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Factors Influencing Value Added Public Services in Maldives

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DECLARATION

This work has not previously been accepted in substance for any degree and is not being concurrently submitted in candidature for any degree.

Signed ....

Date: 28th March 2023

This thesis is the result of my own investigations, except where otherwise stated. Where correction services have been used the extent and nature of the correction is clearly marked in a footnote(s). Other sources are acknowledged by footnotes giving explicit references.   A bibliography is appended.

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Date: 28th March 2023

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ABSTRACT

Civil servants in the Maldives serve the public in many ways and are key stakeholders who implement the policies of the incumbent government. With decentralisation as the key phenomenon in moving to a more democratic society, the city councils play a key role in delivering a range of services to the public. While this is the case, there are a lot of questions around the ability of and willingness to deliver effective services to the public by the civil servants. Based on these complaints from both the public and the civil servants, this research has been undertaken to identify the factors and causes that hinder the delivery of effective and efficient services to the public by the City Councils. The research was undertaken using the 3 (three) city councils that exist in Maldives. The research was a qualitative process where selected staff were interviewed using open ended guided questions to understand how they perceive the delivery of service within their line of work and what are the challenges they face in delivering services to the public. The research provides a sound understanding of the factors influencing the delivery of value-added services within the civil service. The research data showed 12 major themes, which includes hindrances to service delivery, role and expansion of the councils, leadership, core values, structure of operations, role of ICT, functionality, relationships and pay. Furthermore, the results also had 10 subcategories in two different major themes. These findings indicate that there are several issues that influence service delivery in the public sector. Introduction of ICT based services, changing the HR policy, greater autonomy in decision making, better financing, harmonized pay structure and proper training can improve service delivery. In addition, reduction of political influence on the civil servants, adequate manpower and proper equipment will further improve service delivery. While the entire civil service is governed by the same regulations, service delivery can be different in specific areas. Hence, a different framework may be needed to understand the challenges in such areas. However, the findings of this research can be used by similar entities to understand their shortcomings to improve service delivery, thereby benefiting from this research. Moreover, these organizations can use the outcomes of the research to understand their challenges as use it as a tool to improve/change their service delivery for better services. Furthermore, future research can be based on the findings and explore in detail to attend to specific areas of the public service.

Keywords: Value Creation, Value Addition, Value Capture, Organisation Transformation, Managing Change, Transparency, Public Value, Leadership, Organisational Culture, Resistance, Public Sector Management

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CHAPTER 1 – OVERVIEW

1.1 Introduction

This is the introduction chapter and will outline the basis of this thesis. The chapter will provide an outline of the research topic, a background and aims and objectives of the research. The research was carried out as part of the Doctor of Business Administration (DBA) program.

1.2 Background

Maldives is extremely sensitive to the harmful effects of global climate change. There is a corresponding feeling of necessity, including a real political will, to adapt and mitigate these effects. The Strategic Action Plan (SAP) from 2009, based on the commitments of the very first representative democracy administration, is by far the most current document controlling all progress there in the Maldives. Political stability, social fairness, and economic growth are three of SAP's main concerns (Wisham and Muneeza, 2011). Climate change adaptability and prevention are assessed against all basic identified action plans in the SAP. Based upon SAP, a Briefing Paper was created for the Benefactors Conference dated March 28th, 2010, describing the region's development and finance requirements (Wisham and Muneeza, 2011).

Climate change transformation measures are among the five key development issues identified in the briefing paper. Environmental sustainability, renewable fuels, coastal safety, and uniting communities to promote island vulnerability are just the sub-segments designated together under the global climate change goal. The same statement emphasizes the importance of focusing all development strategies and programs on enhancing the country's tolerance to global climate change consequences (Berrang-Ford *et al.*, 2021; Parmesan *et al.*, 2022). Furthermore, the country also has a very relevant National Adaptation Plan of Action (NAPA)

established in 2006 (Ministry of Environment and Energy, 2006). All intended beneficiaries and institutions share a strong loyalty and commitment to the NAPA objectives and ambitions. Regarding prevention, the government has pledged to make the country carbon-neutral until the year 2020 (DeYoung, 2020).

Being a small country, Maldives faces significant difficulties. Climate change effects is one such issue affecting nearly every area of life as well as the overall nation's survival. Maldives has been a proactive nation that advocates for the conservation of susceptible states and the significance of decreasing greenhouse gas (GHG) production in the global community (van Alphen *et al.*, 2007). However, climate change damages and threats, on the other hand, are immense and extremely difficult to handle in a coherent manner that incorporates natural and artificial measures, capability, and debt assets. The Government and the people's protracted aim are to remain in the nation, take advantage of possibilities, and discover a method to cope with the obstacles (Shumais and Mohamed, 2019).

1.3   Country Profile

The Maldives is an island republic in the Indian Ocean whose closest neighbours are Sri Lanka and India. About 200 of the 1190 islands are populated, with the highest islands rising only about three meters above sea level. The archipelago, which stretches 822 kilometres from north to south, is split into twenty administrative areas, or Atolls, with Male' serving as the administrative and commercial Centre. The country's overall population is estimated to be 515,696 people (National Bureau of Statistics, 2018), with capital Male' and greater Male' housing about a quarter of the total population. Only four of the country's 200 island villages have populations of far more than 4000 people. There still are about 100 inhabited islands with

such a population compared with fewer than a thousand people, and over half of the islands have fewer than 500 individuals (National Bureau of Statistics, 2018).

The Maldives has a lengthy history of democratic independence and has stayed so for most of their history. There have been two brief periods of foreign dominance, the Portuguese from the year 1558 to the year 1573 and thus the second by the Malabar's from the year 1767 to the year 1768. The Maldives was also a British Protectorate from the year 1887 until the year 1965. Despite this, the Maldives established and implemented its self-government system and managed its internal politics with certain unique elements (Waaniewski, 2016).

The country is governed by a constitution, which had its last amendments in 2008. As per the constitution Maldives follows the Republic system of governance. The citizens of the Maldives cast their votes to the parliamentary body, the People's Majlis, using a representative system of government. The body has 87 members, with 15 members from greater Male' area, 7 members from Addu City and 3 members from Fuvahmulah City. The other atolls are represented based on their population with a minimum of two members from each Atoll. two members chosen from each of the 20 atolls and two members chosen from Male', plus eight members nominated by the President. The President is the Head of State and Chief Executive and therefore is chosen by the public every five years. There's a supreme court in conjunction with the legislative and executive branches (Thornton and Young-deMarco, 2021).

1.3.1. Maldives economy

For the previous two decades, the Maldives' economy has grown at a rate of 10% percent each year on average. The tourist industry is the most important, accounting for around 24.6 percent of the maximum GDP. Other areas that add far more to GDP are their fisheries and various

sorts of commercial operations. The Maldives has a modest economy that is reliant on tourism and fishing.

The Maldives is sensitive to external disasters due to these factors, as seen by the financial downturn that followed the December year 2004 tsunami. The year's 2004 Tsunami claimed the lives of 82 people, left 26 others missing (now presumed dead), demolished 2000 dwellings, and caused major damage. Financial losses were projected to be 62 percent of GDP, or $470 million. They were exacerbated by a non-tsunami budget surplus of about $80 million in 2005 owing to a large drop in tourism earnings (van Alphen *et al.*, 2007).

Like the Tsunami impact, the COVID-19 pandemic had a profound economic impact on the Maldives. Due to the global impact of the pandemic, travel restrictions and border closures led to a significant decline in tourist arrivals, resulting in a near standstill in the tourism industry. This closure of the industry had a substantial impact on the country's GDP and employment. With international arrivals plummeting and resorts experiencing low occupancy rates, many businesses faced financial strain, and thousands of workers lost their jobs. The World Bank reported that the Maldives' economy contracted by an estimated 32.2% in 2020, marking one of the sharpest declines in the region (Gu *et al.*, 2022; Mohamed *et al.*, 2020; World Bank, 2021). Additionally, the fisheries and construction sector faced challenges. With closure of borders and reduced demand in in global markets, exporting seafood was disrupted. The closure of restaurants and hotels worldwide further affected the demand for Maldivian fish and seafood products. The construction industry which was one of the biggest contributors to GDP in 2018 and 2019 (Mohamed *et al.*, 2020) also bared the full impact of Covid 19. The combined impact of these factors strained the country's fiscal situation and foreign exchange reserves, leading to a balance of payment crisis. The government had to resort to external borrowing and seek

financial assistance to manage the economic fallout of the pandemic. Even with these challenges, the Maldives demonstrated resilience and implemented measures to protect public health (Rauf, 2021) while gradually reopening its tourism sector (Gu *et al.*, 2022) with enhanced safety protocols. As the pandemic continued to evolve, the government's efforts to vaccinate the population and promote sustainable tourism practices became crucial in navigating the path to recovery (Asian Development Bank, 2021; Jain, 2022).

1.4   The Maldivian Public Service

1.4.1. A Historical Overview

The Maldives' civil service is the result of centuries of indigenous evolution, with little direct involvement or pressure by a foreign authority. There is history, appointed aristocrats and ministers located on Male', and regional counsellors known as Kangathi Beykalun in the archipelagos counselled and aided the Sultans and Sultanas. These aristocrats or nobles shared not just the monarchs' control and privilege but also the country's riches. Atholhuverin, or administrators appointed either by the sovereign, ruled the islands. Atholhuverin was and continues to be a highly senior and influential post to whom the state's leader appoints. The external authority had no influence on the indigenous administrative structure in either case, where the country's independence was disrupted by colonial rule. As a result, unlike many other countries in the area, the Maldives never inherited or copied a public service structure from any colonial ruler.

This is not a question of prestige or shame but simply a real statement of truth. "Several organizations and practices that formed an essential element of the whole administrative structure in many different nations were conclusively disproved," according to some

researchers. The developed system was largely traditional in attitude and grew out of longstanding history and culture" (Asim, 2002, 2020; Wisham and Muneeza, 2011). This isn't to suggest that the overall Maldivian system isn't like other systems worldwide. It is simply to emphasize that the whole system's core concept is born and raised in the area. The Maldives' civil service may be regarded as a one-of-a-kind system born on tradition and cultural customs.

1.4.2. Beginning of the Modern Era

Following His Excellency President Maumoon Abdul Gayoom's assumption of power on November 11, 1978, the Maldivian Public Service underwent several reforms. He described the general behaviour required of public workers and the future orientations of reform projects in his speech to the city officials on January 1, 1980. In his remarks, he stressed the need for employees to assume responsibility and the necessity to provide genuine and acceptable customer service.

Following the National Office of Personnel and Administrative Restructure foundation, or NOPAR, on December 1, 1982, the government made concerted tried to change the public service. With the help of the United Nations Development Programme (UNDP) and the Commonwealth Fund for Technical Cooperation (CFTC), NOPAR launched several projects aimed at improving government administration (Banerjee *et al.*, 2017). Each initiative arose from awareness about the need for complete new public service institutions and procedures to manage with both the government's growing scale and complexity and assist the country's development initiatives better. One of the initiatives was largely focused on improving the workforce system. There were several significant intended outputs, such as the following:

1. A Civil Service Code was developed. It covered staffing, job analysis, learning and development, regulation, employee health and safety, and other aspects of performance management.

