionalism, reliability and dependability, transparency and accountability, flexibility and emotional intelligence, personal motivation of employees, and staff professional maturity. On the contrary, there were perceptions of relatively poor improvement in terms of the time that clients had to wait before receiving services at RITA and BRELA, promptness in responding to client inquiries, and communication and feedback to the clients.

The majority of the respondents had the perception that maladministration such as corruption and bribery, stringent and bureaucratic procedures, poor and negative communication, and poor customer care, nepotism, and stigmatization were still prevalent in the delivery of services despite the implementation of the reform measures. Most of the efforts made to improve the services focused largely on attaining efficiency in the operations rather than satisfying the interests and needs of the customers. As one could observe, the findings have indicated that improvement in the performance of the organizations can be more evident in terms of making the services widely available and reaching out and serving more people. On the other hand, improvement of the quality of the services delivered by both RITA and BRELA was still limited.

In both cases, many of the respondents, namely 131 (66.2%) had the perceptions that the reforms had not improved service delivery in the agencies while only 67 (33.8%) thought the reforms had contributed to improvement in agency performance. However, the proportion of respondents who thought that reforms had contributed to improved service quality was big for RITA (36.4 %) compared to BRELA (31.3 %). However, social demographic characteristics of the respondents, namely age, sex, education, and services seeking frequency were found to have a statistically significant relationship (p=<0.05) with the variations in the perceptions while the type of the services sought by clients and clients' nationality were not (p=0.116).

Interviews with employees from RITA and BRELA revealed that over the years there have been some efforts to improve the quality of services. There has been remarkable success in the integration of Mobile Information Communication Technology (ICT), which contributed towards improved relationship between the organizations and their clients. Despite the progress, there still are some challenges which continue to affect the delivery of services. The major challenges were and still are persist bureaucratic syndrome in the organizations, limited staffing, and low human resources capacity, gap between the available qualifications and required skills, limited autonomy of the agencies, financial constraints, and leadership and governance challenges relating to ethics and integrity of employees.

5.3 Conclusion

The findings have indicated that the implementation of the public sector reform measures have not been sufficiently successful in the studied agencies. From the findings, the key reason for this has been that such key principles that guide the reforms as flexibility, innovation, and efficiency tended to contradict with the traditional values that have been guiding public administration in Tanzania's public organizations. These values included emphasis on compliance, strict bureaucratic rules, and top-down hierarchical control rather than innovation, flexibility, and inventiveness which were the reforms expected to be promoted. As a result of attempting to preserve these values, the adoption and implementation of reform measures could not be an easy task. In this regard, the attempt of the agencies to be autonomous to enable them to have a strong customer and service delivery orientation was and still is defined by the parent ministries in the struggle for upper power between the governments and the newly formed executive agencies.

From this point of view, the government executives, especially the ministers and Principal Secretaries tended to interfere with the financial, staffing and decision-making autonomy of the agencies. Therefore, the transition towards making the public sector efficient and effective has had to take into account the context of the existing institutions of public administration and the influence of the political processes.

5.4 Recommendations

Based on the findings and conclusion made, the study provides some recommendations for possible action and further improvement of the performance of public institutions and agencies in Tanzania. The recommendations are in three categories, namely, practical recommendations, recommendations for policy, and recommendation for further research. The recommendations are summarized in the next three subsections.

5.4.1 Practical Action Recommendations

In response to the research findings, the study recommends that different actors should take the following actions in order to enhance efficiency and effectiveness in public services delivery as guided by the public sector reforms.

i) **Need for staff skills gap analysis and training**

The limited availability of high demand skills, to ensure efficiency in the day-to-day operations of the agencies was identified as an important factor affecting the expected returns from implementing service delivery plans under the public sector reform program. The study recommends that RITA and BRELA should conduct staff training needs assessments and due training needed to realize the core mission and functions of agencies. This is important since the training needs form the basis for designing training capacity building programs, which the other actors such as the government and development partners would come in to support financially. Training support may not be justifiable if there is no evidence for the training need, its importance, and the likely outcomes of the required intervention through capacity building.