2. In the President's Office, the basic organizational structure and the objectives of NOPAR were presented.

3. A complete comprehended system for job categorization and remuneration was created, and measures were also taken to put it in place. All public service occupations would be divided into various specified levels, each with its suggested pay scale, according to the presented scheme of the government officials.

The immediate effort that preceded was aimed at improving the overall governance structure and all other administrative processes in general, with a continued focus simply on personnel administration. Leading up to its modification, the initial design document focused on those zones, with the expectation that the Institution and Processes Expert designated would analyze, discuss, suggest, and assist in the implementation of structural changes as well as modified administrative systems for each Ministry and Department, as well as across the government.

The expected outcomes included (1) a new civil service overall structure and (2) recommendations for effective and efficient structures for all Ministries and Departments. (3) NOPAR personnel training, as well as new and improved administrative methods and systems. Each of these projects had an overarching goal of 'administrative reform.' One of the project's main accomplishments was establishing and functioning a single agency inside the President's Office to offer staff leadership for "personnel and administrative reform" (Banerjee *et al.*, 2017).

1.4.3. Maldivian Administrative System Today

The formation of the Public Service Division (PSD) body in the year 1999 marked the start of a modern era there in Maldivian Public Service's reform efforts. PSD's Vision, purpose, and values reflect the President's dedication and desire to elevate the overall public service to the level of global firms in aiding the modernization process and accomplishing the nation's great Vision by 2020 objectives. The Public Service, currently referred to as the Civil Service, has been the major employer of the country. The number of employees has varied over the years. At the end of 2015 there were 26,851 people (Civil Service Commission, 2016; National Bureau of Statistics, 2016). The numbers have not changed much over the years and by the end of 2022 there were 28,294 employees (Civil Service Commission, 2023).

The Maldivian greater Public Service, it may be claimed, embodies the distinctive characteristics of a tiny, close-knit community. Numerous public workers are acquainted and linked to one another by various methods, including neighbourhood ties, community events, friendship, and blood ties. The possibility of establishing some connection with, or personal related to, a significant actor in a particular circumstance is several times larger in the Maldives as far as in many other societies (Asim, 2020; Sudha *et al.*, 2022).

Because of this confidence and personal interaction, another writer points out the unusual level of collaboration among public officials. "Such proximity may also be regarded a helping force in improving public service organisational performance". One of the goals of this study would be to determine whether such findings are correct. On the contrary, it is necessary to mention the disadvantages of establishing such a close-knit structure. Personal relationships may play a role in government inefficiencies and corruption. Closeness could also make it harder to make objective workplace judgments, as well as managers' unwillingness to take any decision that

could disappoint fellow people within the organization (Al-Habil, 2011; Asim, 2020; Sudha *et al.*, 2023).

1.5   What is Value?

Referring to important value theory positions, use formal axiology to "interpret" value into psychological dimensions. Definitions abound, but they aren't limitless. "Values" is one of those vague container concepts that hold many potentials but lacks general agreement. Nicholas Rescher, a well-known value philosopher, summarized his extensive study by saying, "Philosophers, as well as social scientists working with value issues, have long accepted the very need for a more specific value lexicon to help."

1.5.1. Endless Definitions, but not Unlimited

Value theorists and social scientists have widely known the basic need for a better precise value vocabulary to support the precise interpretations required in academic and scientific contexts. However, it appears that this is the single area of the accord. This is a complaint shared by all field employees. All their constructive attempts, however, have failed. "In particular, 'value' corresponds to anything that is stressed as well as desired and compelling for everyone else who assesses, whether it is an individual, a social group, or perhaps an organization that represents individuals or maybe groups, for whatever purpose". Two parts of Baran's concept that we shall return to later are: For starters, he included "aggression" in his definition. He refers to the assimilation of values in and about people or groups for them to be actionable. It all comes down to psychological factors. Second, Baran involves various evaluation "subjects" (participants, groups, and institutions).

1.5.2. Value Creation

Previously, value creation has also been viewed as an internal company task accomplished through such a business strategy (BM). Another very frequently acknowledged description of any BM is that it is the "prototype or architecture of the business's value creation, transportation, and measures require" (de Paula do Rosário *et al.*, 2020). Furthermore, most of the research regarding value creation mechanisms in the sphere of human entrepreneurship portrays the new career as the principal actor accountable for driving value creation by their actions and efforts (Gawer and Phillips, 2013). However, more recent viewpoints see BMs as a kind of collaborative engagement (Fehrer *et al.*, 2018), with both internally and externally collaborative practices shaping the BM's design. As a result of this approach and interchange of assets (for example, knowledge, expertise, and financial means), a BM was formed not only by the enterprise but also by other players (Breidbach and Ranjan, 2018). Furthermore, because a social purpose organization (SPO) has commercial and social aims, value is produced and exchanged among connected users (Vargo and Lusch, 2014).

In most nations, the civil sector, whether small or large, is undergoing significant reorganization to improve services while also reducing costs amid severe budget limitations. "Initiatives ongoing to change civil administration, to recreate government, using a famous expression, are a crucial aspect of such changes in the civil sector". This approach of civil administration reform is considered vital to handle the combined difficulties of providing better services while using fewer resources. Performance Assessment Systems are currently among the most popular instruments for reform initiatives. Enhancing government capability, improving the efficiency, quality, timeliness, reactivity, and usefulness of federal public programs are critical for all consumers and recipients of public services (Seus, 2021). Conversely, as scholars have already stated, government effectiveness is hampered by several

legal, bureaucratic, and technical barriers (Lægreid, 2016; O'Toole and Meier, 2011). Furthermore, whenever it is used, Performance Management is seen as a highly contentious management technique.

The first Performance Management System in the Maldives, implemented for the entire public sector in 1996, was discontinued in 1999. The stated explanation for the suspension was that the program's goals for implementation had not been met. Following a review of the system, a totally new Measurement System was presented and tested in specified government entities as a new initiative in the year 2002 as well as the year 2003. All government agencies were ordered to apply for the system from across committee in April year 2004. Nonetheless, based on the past two years' history and the initial evaluation system's performance, the present system will encounter significant challenges in becoming institutionalized across the public sector.

Although performance assessment encourages output, creativity, and proper responsibility while reinforcing a company's external focus, there's also another side to the story (de Paula do Rosário *et al.*, 2020). Performance Evaluation also has a lot of unfavourable consequences. This is particularly noticeable in a relatively small country like the Maldives. The poor success with Performance Evaluation in Maldivian Public Administration is allegedly attributable to various cultural, economic, and political issues that have already been affecting and potentially successively the rate of institutionalization of the whole system in some parts.

1.5.3. Value-Addition

The experts offer a variety of perspectives on the notion of valuation throughout the whole public sector. According to Rescher (2013), value is defined as the characteristic or

reality of being good, helpful, or desired. As per Rokeach, an ingrained trust in worth influences individual and collective choices towards a particular path or goal. Something valuable to one person may not be useful to another. Take, for instance, the ID mentioned above card. Within the validity time, an ID card is solely useful to its possessor; it is not useful to individuals who do not hold the ID card or if the ID card's validity term has ended. As a result, value does have a context-dependent on the person and can still be affected by timeframe.

Furthermore, according to (Schuman, 2010), value in public service is far more than merely achieving production or price reductions and doing both neutrally and understanding the approach to managing both. In this scenario, value is defined not only by the efficient outcome and cost but also by the method and procedure used to acquire the result appropriately and effectively.

Valuation from the views of the basic service provider or even the public who utilize the service may be considered in a public service setting. Stewart (2009) has defined a number of the varied values and named the operational value of such service administration concerning the main public service providers job in making various policies: consistency (even decision-making in a certain condition), service (seeking to make the public satisfied), efficiency (minimizing expenditure) neutrality (avoids politicization) and responsive receptiveness (providing the needed reaction to user public needs) (Stewart and Brown, 2011; Stewart, 2009). Additional values relating to officers' conduct in providing targeted public services can still be drawn from this (Schepers *et al.*, 2015).

The value may be portrayed from the very perspective of the given view of the general public from the advantages derived through the public work. Moore (1995) given the example of the ongoing government's efforts to give value to the people through collecting their waste. When

people learn that a tidy and attractive City is much better than unclean cities due to the government's garbage collection activities, then a value generated. The public value is a value generated by available people or by a civil service providing unit. The public then has the effects of government policy action proved from this given example.

Consequently, any government action and a policy that may append value in such a way that benefits the public more is generated through creating public value (Al-Alawi and Al-Amer, 2007). They said that the great public value emphasized the necessity of focusing on the very process and its outcome, what value may be provided by whom, and how for the public environment. Moreover, the input/output ratio or even productivity are not all input or output. The public-value medical service approach, which Benington provides as an example, will focus on improving the public health and preventative plan and respecting patient care and reducing waiting list and waiting time (efficacy) in hospitals. In addition, emphasised more upon the result of the conversation. This indicates that the whole value of the civil or public service is specified to yield and do so at efficient costs, as requested by stakeholders (including the public).

In curriculum, the real value-added word Downes (Schuman, 2010), is often used to show the student's progress due to a school-based learning process. Value-added ultimately happens when the learner changes more as an outcome of school instruction. Furthermore, the knowledge of the value addition in education may be utilized through several methods suitable for the purposes, namely as an instrument for repairing schools, an instrument for accountableness, improving policies and a record for parents and the very community. Then in what aspect is the additional value of service possible? Mitchel (2011) noted that value-added services might be provided to service users throughout the service chain since the service user first engages with the organisation when the user returns to other services. This indicates that

the service provider has a vast potential to offer value in different respects. In addition, using the chance to produce the increased value depends very much on the imagination of the community service source. Peter Cheverton (in Mitchel, 2011) has indicated that a value is deliberately constructed, developed, planned for, and not unintentionally established in the company. The diverse characteristics within each firm make sure that the firm and the consumer must see their requirements.

According to Moore, there are about six points which could be used to assess the value from either the public sector:

(1) The basic premise is that value is ingrained in the will as well as the belief of individual people (community affiliates) and that public managers must fulfil and enact it in conformance with the preconception.

(2) There are many varying expectations of society which need to be encountered, and the emphasis of the whole public sector surely is to meet them.

(3) Managers in the public sector may provide value to the public and their working partners through two distinct actions on two separate marketplaces, but one of the most important is to utilize their budget and power to develop useful things for their working partners and benefit recipients.

(4) Because government actions are constantly linked to political authority, it is vital to perform a reassessment to ensure that the consumed resources are used to fulfil the program for the people getting benefits.

(5) Whatever the public "buys" from public managers is indeed public, corporate account, which implies that complete policy is the domain of public managers who are given the basic authorities to use every resource to meet public demand and needs through specific devices.

(6) the whole public sector's ecosystem and aspirations are constantly changing, this is not enough for public managers to keep the organization running (Grant and Fisher, 2011).