ii) Operational partnership with other government institutions

As established by the research findings, one of the factors that influence improvement in the delivery of services by public agencies has been the limited size of the staff, which cannot enable the agencies to deliver services to the growing populations including those in remote and rural districts. In connection with this finding, the study recommends that the two agencies, RITA and

BRELA should form strategic partnerships with local level institutions through which they can be able to reach more people at lower levels. This approach is critical in addressing the problem of limited number of employees required to effectively deliver services at district levels which remain underserved.

iii) Comprehensive employee's motivation scheme

The limited staff support from both the government and top management was found to affect the work morale of employees and thus undermine innovation, creativity, and inventions in the agencies. The study recommends that the managements of RITA and BRELA should initiate comprehensive schemes for recognition and rewarding of employees who, through self-learning, innovate recognizable solutions in the delivery of services. This will enable the agencies to increase employees' motivation even without or with limited government financing for the same purposes.

5.4.2 Recommendation for Policy Improvement

In addition to the above practical actions, the study recommends some changes in policies and legislation to widen the opportunity structure for making future reforms intended to impact the delivery of public service as well as to improve the quality of services offered by executive agencies including RITA and BRELA:

i) Enhancing the operational and decision-making autonomy of the agencies

The findings have indicated that the limited autonomy of the agencies affects flexibility and constrains the management and employees from taking innovative interventions to improve the quality of services. The government should amend the existing laws to increase the power and autonomy of executive agencies and so increase their operational flexibility. This is required to enhance the attainment of higher performance. The key laws and policies which need to provide special consideration for executive agencies are the laws, policies and regulations relating to public procurement, staff recruitment, and financial access and management.

ii) Special exemption of executive agencies from public employment management rules

The study also recommends that the government should amend the existing laws to allow executive agencies to manage their own employee's appointments and promotion. This will give the agencies independence in recruiting and retaining the employees that have critical skills. Such changes will also enable the agencies to develop human resources management systems that focus on continuous competencies development, professional development and learning of the employees.

iii) Competitive appointment of top management of executive agencies

The study has revealed that one of the main factors that influences the performance and accountability of executive agencies to their constituencies is the process of appointment and subjection of their top management to demands of political leaders and executives in the government. In connection with this, the study recommends that the government should consider allowing executive agencies to recruit their top managers through competitive selection methods as is done in such institutions as universities. This will increase accountability of the executive agencies to their clients and the general public and thus devote most of their efforts to serving public interests rather than satisfying the appointing the expectations of authorities.

iv) It is also recommended that as a matter of policy, related agencies should have a linkage and network for closer cooperation, sharing and exchange of experiences. In this case, RITA, NIDA and hospitals should network in matters of registration and issuance of birth certificates as well as National identification numbers.

5.4.3 Recommendations for Further Research

The study points out three key areas that urgently need further research. Two main areas need to be considered for further researches include:

i) Research on the effectiveness of performance management in executive agencies

The essence of creating executive agencies as informed by the Public Sector Reforms had a rational focus on improving the performance of employees. There is evidence that performance management is given priority in the studied executive agencies (and other agencies). However, it is not clear whether the final results and information collected during the performance management in the agencies inform the day-to-day improvement of employees' performance in the agencies.

ii) Interventional research to test if intrinsic motivation can improve performance

While external rewards for improving employees and organizational performance, as well as delivery of services in the agencies, are largely unavailable, it could be effective to use intrinsic motivation interventions as an alternative. However, to have scientific validity, a set of intrinsic motivation interventions package need to be designed and tested for at least 18 months in order to establish the extent to which the motivators can improve both commitment and performance at the level of an individual employee. To have more validity and generalizability, such a study may be conducted in several executive agencies in Tanzania. Evidence from such a study is important and can be used to convince policy makers that effective management of executive agencies need exempting them from some normal procedures that the other government institutions enjoy.

iii) Networking between related Executive Agencies and establishments

It is recommended that a study be conducted on how best to network national institutions and executive agencies that touch on the lives and day to day needs of the people and specifically child birth centres/clinics, births registration and National Identification Agency.

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APPENDICES

Appendix 1: Questionnaire for clients of BRELA and RITA

Dear Respondent,

Thank you for agreeing to participate in this research which aims at assessing the extent to which the establishment of government agencies, as part of the process of reforming the performance of the public sector, has contributed to improved delivery of services to the public. My name is Jerome Materu, a postgraduate student at the Open University of Tanzania. I request you to respond to the following questions as objectively and as truthfully as you can. The exercise will take no more than 15 minutes.

The questions aim at getting your views, experiences and perceptions of the services offered by this agency. I would like to assure you that the purpose of this study is purely academic and the responses you provide will be treated anonymously and only used for academic purpose.

PART A: DEMOGRAPHIC CHARACTERISTICS OF THE RESPONDENTS

Q1: Please indicate your category below with a tick)

1. Less than 18 years
2. 18-35 years
3. 36-52 years
4. 53-69 years
5. Above 69 years

Q2: Your sex, are you male or female; please tick

1. Male
2. Female

Q3: What is your highest level of education, please tick below

1. Less than primary education
2. Primary education
3. Secondary education
4. Higher education (non-university degree)
5. Higher education (university level)

Q4: Please indicate your nationality with a tuick

1. Tanzanian
2. Other nationality

Q5: What is your current occupation (from which you earn a living)

1. Employed in the public sector
2. Employed in the formal non-public sectors
3. Employed in the informal non-public sector
4. Self-employed
5. Not currently employed
6. Others (specify)____________________

PART B: RESPONDENT'S VIEWS ON SERVICES SOUGHT AND OR RECEIVED FROM BRELA AND OR RITAQ6: Agency name from which you sought services .. please tick:

1. RITA

2. BRELA

Q7: How often have you sought services from the agency selected in question 1 (tick one)

1. Less than two times
2. Two to three times
3. Four to five times
4. More than five times

Q8: Service sought from RITA if your answer in question 1 was 1 (tick as applicable)

1. Birth certificates
2. Death certificates
3. Company liquidation
4. Will
5. Public trustee
6. Probate

Q9: Service sought from BRELA if your answer in question 1 was 2

1. Company registration
2. Trade and service mark
3. Patents Licence
4. Industrial license
5. Business licence

PART C: ASSESSMENT OF THE QUALITY OF SERVICES DELIVERED BY THE AGENCY

How would you rate the quality of services, delivered by the agency considering each of the following service quality indicators? Tick one of the boxes for each item listed below

	Service factor	Very poor	Poor	Satisfactory	Good	Very good
		Level of quality of services				
Q10:	Time spent on issuing a service to a client					
Q11:	Creativity of staff in offering services					
Q12:	Promptness of staff to respond to public enquiries					
Q13:	Staff Efficiency and professionalism					
Q14:	Reliability and dependability of the service					
Q15:	Level of transparency and accountability					

PART D: INTEGRATION OF LEADERSHIP SKILLS IN IMPROVING THE QUALITY OF SERVICES

In your view, to what extent has the agency integrated the following skills in the delivery of services?

Q16:		Very low	Low	Neither low nor high	High	Very high
	Factor	**level of leadership skills**				
Q17:	Flexibility, identifying and encouraging creativity and innovations					
Q18:	Emotional intelligence, listening, and handling rifts					
Q19:	Motivation of employees to set and attain challenging goals					
Q20:	Delegating, sharing, and encouraging higher participation					
Q21:	Effective communication and giving timely feedback on every effort					

PART E: COMMON SERVICE DELIVERY PROBLEMS

As a member of the public, to what extent have you experienced the following problems in the quest for services at this agency?

	Maladministration practices influencing quality of services	**Never**	**Very rare**	**Rare**	**Often**	**Very often**
Q22:	Cumbersome and bureaucratic procedures					
Q23:	Poor/negative communication with clients					
Q24:	Poor customer care/not concerned about customers					
Q25:	Corruption and bribery					
Q26:	Nepotism and favoritism					
Q27:	Insufficient number of skilled personnel					
Q28	Poor service delivery equipment and technology					
Q29	Social stigma (e.g. gender and social class based)					

Q30: In your opinion, what could be done to improve service delivery by this agency?

____

____

Thanks for Your Cooperation

Appendix 2: Interview Guide for RITA and BRELA Employees

1. a) What services are offered by your Agency?

   b) Before the PSRP who was offering this service?