1.5.4. Public Sector

Environmental variables in such public service change at a breakneck pace, whether in the economic, political, scientific, and technical realms, therefore civil service is frequently left behind by shifting public needs. Bureaucratic performance has also been shown to have an impact on competitiveness, which is now lacking. The World Economic Forum's (WEF) Global Competitiveness Index (GCI) 2015-2016 study ranks Indonesia's competitiveness 37th out of 140 countries, with just a score of a mere 4.52. This is a drop from the 2014-2015 GCI when Indonesia was ranked 34th out of 144 nations. In terms of ASEAN nations, Indonesia is still behind Singapore, Malaysia, and Thailand, rated 2, 18, and 32, respectively (Krishna *et al.*, 2004).

Sixteen elements impact Indonesia's competitiveness, and they frequently obstruct governmental service to corporate activity. Corruption, ineffective government bureaucracy, poor infrastructure, policy uncertainty, and accessibility to money are the top five reasons amongst these sixteen (Pingeot, 2014). To cope with these concerns, the government must act quickly and appropriately. According to (Banerjee *et al.*, 2006), a business may adjust goods, systems, structures, and processes to anticipate environmental changes using two management techniques. The first strategy is to improve the existing service as well as the delivery method. The second option is to take a more radical approach, such as changing the character and the design of both the items offered and how service delivery differs from the first; this is alluded to as innovation.

In the corporate sector, innovation has become a need to sustain client loyalty and differentiate the company's goods and presence from its opponents. The importance of innovation would then be quantified about competitors over other firms and goods that become rivals. However, in the public sector, innovation is assessed about the whole basis of the public realm (Grant and Fisher, 2011). As a result, companies in the technology sector may be leveraged in all facets of public service to give value to the whole community. Consider the GDP, which would be defined as the significance of a country's financial growth and enterprises.

When a corporation undertakes commercial operations, such as processing raw resources into completed items, it adds extra functionalities and quality to the items, which, if decided to sell, will fetch a premium cost than the provided raw materials. If the whole valuation of items in the area is collected, it will further become regional GDP. The usage of the valuation money strategy is made easier since the firm's goods are sold, as profitability is among the simplest indications to assess the firm's success. However, in the public sector, this strategy isn't always viable.

The public value method created in public management has evolved into a new methodology that every public manager and decision-maker may use to manage resources efficiently and provide public service. (Schepers *et al.*, 2015) attributes the public value strategy to a shift from mainstream public management towards modern public management or network shared leadership or citizen-centred government. The latter paradigm places individuals at the heart of governance as well as the public service. Hence, in comparison to the modern public administration, which continually uses public decision and classic theories of government that use public goods, the idea of public value is of key importance. The modification of strategy

results from continual environmental changes and will become a prerequisite, so the state must respond to public requirements.

In addition, how can innovation contribute services to the whole public sector be created that goods are not sold for profit? Of all the socioeconomic and corporate approaches, the income generated by whole public service providers can often be measured. In economics, if we see value in return for resources like money, cost, or barter generally to be equal, provided the cost is a substitute for value (Langergaard and Hansen, 2013). However, that's not always the case with public administration. Public managers and decision-makers within the whole public sector should therefore take a glance more creatively and at ways of generating innovation to give value to the public.

The accomplishment of the bureau's attainment in 4 aspects, namely (1) significantly increase the efficiency of preventive measures; (2) enhance access; (3) improve revenue as well as medical expenses; and (4) minimize bureaucratic obstacles, was assessed using the example of valuation formation throughout the whole public sector depending on the outcomes of studies within Texas Medicaid and Healthcare Partnership (TMHP). From the year 2001 to the year 2004, there was a steady and constant increase in the value of public services.

It was stated that administrative hurdles were reduced due to the innovations implemented, notably in 2004, which included new call centre technology, improvements to the claim filing procedure, and a new online site for healthcare providers. The investigation findings also revealed that service providers are effectively offering added value by public health demands and that they may minimize service time (time efficiency) and their efforts to address administrative concerns (Schepers *et al.*, 2015).

In Indonesia, state sector development has become a phenomenon, with many forms and locations carried out through various departments at both the federal and local sectors. (Pratama *et al.*, 2014) did research at the Department of Licensing Service in Kediri, East Java, upon enhanced public service development, namely the deployment of public services for micro, smaller, and medium companies (SMEs). According to the findings of this study, the MPS program has shifted people's impression of public services from difficult to simple. This is because the public has easy access to network information, products, and procedures, as well as terms and conditions. Furthermore, the installation of MPS resulted in enhanced service quality, including increased user awareness and service efficiency. A few adjustments have resulted in the MPS service at Kediri's Office of Unified Service being regarded as value-added.

Second, an invention developed by the Surabaya Terminal's Regional Integrated Service Unit (UPRD) in Bungurasih, Sidoarjo, East Java. UPTD of Purabaya Terminal is integrating Smart Card in the service system as an innovation, according to Mirnasari (2013), and is claimed as incremental innovation level and characterized as sustaining innovation. The use of this card improves service quality as measured by the customers' perceptions of service quality, which are measured by several indicators, including direct/physical evidence, service reliability, responsiveness to service users, service warranty, assurance, and officers' empathy for service users.

Third, PT. Pos Indonesia in Sidoarjo, East Java, has innovated in terms of process and goods. The indemnification guarantee (insurance) for stolen or destroyed mail, papers, and shipments, as well as mobile gadgets and a queuing number generator, is a product innovation. The fast postal service, express mail service (EMS), the postal payments system, prima instant postal purchases and prima, money orders, and PRISMA stamps are among the product improvements (Pratama *et al.*, 2014)

1.5.5 Public Service Innovation

In social service, innovation refers to new methods of managing, organizing, and delivering services (Walker *et al.*, 2006). What might be appreciated is when the public shared value quality, effectiveness, or the appropriateness of the official aim or service improves (Hartley, 2005). Then, according to Hartley et al. (2017), the value of innovation in the public sector must be assessed throughout the whole public arena.

Innovation is a process that involves the emergence of new ideas as well as the creation, development, or discovery of new applications. The implementation of new ideas has become a focal point for achieving innovation. Furthermore, (Ariani and Dwiyanto, 2013) classified innovation within the domain of the public sector as the adaptation of a novel concept to one or even more components of public service to provide value. As a result, as contrasted before the novelty, there must be a progressive result from innovation for the intended value-added to be achieved. Baruch (2000) divides several sorts of development into the following categories: market development, customer service, innovation strategies, position advancement, strategic innovation, managerial innovation and performative innovation (Baruch, 2000). After doing a literature analysis, the author divided innovation simply into three categories: product, procedure, and supporters (ancillary).

Product innovation is defined as the development of a very new product or service that affects an organisation's technological system and includes product or service acceptance. Product innovation is simpler to understand in the public sector because of its relationship with users. Process innovation has an impact on the organization as well as management, is linked to the relationship between organization representatives, and has an impact on regulation, responsibility, procedure, and framework, as well as communication and interchange among

organization personnel and the surrounding environment (Walker *et al.*, 2006). Meanwhile, enabling innovation (ancillary) is a type of innovation that occurs on the outskirts of an entity. Working with other service providers, users, and government entities is related to breaching the limit, and indeed the proper implementation depends on the others (Walker *et al.*, 2006).

In addition, how might an invention bring value to the public? According to Moore, there are at least three approaches for government institutions to provide public benefit via innovation. First, devise a more efficient approach for carrying out their primary responsibilities and operations. Second, by abandoning the one-size-fits-all approach and supporting the customization and tweaking of fundamental operating procedures to match the community's needs, performance benefits may be realized. Third, by producing new goods and services that may be utilized to manage other aspects of the present purpose or satisfy demands beyond the existing purpose, the organization's capability may be explored for new purposes.

According to the above definition, innovation is regeneration in providing public services that may be carried out from the standpoints of process and product and delivers advantages to the service's users. In addition, the following is a description of the current study structure. From both the suppliers' as well as the public's perspectives, innovation is practiced. Both service providers or service recipients can profit from innovation. The advantages for service suppliers include making work easier to implement and delivering value to providers in conducting out their responsibilities.

While public advantages, such as the convenience of public services, offer value, Moore (1995) refers to this as "public value." As a result, the innovations made can bring value to the supplier or service customers. Even though the public sector has long been regarded as anti-innovation,

there is a wealth of data in the literature regarding how innovation occurs in public service delivery and the events that lead to it (Snyder *et al.*, 2016).

However, to better understand the relationship between variables driving public development and innovation success, which have typically been studied further in the whole private sector, a more comprehensive examination is required (Djellal *et al.*, 2013). There is indeed a particular shortage in international empirical investigations that might support or update theoretical perspectives. This chapter fills a research vacuum by examining which drivers above and enabling variables lead to improved innovativeness in government organizations. Unlike past research on public sector innovation, which has primarily been analytical-conceptual or based on case studies, this study takes an empirical-quantitative approach. Because there is a scarcity of data on public sector innovation, there is a shortage of empirical study.

The Inn barometer Survey on Public Innovation, which includes responses from public agencies from the 27 member states of the European Union and Norway and Switzerland, was released by the European Commission in 2010. As a result, the data for this study came from the Inn barometer Survey of 2010. Questions on the causes and methods of innovations adopted since January 2008 are included in the 2010 Inn barometer Research study. Our investigation aims to see how they affect the efficiency of public enterprises in terms of innovation. Categorical Principal Component Analysis (CATPCA) will create variables holding information about the drivers and facilitators of public innovation using Inn barometer data. CATPCA results will be subjected to a benchmarking procedure to ensure that they are stable and that our evaluation is robust. Previous research has identified public sector development as a problem that requires further attention (Langergaard and Hansen, 2013).

Today, we rely on a coherent theoretical framework that provides valuable models for analyzing the innovation process inside public organizations; yet, what has been said in theory has only been compared to comparable empirical evidence in a few situations. The chapter's analysis is another step further in that approach.

In the public sector, there are conflicting goals and conflict resolution strategies. The aims of public organizations are frequently hampered by "value incompatibility" (Pigatto *et al.*, 2017), which refers to a scenario in which values are conflicting, i.e., pursuing one value will jeopardize the pursuit of another. Previous research concentrating on the public sector reveals proof of a value mismatch. It frequently identifies circumstances where value-based issues arise and circumstances where the promotion of a variety of common ideals undermines other simple values (Alvesson and Spicer, 2012; Spicer *et al.*, 2016). When one objective directly contradicts another, and when one aim cannot be fulfilled without sacrificing the other, value-based conflicts arise. Governments face tensions between cutting costs and being attentive to citizens because being responsive necessitates resource expenditures to exemplify the first form of conflict.

Another great example of a basic value-based conflict is when the government must choose between surrendering every individual privacy for the sake of public safety while preventing terrorist attacks. In this case, the government must decide on an appropriate technique of investigating cases of terrorism within the confines of current laws so that the wider populace does not experience undue greater fear of privacy invasion. In contrast to private-sector entities, where market driving profit has traditionally been the guiding factor, this feature is prevalent in most public-sector initiatives. On the other hand, public organizations are frequently unable to operate simply on a consequentialist or utilitarian basis, necessitating the resolution of value-based conflicts (Langergaard and Hansen, 2013).