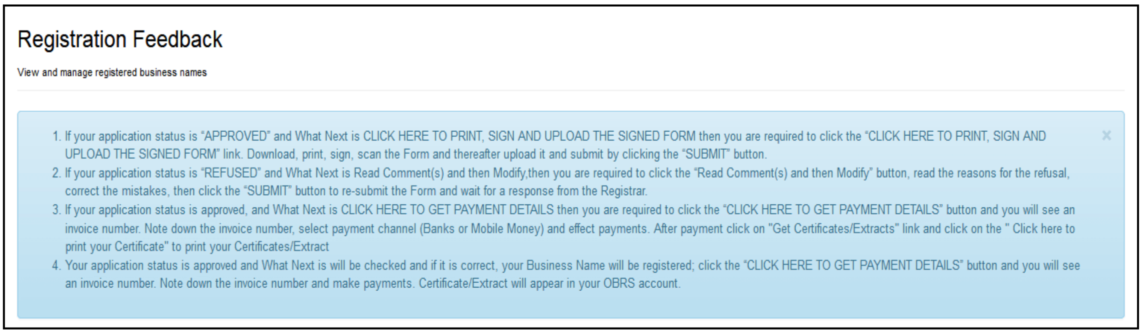
2. What were the challenges met in offering these services before the PSRP?
3. In what ways have the Public Sector Reforms contributed to improvement of the services delivered by your agency?
4. What is your opinion on the impact of PSRP on improving Quality Service Delivery in TZ in general?
5. The following factors have been proposed by some people as reasons that cause insufficient quality of service delivery by Agencies. What is your opinion on each factor? Rate the factors from 1to 5 to indicate its higher applicability where 5 is highest and 1 is lowest.
   a. Lack of innovations among the staff,
   b. Lack of creativity among staff,
   c. Government interference,
   d. Corruption among staff,
   e. Insufficient Budget,
   f. Inadequate staff,
6. What are the challenges that commonly affect service delivery within your organisation?
7. What do you think should be done to improve the quality of service delivery in your Agency?

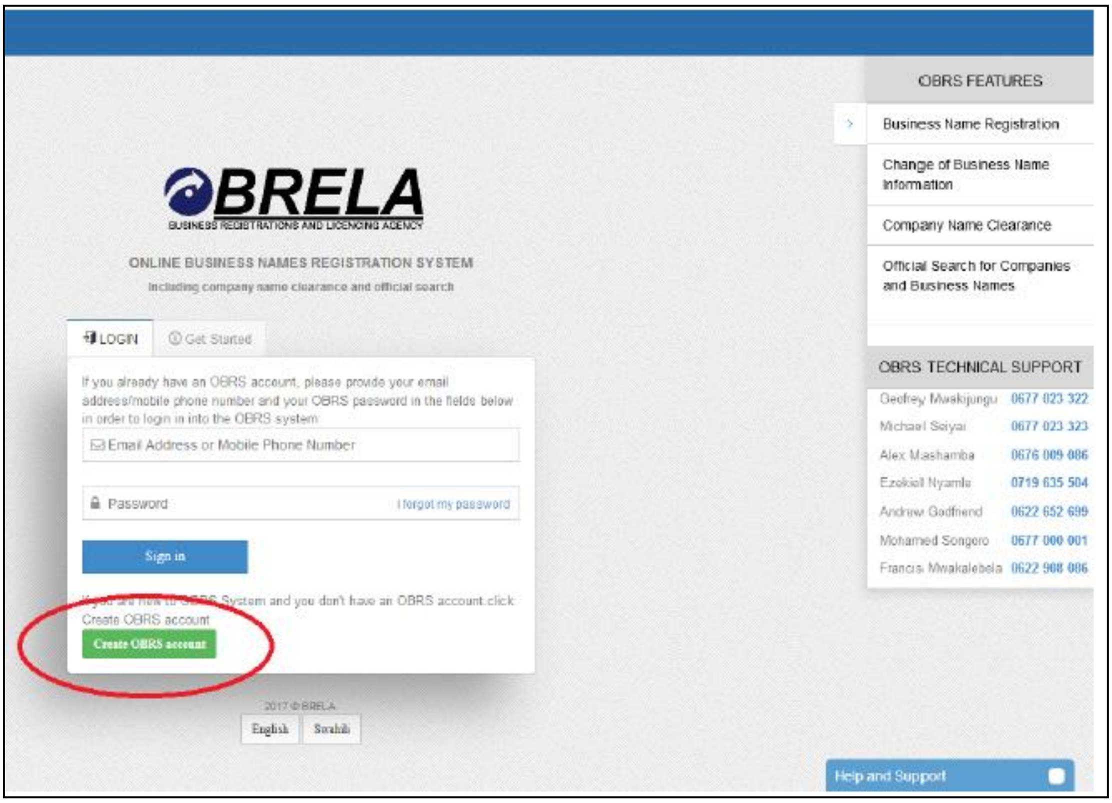
Thank You for Your Time and Contribution

Appendix 3: BRELA Online Business Registration System (OBRS) interface

Source: https://miamia.co.tz/wp/wp-content/uploads/2017/10/OBRS-CREATE-ACCOUNT.png

Appendix 4: BRELA's online customer support system interface





Source: BRELA website, https://ors.brela.go.tz

Appendix 5: BRELA Online services and instant support service contacts

Services offered online	**Support contact**	
Online Registration System features: • Business name registration, change of particulars, paying annual maintenance fee, cessation and data update. • Company registration, change of particulars, filing company related documents and annual returns. • Industrial License registration, change of particulars, filing annual progress report and cancellation. • Mark registration and filing mark related documents. • Patent registration and filing patent or utility model related documents • Information services. Here you can apply for and extract of short or detailed information about business name, company, industrial license, mark or patent. You can also order Mark index	Trade/Service Marks, Patents	0735 322 000 0735 322 001
	Companies	0735 331 000 0735 331 001
	Hotline	0735 000 003

Source: BRELA website, https://ors.brela.go.tz

Appendix 6: A list of Executive Agencies in Tanzania

S/No.	AGENCY	MINISTRY	YEAR	PURPOSE/SERVICES OFFERED
1.	Business Registration and Licensing Agency (BRELA)	Trade and Industry	1999	Regulate the orderly conduct of business in the country
2.	Drilling and Dam Construction Agency (DDCA)	Water	1999	Efficiency and effectiveness in national water supply
3.	Government Chemistry Laboratory Authority (GCLA)	Health and Social Welfare	1999	Management and control of chemicals, in foods and drugs
4.	National Bureau of Statistics (NBS)	President's Office-Planning and Privatisation	1999	Provide national official statistics services
5.	Tanzania Civil Aviation Authority (TCAA)	Transport and Communications	1999	Regulation and oversight of Air transport and communication services
6.	Tanzania Meteorological Agency (TMA)	Communication and Transport	1999	Provision of meteorological services
7.	Tanzania National Roads Agency (TANROADS)	Communication and Transport	2000	Manage of trunk and regional roads
8.	Tanzania Public Service College (TPCS)	President's Office-Public Service Management	2000	Training public servants
9.	Tanzania Global Learning Agency (TaGLA)	President's Office Public Service Management	2000	Training middle level and senior public officials
10.	Tanzania Tea SmallHolders Development Agency	Ministry of Agriculture	2000	Ensuring that the industry in Tanzania is Predominantly controlled by Smallholder farmers
11.	Tanzania Public Service College (TPSC)	President's Office Public Service Management and Good Governance	2000	Training secretaries and clerical staff for improved performance
12.	Agency for Development of Education Management (ADEM)	Education, Science and Technology	2001	Strengthening education management capacity through training, research, and consultancy