Unresolved value conflicts can cause psychological stress and immobility, according to (de Graaf and Paanakker, 2015), and the public sector's reaction, i.e., the collection of mitigation techniques, may be understood as balancing conflicts or making a trade-off. Firewalls, bias, cycling, hybridization, and incrementalism are some of the mitigation methods described by scholars in the public administration literature as being utilized by public administrators to reconcile value-based competing aims.

Mark Moore offers up a structure for executives in public institutions in his study Generating Public Value: Human Resources management in Government. Moore's ideas are "based on the assumption that society requires value-seeking conceptions (and related technical abilities) from public-sector leaders no less than from private-sector executives," according to Moore. The Strategic Triangle is a structure that combines:1) the strategy of value, which is of value for the agency concerning its mission in the public sector; 2) policy management, which are the expectations of the different political stakeholder parties and how managers and agencies can take steps in managing the political environment, thereby ensuring the flow of resources and authority; and 3) operational capacity — which can drive the organization forward (Bojang, 2021; Höglund *et al.*, 2021; Sørensen *et al.*, 2021).

Working with leaders in the public sector, it was established that the complete Strategic Triangle Model helps every manager focus just on three main areas needed to produce higher success: value generation, policy performance and organizational capability. Nevertheless, the necessity for a manager's emphasis on these three key fields was one of the challenges with the approach. Outcome measures for each part of the triangle – value generation, policy management and operating capability – need to be developed by managers. Therefore, managers can evaluate progress towards an objective or plan constantly monitoring all the variables needed to accomplish it. Managers prefer to concentrate on areas simply they feel

most competent. We have observed, for example, that several public managers are aware of the necessity to establish and use a strategy of communication policy to succeed. Still, most managers are unable to do so. When they do not establish clear targets for this triangular region, they usually spend the effort they need to get the political backing they deserve (Snyder *et al.*, 2016).

1.5.6 Implications for Performance Measurement of the Public Sector

The classic approaches of public policy planning have sometimes been discovered not to succeed in the decision-making process. The model we gave argues that the government manager would be in the ideal condition and is responsible for shaping the strategy and its value. This model has the following characteristics. First, the manager's capacity to identify and evaluate the key aspects needed to attain his goal - public value – should emphasis the procedure. The procedure of gathering stakeholders together and getting employees in full onboard rather than achieving ongoing results linked to directing the company's strategic initiatives have been concentrated on conventional strategic planning models.

Secondly, in many conventional strategic planning procedures, the performance measurements created are not as successful since the management needs to react more rapidly when conditions change rather than the plan. Public managers must concentrate on producing value in a rapidly changing environment instead of merely implementing legislated regulations consistently and effectively. The type of strategy discussed in this section of the Public Sector acknowledges the significance of Vision, objective, and goals. Mark Moore states in delivering public value that "strong strategic managers should not just learn how else to plan activities but also how to take advantage of unexpected possibilities when they develop." Consequently, the performance management system mustn't ignore the manager since they're not mentioned as a result.

Consequently, management should focus on only a few essential indicators utilizing this more agile planning technique. However, the three triangular regions essential for effective integration still must be measured by these few metrics.

Most historical performance indicators focus exclusively on the region of triangle operating capacity. The public director must maintain pace with the evolution made within the political arena and the essential aim, the public's value, complementing their operational capability. The results, mainly employed by government agencies, are finally required by the law and often measure processes. We believe that the public director should focus on public value generation.

1.6   Statement of Problem

1.6.1 Problem Definition

The councils in Maldives are one of the major public organisations that deliver several services to the local within their islands and atolls. These councils provide public services, primarily intended to serve the population within a given island, atoll or city (Abolo, 2019). Depending on the geographical location, size and capacity of the council, their services vary.

Although the Decentralisation Act (Ministry of Finance, 2010) outlines the responsibilities of the Island councils, Atoll Councils and City Councils, the level of service delivery varies from island council to island council and from City Council to City Councils. These councils receive several requests daily from stakeholders through emails, phone calls, letters and standard application forms requesting services and complaints due to delay in delivering these services, rigidity and inefficient delivery. In 2020, 71% of the phone calls received to Male City Council

falls under this category (Male City Council, 2021). In addition, the staff working in these councils complain about the difficulties they face in providing effective and efficient services. These constant complaints indicate that there are issues with service delivery. Therefore, to cater for the requirements and expectations of the different stakeholders within the community, the service delivery from these councils need to be more effective and efficient (Fourie and Poggenpoel, 2017). By creating value and through value addition public services can become more effective and efficient (Osborne *et al.*, 2021; Rösler *et al.*, 2021). Given the range of services, it is imperative to understand and identify the reasons that hinder effective and efficient service delivery to the public, thereby limiting value addition and value creation for the public.

1.6.2 Ideal Situation

The main of any public service organisation should be to deliver efficient and effective services to the community. There are several factors that contribute to the quality, efficiency and efficiency of public service delivery. These factors can range from leadership (Gqaji *et al.*, 2016; Raja, 2015), good governance (Hassan, 2015; Raja, 2015), attitude (Ramseook-Munhurrun *et al.*, 2010), ethics (Cox III, 2009; Fourie and Poggenpoel, 2017), accountability, motivation (Ingraham, 2020; Moynihan and Pandey, 2007), working environment (Fourie and Poggenpoel, 2017), etc.

While the above-mentioned factors will not be the only aspects the totally determine service quality, public service organisations where these factors are addressed properly seem to perform better. Hence, for the public service in Maldives to be effective and efficient, public organisations such as the city councils need to have mechanisms and procedures instilled to

ensure that such aspects are addressed to levels of public acceptance. For example, when a person visits the city council to obtain a service, he/she will expect and be pleased to meet a public servant with a positive attitude and humbleness, ready to service the customer.

Moreover, the individual anticipates not only a swift response but also anticipates responsible and effective actions from the organization. To guarantee the presence of these conditions and to ensure that the public servant possesses the necessary competencies, the organization must prioritize the establishment of a conducive working environment that facilitates optimal service delivery. Simultaneously, efforts should be directed towards motivating the public servant to remain committed and engaged in their work for the organization. This entails fostering an atmosphere that encourages dedication and a sense of purpose in fulfilling the organization's responsibilities to the public.

Several strategies such as value creation and value addition can be established to ensure ideal service delivery. The main challenge is to sustain such strategies over a long period of time so that there is a constant level of service delivery. As mentioned earlier, with good governance and effective leadership (Gqaji *et al.*, 2016; Hassan, 2015; Raja, 2015), as one major backbone, value can be created and sustained to service delivery. The challenge would be to ensure that the established mechanism is sustained for a long period of time.

1.7   Research Objectives

1.7.1 Aim of the Research

The aim of the research is to identify the challenges and factors that hinders the provision of value-added services in the public sector in the Maldives.

1.7.2. Objectives

The key objectives of the research are:

1. To critically analyse literature to understand effective service delivery in the public sector.

2. To identify the factors influencing value-added service to the public in Maldives.

3. To recommend means and ways to provide value added public service by overcoming the factors that hinder the delivery of service.

1.7.3 Main Research Questions

A qualitative questionnaire will be used to interview and collect the data required. The main research question is:

"What are the factors within the City Council that hinders the delivery of value-added services?"

1.7.4 Specific Research Questions

The following are some specific questions that will be used to elaborate the data for the main research question.

Q1: What are the major factors in the working environment that affect the delivery of public service?

Q2: Does the existence/absence of core values impact efficient service delivery?

Q3: How important is good leadership and management structure in improving service delivery in councils?

1.8 Significant of the Research

1.8.1. Topic Justification

The term public service is common across the globe although interpretation of the term can differ for countries. Public services carry distinct features and according to Spicker (2014), it has four distinct characteristics (Spicker, 2014). According to Spicker (2014), these characteristics are:

- ✓ They are redistributive,
- ✓ They act as a trust,
- ✓ They are services to the public.

Maldives is no exception when it comes to public service. Similar services are provided by the government to the public. However, unlike in many other countries, the public service, currently referred as the civil service, is the major employer in Maldives. At the end of 2017, the civil service employed over 20,000 staff across the country. These services extend from health, education, housing, infrastructure, municipal services and policing to name a few. City Councils are key institutions that provide a large range of services to the public. These include cleaning, registration, municipal services and social services. Among these the major areas that have direct contact daily with the public are the municipal and social services. The key services among these include:

- ✓ Permits for building and construction.

- ✓ Land and Building Registry

- ✓ All issues with allocation and registration

- ✓ Survey and for both building and land.

- ✓ Regulating the usage land usage, sale, lease and rent

- ✓ To maintain and clean parks and public areas in Male' city,

- ✓ Repair and maintenance of Roads in the cities

- ✓ Maintain and repair harbours.

- ✓ Repair and maintain markets.

- ✓ Cleaning city roads, parks and other common areas

- ✓ Repair and maintain street lighting.

These services are provided in three different cities in the Maldives. Several different levels of skilled and unskilled people are employed in predefined organisational structures to deliver these services. In addition to locals, several expatriates are employed within the organisation which adds to the complications in providing the services. Since these services are very closely linked with the public, it is important that they are delivered timely, efficiently and as needed. The aim of this research in to identify the issues and challenges within the public service in Maldives to create and add value to the public services. In addition, the research will identify ways in which value can be added to the public services.

1.8.2. Importance

There are always complaints from the public that the services they receive from public organisations are efficient and not to the standard they expect in relation to time, completeness, customer relations, operational procedures, etc. Hence, to deliver services to the needs and wants of the public, it is imperative to understand the factors that hinder the efficiency of service delivery. The objective of this research is to identify the factors and root causes to inefficient service delivery which can be attended to.

Without research or study, it is difficult to identify issues and challenges in any service delivery. As a result, it is important to undertake this research to clearly identify the issues that

prohibit value added public services. Through the research it would be easier, and fact based, to determine the reasons responsible for hindering the delivery of value-added public services. The research is important to the policy makers, executive staff, line managers and delivery staff because it will identify the factors that are affecting service delivery. Identifying the factors will help all those involved to make decisions to develop and further enhance service delivery.

1.8.3. Significance

Since the objective of the research is to identify the factors affecting delivering value added public services, the findings will be used within the study boundaries to enhance and further develop the services. It is of utmost importance to understand the limitations and challenges in any service delivery to rectify them to provide efficient and effective services.

Furthermore, since this research will be carried out on a specific public service organisation, depending on the findings, the outcomes can be used in similar public service organisations to improve their level of service delivery. These will include other Atoll Councils and Island councils, although small basically operate in a similar way.

Other than this, research will also be published to make it available for public use. Furthermore, the research will be presented in a conference and to the stakeholders. It will also be available to educational institutions for use as an academic reference.

1.8.4 Knowledge Gap and Contribution

The literature indicates that there are several studies undertaken across the globe to understand the problems and issues within their respective public services. There have been number of

studies undertaken to understand and identify the service quality (Ramseook-Munhurrun *et al.*, 2010), good governance (Hassan, 2015; Raja, 2015; Tabassi *et al.*, 2017), ethical framework (Cox III, 2009; Fourie and Poggenpoel, 2017; Macaulay and Lawton, 2006), motivation (Ingraham, 2020; Moynihan and Pandey, 2007; O'Leary, 2019; Perry, 1996; Perry and Wise, 1990), and leadership (Gqaji *et al.*, 2016; Raja, 2015) within the public service and its impact and importance in effective service delivery.

Literature also indicates that customer value can be increased, and service improved through value creation (Landroguez *et al.*, 2013; Rönnbäck *et al.*, 2008; Sjödin *et al.*, 2020; Usman and Madu Yuguda, 2015) and value addition (Kelly *et al.*, 2002; Osborne *et al.*, 2014, 2021; Petrescu, 2019). However, there is little evidence that indicates similar studies have been done in relation to service delivery by public service in Maldives. Hence, this research aims to contribute to the existing research gap by identifying the challenges that exist within the public service of Maldives to deliver efficient and effective service delivery through value creation and value addition.

1.9   Motivation for Research

The writer has been working his entire life in the public service. Today, being the head of the civil service branch within the ministry it is important for the writer to ensure that effective and efficient services are delivered to the public. The writer has always tried within his capacity to ensure that effective services are delivered. However, without proper data, it has been difficult to specifically attend to the exact cause of ineffective services. The study will provide evidence to which are the causes of inefficient service delivery. The prospect of being armed with facts

to deal with a lifelong problem in service delivery and the chance to improve the services adds to the personal motivation in completing the research.

1.10 Scope and Limitations

1.10.1. Scope

As the public service comprises of many areas, it is not possible to carry out the research on all areas as it would be beyond the scope of this research. Hence, this research will be carried out with the public services delivered by three (3) City Councils in Maldives (Male', Addu and Fuvahmulah) in Maldives. The target population of this research will be selected staff from these councils.

1.10.2. Limitations

Given the current pandemic of COVID 19, all interviews must be conducted online through a digital platform or over the phone. Hence, the process might have to be repeated depending on the progress. Furthermore, given the limited time frame and availability of people there might be unseen circumstances which might have to be adjusted as the process goes on.

1.11 Operational definitions

a. *Public Service:* This includes all the goods and services that are supplied to the community. In the case of Maldives, these services ranges from issuing various permits, cleaning, garbage collection, immunization, roads maintenance, etc. Mostly these services are provided by public sector organisations or state-owned

enterprises. There are instances where some of these services are provided by the private sector in collaboration with the government.

b. *Value Creation:* Any goods or services provided have a value for the customer. Furthermore, when the public requests service they expect a certain level to be maintained by the supplier. For example, in the case of public transport, the public will expect the buses and trains to be on time without failure. They should be able to rely on public transport for their daily travels. Hence, given the manner in which public transport is provided to the public, the levels which the public accepts will increase with increased reliability and effectiveness, thereby creating more user value.

c. *Value Addition:* Just like creating value in the services provided by the public sector organisation, value also can be added to these services. Usually, public services are delivered at a very low cost, sometimes at the production cost or even at a loss. A good example is public transport. Making public transport more attractive, effective and efficient, more value can be added, whereby the public is willing to pay the costs with satisfaction and confidence.

d. *Motivation:* One of the main complaints in the Maldivian public service is that the service providers are paid very low salaries. Due to this, there is always dissatisfaction among the public servants, and many are believed to be enthusiastic or dedicated to their jobs. Increasing motivation within the public servants, either through incentives or recognition, will stimulate the public servants to be more goal oriented and be more engaged in delivering services efficiently.

e. *Accountability*: Public servants are usually tagged with the term of not being responsible in delivering their services. Making the public servants more accountable to what they do is an ongoing challenge in the Maldives as well. There

are several reasons within the system that hinder the process. Valiant effort needs to be made to address these to improve public service.

f. *Leadership*: The ability and willingness to lead people in a public service organisation is very important. The character of the leader amounts to a great deal of how the public servants perform as well as how the general public perceives the organisation. Leaders who are mindful, caring and puts the public first are more accepted in the society than those who show characters of autocracy.

1.12 Thesis Structure

The thesis is divided into the following 6 Chapters:

Chapter 1:   This is the introduction chapter which outlines the research subject, the research purpose and research concerns, the background, justification and the nature and restrictions of the analysis.

Chapter 2:   This chapter provides the literature review of the subject covering numerous articles and books on value creation, value addition, service delivery in public service.

Chapter 3:   This chapter outlines the methodology used in the research, looking at paradigms and analytical methods. It also indicates the data collection methods, tools for data analysis, the research's validity and reliability, and ethical concerns.

Chapter 4:   This chapter summarizes the results and findings reached after analyzing the data in quantitative interpretation.

Chapter 5:   This chapter discusses the results and findings of this research.

Chapter 6:   This chapter outlines the conclusions and recommendations based on the findings, contributions of this study and future research propositions.

CHAPTER 2 – LITERATURE REVIEW

2.1   Introduction

The first chapter gave an overview of the research problem, the significance and the objectives of the research. This chapter highlights the concepts, theories and models of value creation and value addition in service delivery. The chapter will illustrate the theoretical contribution by the respective models and theories. Further it will also try to identify how these models and concepts assist in providing value added services.

2.2   Background of the Research

The delivery of public values including both the values added and value created are of crucial importance for the wellbeing of a country. The Governance and Institutional Development Division (GIDD) Commonwealth Secretariat is responsible for the development and delivery of the values to the public sector specially, in case of small states like the Maldives. (Commonwealth Secretariat, 2021).

However, there is a need to fully understand the concept of value addition and value creation to the public services before addressing any kind of problem and finding it solution out. The commonwealth secretariat has helped to maintain the existing position of values within the public sector. But it has also led to several sustained interventions in the country such as the creation of the civil services commission under the supervision of the president office.

Moreover, there is a sheer requirement to initiate training mechanisms for the public officials to modernize their management practices. The country is utilizing several performance appraisal mechanisms and training needs analysis (TNA). There is also a need for in-country

programs of quality, knowledge management and ethics in the government to strengthen the capacity of the public sector.

The delivery of quality public values to the public has always been a matter of prime importance for governments. It generally requires the advancements of the knowledge, skills and the definite parameters which ensure the delivery of values to the public. This thesis highlights the key points which are required to manage and implement changes in the public sector, making the governments more efficient, taking the best out the public staff, improvements in the policy making, upgrading the quality of the service, addressing the requirements of creating values in the future and underpinning the financial management reforms in the context of the governance.

2.3   Objectives of the Research

This research describes a framework for identifying the factors that influence in providing valued added public service in the Maldives. The research will identify what factors are fundamentally needed to provide value added services within the public sector. To accomplish this objective, the research focuses on the following areas:

- Critically analyse literature to identify factors that can provide value added services.

- Identify the factors which hinders value added public services in Maldives.

- Provide discussions and conclusions based on the findings.

- Provide recommendations based on the findings to address the factors that hinder providing value added public service in Maldives.

2.4   Theoretical Review on fundamental concepts

The existing body of literature predominantly focuses on value addition and creation within the realm of marketing strategies employed by various business entities. However, the next few paragraphs uniquely delve into the exploration of the fundamental concepts of value creation and addition specific to public services in the Maldives. While many organizations endeavor to enhance the appeal of their products and services to engage customers, these few paragraphs contribute a distinct perspective by scrutinizing the intricacies of value augmentation within the context of public services.

However, there are organisations which focus of creating value in their services for targeted consumers, but the created value can be very meaningful for the relevant customer, and they can easily generate higher revenue for their created value by targeting a selective market or targeted buyer in contrast to the value-added products and value adding organisations. Furthermore, organisations spend a lot of money and time to identify the challenges that can hinder the delivery of value-added services, to minimise these obstacles and provide value added services to the customers.

The concept of value-added is more familiar and often used in economics and business scope rather than in public service (Berg, 2001). For example, the GRDP (Gross Regional Domestic Product) which is defined as the value-added of economic activities and businesses in a region. In the context of business, when a company conducts business activities of processing raw materials of any sort into finished products, then there are additional functions and value of goods which, if sold, will have higher price than the original raw materials. The total accumulation value-added by the product in the region if collected will become regional GDP (Kenton, 2022).

The use of money value approach to measure value-added is more easily done because the products are sold, and the profit is one of the easier indicators to be used to measure the performance of the organisation. However, this approach is not fully applicable in public sector organizations. Public value approach developed in public administration becomes a new approach that can be used by public managers and decision makers in the management of organizational resources and public service (Benington, 2007; Benington and Moore, 2011). According to Benington (2007), the public value approach is attributed to a change of approach from traditional public administration and new public management (Lane, 2000; Lynn, 2006) to a sort of network community governance or citizen-centered governance (Benington, 2007).

The later approach puts people in a central position of governance, administration and public service. Therefore, the theory of public value gets a major concern in this approach if compared to new public management that further utilize public choice and traditional public administration theories that utilize the theory of public goods. The shift of approach is a consequence of continuous environmental change and becomes a necessity, so the government needs to be responsive to public needs. Furthermore, how to create added value of innovation in public sector which products and services are not sold for profit? (Bekkers *et al.*, 2010).

Economic and business approach certainly cannot always be used to measure the value-added generated by public service providers. In economics, the value tends to be equated in exchange for resources such as money, price or barter, assuming that the price is a replacement for value. Whereas in the context of public service, that is not the case. Therefore, the public managers and decision makers in the public sector must be more creative and observant to look for opportunities to create innovation the delivery of value to the public (Bekkers *et al.*, 2010; Serrat, 2017).

2.5   Sources of Data Collection

This research paper includes a literature review of reform, value addition, value creation and innovation to public service. The thorough research is carried out at electronic databases such as Emerald, Google Scholar and Business Source Premier (EBSCO). However, the research is based on the keyword selection of the Abstract. The research carried out is not based on hundreds of articles, rather it is based on a group of selective articles relevant to the topic which emphasize the understanding of the research issue in a comprehensive manner.

This study starts by understanding, the basic concepts, the models used, innovative practices and how these have assisted the process of providing value added services, with a focus on service delivery in Maldives.

2.6   Defining Basic Concepts

2.6.1. Value

Value is a common term we often use loosely in our daily lives. Value refers to the worth or usefulness of something. The term can be used in various contexts, such as the value of a product or service, the value of a currency, or the value of a person or idea. For example, value can be used to determine the importance of a certain thing or person as well. One of the definitions given in Merriam-Webster Dictionary is as:

"a fair return or equivalent in goods, services, or money for something exchanged" (Merriam-Webster, 2020).

Though the above definition gives an overview of the term, a little more explanation is required for this term.