13.	National Housing and Buildings Research Agency (NHBRA)	Lands and Human Settlement	2001	Promoting the use of local materials and resources to reduce the cost of house construction
14.	Occupational Health and Safety Agency (OSHA)	Labour and Youth Development	2001	Promoting occupational health and safety, and reducing occupational diseases and accidents
15.	Eastern Africa Statistical Training Centre (EASTC)	President's Office-Planning and Privatisation	2002	Promoting evidence-based decisions, plans, and policies relating to national and Eastern African statistics
16.	Tanzania Government Flights Agency (TGF)	Communication and Transport	2002	Oversee and regulate flight services for heads of state and senior national leaders
17.	Tanzania Buildings Agency (TBA)	Works	2002	Oversee improved housing and accommodation for public servants
18.	Tanzania Airports Authority (TAA)	Communication and Transport	2002	Oversee improved airports services in Tanzania
19.	Weights and Measures Agency (WMA)	Trade and Industries	2002	Ensure consumer protection through fair measuring systems in commerce and trade
20.	Tanzania Employment Services Agency (TaESA)	Labour and Employment	2002	Provide and regulate improved employment services in Tanzania
21.	National College of Tourism (NCT)	Natural Resources and Tourism	2003	Training for the promotion of hotels and tourism
22.	Tanzania Food and Drugs Authority (TFDA)	Health and wellbeing	2003	Food, drugs and cosmetics Consumer protection
23.	Tanzania Institute of Accountancy (TIA)	Finance	2003	Training ,Research and Consultancy in accountancy and materials management
24.	Tanzania Tree Seeds Agency (TTSA)	Natural Resources and Tourism	2003	Provision of forest products and tree seeds
25.	Tanzania Forest Service Agency (TFS)	Forestry and Natural Resources	2003	Managing and conserving national forests
26.	Tanzania Electrical, Mechanical & Electronics Services Agency (TEMESA)	Works	2005	Efficient and effective services in electrical, mechanical, and electronics sub sector
27.	Registration, Insolvency and Trusteeship Agency (RITA)	Constitution & Legal Affairs	2006	Registration, Insolvency, and Trusteeship services.

28.	Agriculture Seed Agency (ASA)	Agriculture	2006	To ensure provision of high quality seeds to formers at affordable prices
29.	Tanzania Insurance Regulatory Authority (TIRA)	Constitution and Legal Affairs	2006	Provision of a full range of insurance services.
30.	Dar es Salaam Rapid Transport, DART	Prime Minister's Office	2007	Establish and operate bus rapid transit system in Dar es Salaam
31.	Rural Energy Agency (REA)	Affairs	2007	Promote and facilitate improved access to modern energy services in rural areas of Mainland Tanzania
32.	National Food Reserve Agency (NFRA)	Agriculture	2008	Guaranteeing national food security during times of famine and hunger and national hazards
33.	Tanzania Food and Nutrition Centre (TFNC)	Ministry of Agriculture	2008	Ensure nutritional status of the people nationally
34.	Government Procurement Services Agency (GPSA)	Finance	2008	Ensure integrity, transparency, accountability, teamwork, innovation and professionalism in public procurement
35.	Tanzania Bureau of Standards (TBS)	Trade and Industries	2009	To strengthen and support institutional infrastructure for industry and commerce sectors of the economy
36.	Tanzania Forest Services (TFS)	Government Forest Service Agency (TFS)	2011	Managing and conserving national forests
37.	Tanzania Veterinary Laboratory Agency (TVLA)	Livestock	2012	Provisional of quality and verterinary services
38.	Petroleum Upstream Regulatory Agency (PURA)	Energy	2015	To regulate and monitor the petroleum upstream sub sector for mainland Tanzania
39.	Petroleum Bulk Procurement Agency (PBPA)	Energy	2017	Procurement of bulk petroleum and delivery at national and regional levels
40.	Tanzania Rural and Urban Roads Agency (TARURA)	Works, Transport, and Communication	2017	Developing and upgrading rural and semi-urban roads to tarmac level
41.	Land Transport Regulatory Authority (LATRA)	Communication and Transport	2019	Coordinating Land Transport safety and certifying qualifications and competencies of drivers of rail and road machinery

42.	Tanzania Shipping Agencies Corporation (TASAC)	Work	2019	Regulate maritime, ports and shipping services for safety and security
43.	Tanzania Drug and Medicinal Authority (TMDA)	Health, Community Development, Gender, Elderly and Children	2019	To take over the role of TFDA and broadened functions to include regulation of the quality of foods and medicines

Source: CAG report, 2019