The term value refers to worth and usefulness (Lindgreen *et al.*, 2021). The term value is used in various contexts, such as the value of a product or services, the value of currency and even as the value of a person or idea (Lindgreen *et al.*, 2021; Markman *et al.*, 2021). Value as the concept of worth or usefulness can refer to wide range of subjects such as goods, services, etc. (Lindgreen *et al.*, 2021). In services, value is referred to as the perceived benefits (Garrison *et al.*, 2017) that the customer receives in exchange for the cost of the service (Markman *et al.*, 2021). The value of the service can be determined by factors such as quality, reliability, convenience and hospitality (Markman *et al.*, 2021; Stephan, 2020).

While this is the case, according to Sanchez-Fernandez and Iniesta-Bonillo (2007) and Grudinschi et al. (2015) it is generally difficult to define or categorise value as it is an intellectual term (Grudinschi *et al.*, 2015; Meynhardt, 2009; Sánchez-Fernández and Iniesta-Bonillo, 2007). Despite this, the concept of value has long been an attraction to researchers (Gallarza *et al.*, 2011). More specifically this has been one of the major concepts that marketing researchers undertake to understand the different parameters involved in goods and services.

The concept of value has significant implications in goods and services marketing. It depicts the worth of goods and services in monetary terms. Moreover, traditionally the term value is closely likened with utility or desirability (Sánchez-Fernández and Iniesta-Bonillo, 2007). The significance evolves from two distinct dimensions which are

characterised as the economic and psychological dimensions (Gallarza *et al.*, 2011). The importance of value in the concept of marketing can be realized by the fact that while the American Marketing Association has redefined the term marketing over the years, their recent definition of marketing protrudes significance importance on the concept of value (Gundlach, 2007; Keefe, 2004; Ringold and Weitz, 2007).

Inclusion of the concept of value in the definition of marketing is because value is inseparably related to many marketing paradigms such as customer satisfaction and perceived price (Gallarza *et al.*, 2011; Holbrook, 2002). The significance of the concept of value is further illustrated as the term can take many different notions, such as perceived value, net value, derived value, shareholder value, rational value, marketing value, sale value, etc. (Holbrook, 2002; Ruiz-Molina and Gil-Saura, 2008; Woodall, 2003; Woodruff, 1997; Zeithaml, 1988). Furthermore, for a clear understanding of a given type of value, it must be measured in relation to other types of value (Holbrook, 2002).

Given the varied interpretations of the term value, numerous scholars have produced literature to explain and define value. Bowman and Ambrosini (2003), in their efforts to define value, explains that value has two parts, termed as user value and exchange value. User value is defined as the properties of goods and services while exchange value is the monetary transaction involved in purchasing these goods and services (Bowman and Ambrosini, 2003). In addition, value is also supposed to be rooted in the goods and services delivered by an organisation (Golnam *et al.*, 2013).

In contrast, according to Moore (1995), value is ingrained within individuals through their desires and perceptions (Moore, 1995). Golnam et al (2013) also argues that value

produced with these goods and services are consumed or destroyed once they are distributed to the users (Golnam *et al.*, 2013). These two arguments give a parallel meaning that value rooted in goods and services have a direct relation to the ingrained value within individuals as these goods and services are used to consume or satisfy the value within the individuals.

This notion is supported by Meynhardt (2009) when he states that value do not exist independently, referring that there is a relationship between the subject and the object (Meynhardt, 2009). Given this and as stated by Lukac & Frazier (2012), meaning of value will be comparative to the consumer, supplier or stakeholder built on their requirements (Bowman and Ambrosini, 2003). Furthermore, according to Woodall (2003), value is a term used to describe what the customer receives or deliver in a transaction (Woodall, 2003). This indicates that value is a tradeoff between benefits and sacrifices that at customer undergoes during the consumption of a good or a service (Sánchez-Fernández and Iniesta-Bonillo, 2007).

Given the disparities in the meaning of value, it is imperative that the term value is clearly understood, and the perspective defined when discussing value creation, value capture or value addition, especially for the public sector. In addition, when we discuss the concept of value it is important that we do not confuse the terms 'value' and 'values' as they both have different meanings. Unlike value, values refer to standards, norms, rules or ideals that form the basis to make an informed decision (Sánchez-Fernández and Iniesta-Bonillo, 2007).

Over the last 30 years different scholars have contributed to the concept of value by providing their understanding of the concept. While this is the case, there is still no

global meaning that is used for the value. Rather it is utilised or used within the context of what is being discussed.

2.6.2. Perceived Value

Given that value can take different notions, the difficulty of finding a harmonized meaning increases. This can be further explained by exploring the two different notions of perceived value and shareholder value. Literature reveals that there is lack of harmony in explaining the two different notions of value. The reason for this lies in the fact that the concepts of perceived value and shareholder value can undergo diverse interpretations when applied across a spectrum of goods and services. The understanding of these notions tends to vary based on the specific characteristics, nature, and contexts associated with different types of products and services.

One of the commonly used definitions for perceived value was produced by Zeithaml (1988). According to Zeithaml (1988), perceived values is the outcome of the apparent benefit and sacrifices customers undertakes in consuming a good or service (Zeithaml, 1988). Heinonen (2004) states that perceived value can be defined in four dimensions which include, spatial, technical, temporal and functional while Ruiz-Monila (2008) indicates that perceived value is related to consumer attitudes (Heinonen, 2004; Ruiz-Molina and Gil-Saura, 2008). These different dimensions indicate that it is important to understand the context in which perceived value is being used to understand the consumer.

2.6.3. Customer Value

Rather than attempting to satisfy all Paynthe customer's expectations, some organisations now target the key attributes that their customers value above all others (Kim and Mauborgne, 2004). Such customer perceived value (CPV) is a refinement of the marketing concept and has its roots in customer satisfaction, quality and service-related approaches (Payne *et al.*, 2001). CPV is the difference between the customer's evaluation of all the benefits and all the costs of a product compared to those of its alternatives (Kotler, 2003). It is not the sum of all customer desires. CPV requires a trade-off between benefits and costs and a ranking of important values (Payne *et al.*, 2001). CPV identifies product or service attributes that are the most important to the customer and are therefore the most highly valued.

Value for the customer therefore is a subjective issue and even for the same products neither of the two customers will have the same value requirements. In the past customer satisfaction has been used as an overall indicator of consumers' perceptions of the purchasing experience. However, customer satisfaction does not reveal purchasing intentions, nor does it reveal which product or service attributes customers value most. The customer value concept begins with the individual customer and attempts to identify those product attributes that reflect each customer's unique collection of needs and most highly valued attributes. CPV implies an implicit ranking of all a product's benefits and costs. The focus is on customer benefits and the difference between benefits as perceived by the customer versus the product and service features offered by the firm and its competitors. The totality of the firm's offering, which includes product, price, service, warranties, acquisition, training and disposal

costs and all other attributes that the firm assembles and offers to its targeted customers constitute the firm's value proposition (Bailetti *et al.*, 2020). The offering will be successful if it delivers value to the consumer summarized as the value triad, of product quality, service quality and value-based price. CPV is said to increase with quality and service and decrease with price. Timeliness is an important factor, but it is often included under service or quality.

CPV are not static and are greatly affected by evolution and innovation. In the 1980s quality was considered an order winner. Since then, a procession of new order winners: service, responsiveness, flexibility and information attributes have progressively been added. But as each has appeared and gained customer acceptance, it has been immediately demoted from order winner to order qualifier so that not customers now expect all products to exhibit all the attributes once considered order winners. For example, static websites, once valued for their billboard capabilities are no longer as highly valued when compared to dynamic interactive websites posted by many large enterprises. Websites and email have become an accepted and expected part of the business landscape so the value that once accrued to them has diminished.

When highly valued products succeed in the market, the value that they represent becomes the driver for raising consumer expectations and the basis for comparing the next round of products. Traditional value creation begins with competencies, assets and raw materials to produce standardized goods and services and push these to customers. The customer concept begins with customer segments and attempts to provide them with products and services that satisfy their unique requirements so that the customers 'pull' the product through the system. The central idea behind CPV is to identify,

understand and satisfy the requirements of individual customers. When the firm consistently meets individual customers' needs for superior value at lower costs, increased sales and loyalty follow resulting in higher profitability and shareholder value.

2.6.4. Shareholder Value

A shareholder is referred to as an individual or group that holds shares of a given company. Consequently, shareholder value is the total value relished by these shareholders by being the rightful owner of the shares. As a result, in today's globalized market, the management of companies must ensure that the interests of shareholders are met accordingly when operating the business. In today's market, it is perceived and believed that the greater the shareholder value, the better the company.

The concept of shareholder value came into light in the economic crisis in United States in late 70's and early 80's (Heilbron *et al.*, 2014; Sharma and Grover, 2015). Since then, it has developed further and today it is seen that the support for corporate governance is also based on the principle of shareholder value (Lazonick and O'Sullivan, 2000). The fact that even corporate governance is based on this concept should indicate that ultimate user of the product, the customer satisfaction and the value they achieve using the product must increase if and when shareholder value increases.

In a study conducted by Anderson, Fornell and Mazvancheryl (2004), it was found that there is positive relationship between shareholder value and customer satisfaction (Anderson *et al.*, 2004). They also established that this positive association differs

across companies and types of industries (Anderson *et al.*, 2004; Sharma and Grover, 2015). However, there seems to be a lack of literature on establishing a comprehensive relationship between customer satisfaction and shareholder value. Hence, this is an area which needs to be addressed as the role of the customer and their effects on the sustainability of companies is growing by the day.

Given this fact, and the complexity of the meaning of the term value, and the different connotation associated with value, the stakeholder's perception of its meaning varies. Consequently, meaning of value creation can also have varied interpretations for different stakeholders. Henceforth, it is important that the specific meaning of value be determined and understood for the type of stakeholder as the meaning of value is relative to the stakeholder (Lukac and Frazier, 2012). For example, value for the public sector, termed as Public Value will have a different meaning compared to the general term "value".

2.6.5. Public Value

The notion of public value was originally brought into limelight by Michael Moore (1995) in his book *"Creating Public Value: Strategic Management in Government"*. He stated that public value is an alternative concept to private value and that anything that is good for the meaning of public or public adds value to anything is called public value. Thus, public value captures the notion that the services provided by the government to the public is what adds to the public value. In Moore's (1995) struggle to understand the concept of public value it was noteworthy to say that: "Public value is created via a Public Value Triangle having a strategic and democratic legitimacy supported by the government." Moore (1995) exemplified the concept of public value

to a broader definition constituting individuals as citizens but not as the customers or consumers claiming public goods and services (Moore, 1995).

In his book, Moore (1995) used the two scenarios used by a city librarian to explain the concept of public value (Grant *et al.*, 2014). Since then, there have been several articles written and discussed about the concept. Models developed. Stoker (2006), in his concept of public value states that it is a system based on dialogue and exchange connected with governance (Stoker, 2006). The argument states that several factors are involved in the delivery of the system and that public value is an evolving management paradigm (Stoker, 2006).

While these might be a broader view on the term, there are number of literatures on simpler concepts for public value. In once such concept, public value is defined as the means and ways public organisations use to create value for their localities, public and other users in the services they provide while retaining the uniqueness and characteristics of a public organisation (Grant *et al.*, 2014; O'Flynn, 2007). In contrast to this argument, Meynhardt (2009) states that public value is about valuing the public (Meynhardt, 2009). The challenge then here is specifically defining the public and how it relates to value.

Public value also refers to value created by localities and governments through services, regulations, laws and other related actions (Kelly *et al.*, 2002). Public value is created by the public sector as private value is from the private sector (Moore, 1995). A significant component of public value model is the idea of collective preferences which distinguishes from being individual preferences (O'Flynn, 2007). However, Meynhardt (2009) states that "public value starts and ends within the individual" (Meynhardt,

2009). Although they are choices made by the individual, it would not be the most adequate way to characterise public value as it has a far-reaching impact on the community.

Given the importance of public value, it is crucial to make sense of what public value means and understand the critique and evaluate the total concept in different contexts. Moreover, in the current context, more is expected from public managers as the public value model demands a commitment to specific outcomes that are far reaching (Stoker, 2006). This is evident as literature reveals that there is disagreement on the scope and that the scope of public value is also a concern (Alford and O'Flynn, 2009). In addition, it is said that public value supports something fundamentally unique about the public sector which distinguishes it from the private sector (O'Flynn, 2007).

According to Alford & O'Flynn (2009), public value is sometimes used to represent terms such as "public goods," "public interest," or "public benefit,"(Alford and O'Flynn, 2009). Going forward Alford & O'Flynn (2009) argue, while public value includes public goods, it is not limited to that. Alford & O'Flynn (2009) explains that public value has three different physiognomies than public goods. Namely that public value entails a wider range of things than public goods, and public value encompasses outputs as well as outcomes, while public goods are just outputs. In addition to these, the operational capacity, value proposition and working environment gives three more dimensions for public value (Douglas and Meijer, 2016). Furthermore, it is accepted that public value has meaning for those privileged to enjoy it (Alford and O'Flynn, 2009).

The importance of public value is highlighted in the number of articles that have been written on the subject. Most of these studies and critics start from the definition given by Moore in his book *"Creating Public Value: Strategic Management in Government"* (Moore, 1995).

Given the rapid development within communities these demands from locals are increasing rapidly and putting extra pressure of public organisations to increase value in their public services.

2.6.6. The Evolution of Public Value Theory

The main theme of understanding the lineage of public value theory requires a framework public interest theory and its tributaries (McDougall, 1991). The initial work on public value theory was based on a self-conscious response to attractions and limitations of public interests though. The public interest theory primarily focuses on the backgrounds of political science and public administration most of the intellectuals such as Carl Friedrich and McDougall framed their work in accordance with public interest concepts. The public interest theory can be explained in terms of public concerns which are formulated into a series of concepts and theories by theorists.

However, theorists may use a higher degree of specification in highlighting a particular public issue. The public value theory was specifically formulated to develop a set of ideas providing an alternative to ubiquitous influence of liberal economic reasoning and market failure criteria. However, some of the theorists focused on market failure reasoning is undesirable but it derives from a particular intellectual history that is inevitable in all the senses. The major theme behind public value theory is the fact that

it is to develop propositions, criteria of choice and ultimate indicators which influenced values, appropriate enough to compete with well-developed values, frameworks and analytical tools.

The analytical frameworks and synthesis of public value literature differ in their interpretations. However, the study related to public values continues to ask frequent questions such as what adds value to public service? What is meant by value? Who creates the value in public service? How is public value created? In order to answer such ambiguous questions, a complete set of information was organized in the form of public value theory (Benington, 2007; Benington and Moore, 2011). The challenges in public value theory and research partly derive from the specific nature of public values (Kelly *et al.*, 2002). As the sum, the issue of what's missing is public values can be easily understood by considering the consensus about general objectives and preferred directions of the public value literature.

2.6.7. Creating Public Value

Governments generally manage issues that social orders have put in the "as well hard" crate. It is nothing unexpected, then, at that point, that couple of strategy issues are straightforward. Further, public Chiefs working at the cutting edges of administration conveyance are consistently going up against interesting down-to-earth difficulties. The universe of strategy configuration is famous for including political strategic maneuvers and summoning the requirement for bargain. It's anything but an extreme business, where smart thoughts are regularly lost in the stir. Simultaneously, it is frequently an exceptionally tenuous world. Strategy configuration happens a long way from where

strategy execution occurs. Thus, it is eliminated from the coarse conditions experienced day by day by residents and administration supervisors as they make an interpretation of strategies into activities.

The intent of creating and increasing public value should drive all policy design and public management efforts (Talbot, 2009, 2011). Frequently it does, although the intent might not be espoused in such language. There are various complicated factors. First, a range of terms are used to describe the goals and motives of concerned citizens, stakeholders, and politicians. Those terms tend to change with time and across specific arenas of government activity. Rather than talk of adding public value, advocates for policy change might describe themselves as being passionate about better schools, or intent on reducing poverty and so on. Second, even if everyone talked explicitly in terms of public value, there would always be contestation concerning what actions on the part of government contribute to it. Advocates for school choice might believe that competition in the delivery of public education will raise educational outcomes for students and, hence, contribute to public value (Talbot, 2011). For them, market-like incentives are expected to drive improvements in pedagogical practice in schools.

Meanwhile, educationalists adopting a more sympathetic view of the challenges faced by teachers might, for their part, claim that better funding of existing public schools would do more to raise educational outcomes and add public value. For them, parental choice and introduction of market-like competition among schools mostly just distract committed teachers from building effective relationships with children and families. In such instances, everyone agrees in the pursuit of public value. The problem is that they have apparently incompatible views concerning how to create and increase it. These

considerations pose challenges for anyone seeking to elevate and expand the application of the public value framework (Joyce, 2015).

Data pertinent to strategy plan and the advancement of better results doesn't consequently channel back to the policymakers in manners that can educate their plan work. These contrasts between the universes of strategy fashioners and public chiefs mean execution of a similar strategy can bring about boundlessly various results across associations (Howlett and Rayner, 2007). The essential decisions public supervisors make and the activities they seek after substantially impact strategy results (O'Toole and Meier, 2011). Given this, those accused of participating in arrangement plan ought to be completely mindful of the settings where strategy changes are executed. Regularly, they are not.

Public arrangements and projects that successfully address public issues are accomplished through aggregate and community measures. It is valuable to investigate the linkages among strategy and practice through the viewpoint of public worth, a system progressed over late years (Alford and O'Flynn, 2009; Bozeman, 2007; Moore, 1995, 2013; Moulton, 2009; Talbot, 2009). Current investigations of public worth fall into two streams. Barry Bozeman (2007) centers around the wide, cultural level what's more, characterizes public worth as the arrangement of regulating arrangements about the privileges of residents; the commitments of residents to society, the state, and each other; and the standards on which governments and strategies ought to be based. Bozeman (2007) has proposed that exploration on open worth can be positive, investigating the evident qualities held and embraced by a given society. Simultaneously, Bozeman (2007) has depicted his work as regularizing, to the degree that he investigates cases of "disappointment" where wanted structures of public worth

are not being created by society, market cycles, or government. Others have been added to this stream. For instance, Stephanie Moulton (2009) has investigated how psychological structures and practices related with explicit types of administration conveyance are molded by more extensive institutional settings that, thusly, are formed by more extensive public qualities.

As opposed to Bozeman's (2007) work—and work propelled by it— imprint H. Moore's (1995) commitment to the writing on open worth is more activity situated. This has permitted Moore (1995) and others to utilize the origination of public worth as a device for evaluating numerous occurrences of action among public chiefs. We see Moore's (1995) utilization of the idea as manageable to the thought of the act of strategy plan. That is the reason we take Moore's (1995) work as our take-off point here, while perceiving and recognizing the broadness and extravagance of current pondering public worth found in the public administration writing (Bryson *et al.*, 2014; Williams and Shearer, 2011). Imprint Moore's public worth structure (1995, 2013) underscores three parts of public administration: conveying real administrations, accomplishing social results, and keeping up trust and authenticity. Inside this system the parts of those engaged with strategy configuration have been underplayed.

There is a need to explain to whom, and in what settings, obligation regarding public worth creation is given and the ramifications of this for public administration. Until this point in time, Moore's structure has been transcendently applied to the translation of public administration and the conveyance of public administrations. What may a public esteem approach infer for those associated with policymaking? That question propels and opens the opportunities for fixing associations between strategy plan and public

administration, both in their hypothesis and in their training (Bryson and George, 2020). In investigating this line of request, we foster a cognizant defense for more shared commitment between strategy architects and public directors. These studies are expected to contribute fundamentally to standardizing hypothesis concerning what makes for great arrangement configuration work. It starts from the point of view that the undeniable degree of separate between scholastic exploration and conversation concerning public policymaking, from one viewpoint, and public administration, on the other, is dangerous (Dronkers and Robert, 2008; Fischer *et al.*, 2007; Knill and Bauer, 2016; Ongaro, 2017). Without question, scholastic specialization produces numerous advantages. Now and again, nonetheless, specialization can lead researchers to overlook significant convergences.

This represents the restricted consideration that has been given to investigating points of disjuncture between the acts of strategy planners and the acts of public chiefs (Alberto, 2013). A more noteworthy spotlight on making public worth among all entertainers from strategy creators through to public directors carrying out open strategies could improve resident results much of the time. Our contention recommends both another heading for exact investigations of the nexus between open arrangement and public administration and another viewpoint on being a successful approach creator (Heintzman and Marson, 2005).
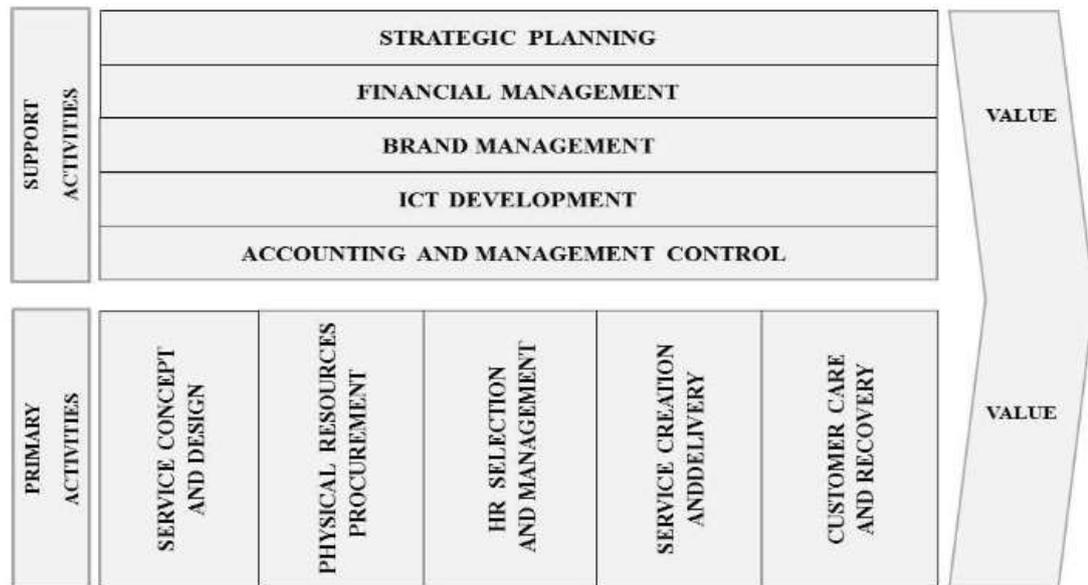
Figure 1: Public Value Chain by Heintzman and He, (2003) (Alberto, 2013)

2.6.8. Public Sector

The public sector overall includes Government and State-Owned Enterprises (SOEs) which play an important role in the overall well-being of the public. The economic profile of Maldives is quite interesting consisting of over 41% of young members in the population and only a 5% of above 65 years aged people (National Bureau of Statistics, 2014a). In terms of Human Resources, Maldives ranks at the top of the list among the Asian Pacific countries. The Asian Tsunami of 2004 damaged the economic profile of the country overall with a decrease in Gross Domestic Product (GDP) of 62%(Wikipedia, 2022). However, the concepts of value creation and value addition were utilized by the stakeholders to restore the drowning economy of the country. It was the part of the government which was played in most effective way to control and uplifting the crashed economy. On the other hand, the role played by the private sector and non-governmental organizations is worth consideration.

2.6.9. Public Service

Public service can mean a lot of things. Usually, public service is used to describe the services provided by governments inclusive of all those involved in working in the public sector (Perry, 2014). While this might be the case, it must be understood that public service signifies more than a point of employment (Perry, 2014). According to Staats (1988), public service entails attitude, duty and even morality. It is also a concept (Amegavi and Mensah, 2020; Staats, 1988). Based on the parameters indicated by Staats on public service, a more in depth understanding of public service can be achieved.

The Public services include health, education, policing, defense, housing, etc. (Kelly *et al.*, 2002; Martin, 2004; Spicker, 2014; The Institute of Internal Auditors, 2011). It can also extend services which are benefit to the public such as rubbish collection and social services (Alford and O'Flynn, 2009; Kelly *et al.*, 2002; O'Flynn, 2007; Spicker, 2014). In a study done by Martin (2004) for the World Bank, under the name *"What is public about the public service"*, he outlined the relationships between the different services and its extent of being a public service (Martin, 2004).

Literature reveals work has been done to understand the public service. However, there is still much discomfort with the public service in many countries. This is very much evident in Maldives, as many reports and complaints towards the public service, referred as civil service in Maldives, is flagged in newspapers, online forums and even on television channels. This has been a big challenge for all governments as public service is the major single employer in the country (National Bureau of Statistics, 2014b).

As mentioned previously, the services provided for the public can extend to a large number. It can vary from country to country as well. Hence, it is not easy to state what exactly is public service based on the things done (Kelly *et al.*, 2002; Spicker, 2014). This is because is some countries services that are provided as a public service can be delivered through a commercial service in another country (Spicker, 2014). For example, energy, medicine and transport.

Maldives also has taken the path of changing some public service to be delivered through different mechanism. One of the most common systems used in Maldives is to form State Owned Enterprises (SOEs) and designate them to a specific service. For example, energy is one such service delivered through a SOE, which is the oldest too. As recently as in 2017, garbage collection and cleaning of public areas has been changed to a new SOE. Until then it was delivered as a public service through a public organisation. Given the various types of services that are delivered within a public service, although there are common services among countries, it is evident from literature that these services are not common to all countries (Kelly *et al.*, 2002). While services are not common among countries, when a service is delivered through public service, there needs to be certain characteristics (Alford and O'Flynn, 2009).

According to Alford & O'Flynn (2009), services rendered by a public organisation must be substantively valuable while being legitimate and politically sustainable and must be feasible both administratively and operationally (Alford and O'Flynn, 2009). In another concept put forward by Aldridge & Stoker (2009), they state that there are five major elements in public service. These include, a performance culture, commitment to accountability, have universal access, responsible employment practices and

contribution to the community (Aldridge and Stoker, 2002). As evident from the literature, public service has many elements embedded within. Hence, to clearly view, value and assess it, a system needs to be used. In order to achieve this, public value is used as a measuring tool to appraise the performance of public sector organisations (Kelly et al., 2002a). Hence, the greater public value, the better satisfied the public within a community.

The question now arises is why then generally the public is not satisfied with the government? There seem to be several different issues that can contribute to that. Taking example from the Unites States of America, Light (1999) explains that this can be since the public service organisations are unable to attract and retain talent people to deliver their services. The result is an ineffective governance (Light, 1999). According to Light (1999), today governments are competing with the private sector for talent. In the process, governments are still unable to devise a mechanism to compete the private sector to attract and retain talent (Light, 1999). This is very much apparent in Maldives as government ministries struggle to keep qualified and experienced people in public service. Mostly they stay in public service to gain experience and use it as a platform to move to the private sector or other areas where pay is higher. There are instances where people have changed careers to make such moves.

Given the challenges in delivering effective public service, many countries are moving to reduce the size of the public service. This is sometimes achieved through privatisation of certain public services. Although some services can be privatised, some argue that it should not be done and these services should remain in public service as markets fail (Meynhardt, 2009; Walsh, 1995). Walsh (1995) also states that there are certain services that has a high moral consequence, that they should not be allowed to

deliver through market forces, even if it can be done (Walsh, 1995). Examples of such services include social services, health and education. The main reason not to deliver these services through market forces is that then it will get spoiled as it will be associated with profit and loss (Walsh, 1995). Hence, it is important that certain kinds of service need to be kept within the public service. The challenge will be to deliver a value added efficient and effective public service.

2.6.10. Core Values

Core values play an important role in the functioning of an organisation. The studies of core values and its impact on the progress of an organisation have continued over the decades going back as far as 1970's.

Core values are root beliefs in defined system that helps people and organisations to operate successfully by differentiating right from wrong (Kirova, 2021; Sutler-Cohen, 2019). Although core values are common to both people and the organisation, they differ from people, regarded as personal values, to the organisation, regarded as professional values (Monrouxe and Sweeney, 2010). Usually, mission and vision statements of organisations are based on their core values. These values dictate how businesses are conducted and will be crossed checked when expanding or developing new services or products (Kirova, 2021; Longenecker, 2013; Sutler-Cohen, 2019; Wisdom-Advices, 2020).

Organisational core values are preset statements based on the objectives of the organisation and used to develop its strategies and achieve targets. Furthermore, these

core values determine how personnel within an organisation must perform when conducting activities in delivering services or products. Some examples of core values include integrity, honesty, efficiency, loyalty, etc. (Barchiesi and Fronzetti Colladon, 2021; Malhotra and Shotts, 2022).

Many organisations give a great importance to their core values as abiding by a set of core values gives the organisation and the people who work in them a sense of purpose, reduce stress and guiding principles to follow through (Dahlgaard-Park, 2012; Hsu *et al.*, 2014; Longenecker, 2013; Urde, 2009). Core values will determine the behaviour of staff, will help to enforce specific values and can inspire staff to deliver beyond the boundaries of what they are hired for (Kirova, 2021; Urde, 2009). Hence, it is important that all organisations do have a set core values to ensure that its objectives and purposes are fulfilled accordingly.

2.7   The Framework of Public Value

Significant contrasts in direction and center recognize the "public qualities" writing related with Barry Bozeman and the "public worth" writing related with Mark Moore. Bozeman (2007) claims that public worth creation happens when more extensive "public qualities" rules are met, where there is a blend of info, interaction, yield, and result measures (Bozeman, 2007). Public qualities for Bozeman, in this manner, are quantifiable, albeit plainly there can be conflict about how the qualities are to be conceptualized and estimated (Bryson *et al.*, 2014). While for Bozeman the board is a significant method for executing public qualities, he battles those numerous powers can bring about open worth arrangement. Conversely, Mark Moore and those with whom

he has worked see public chiefs as stewards of public resources who oversee them with the end goal of improving public worth (Moore, 2013). Frequently, they expect a fixed public approach climate and investigate how open administrators work inside it. For instance, Belington and Moore (2011) compose of public administrators having "fretful worth chasing minds" (Benington and Moore, 2011).

A significant component of the Moore-roused approach is an attention on associations and strategy improvement to guarantee "great decisions are made in the general population interest" (Benington and Moore, 2011). Both Bozeman and Moore find esteem considering a legitimate concern for the populace. Both underline the creation of yields and results as wellsprings of public disappointment. Notwithstanding, in Moore's investigation, public worth alludes by and large to results of significant worth to residents and customers, with the public worth expanding as the proficiency and viability of creation increments. Inquisitively, most creators who have added to the public worth writing have not given a meaning of qualities, nor public qualities, also, have just offered equivalents (Alford and O'Flynn, 2009; Benington, 2007; Smith, 2004; Stoker, 2006).

In these writings, we utilize the expression "public worth" as Mark Moore (1995) did in his underlying definition. It is "the public area likeness private worth in corporate administration." Under this definition, public chiefs look to improve the worth to residents of their administration financed exercises. While various partners may at first hold unique impression of what addresses improved public esteem inside a given setting, those discernments are probably not going to be fixed and resolute. Suitable cycles of interview and consideration can advance union in impression of public worth.

To be sure, public administrators displayed in Mark Moore's books as often as possible upgrade public worth both through the administrations they convey (program yields) and through their collaborations with partners (administrative cycles). Fundamentally, Moore's public worth structure was not considered as an all-encompassing hypothesis of public administration or policy implementation. In any case, it came to noticeable quality when the New Public Management (NPM) was in ascendency, both in policy implementation hypothesis and in the act of public administration (Joyce, 2015).

NPM is grounded in monetary models of conduct under data lopsidedness and the plan of agreements among chiefs and specialists (Andrisani *et al.*, 2002; Moe, 1984; Osborne and Gaebler, 1992). Against that setting, the public worth structure has some of the time been seen as offering a helpful antitoxin to NPM's solid zero in on instrumental conduct and the improvement of constructions that expect what's more, channel such conduct toward socially wanted outcomes.

Moore introduced the first definition of his structure in Creating Public Worth (1995). Inside that book, Moore represented the system's materialness, utilizing numerous models from state and neighborhood government settings in the United States. He thusly expounded on the first definition. With John Benington, Moore collected a gathering of insightful examinations that amassed more extensive proof concerning the appropriateness of the public worth system. Commitments to Benington furthermore, Moore's altered assortment drew on proof from different hierarchical settings most strikingly in the United Kingdom, yet additionally from Australia, New Zealand, and somewhere else (Benington and Moore, 2011). In this manner, Moore delivered another

book, Recognizing Public Value (2013). This offered a significant elaboration on his unique plan.

2.8   The Public Value Chain

The public governance highlights how the social and economic value should be created by public services organizations (Bryson and George, 2020; Bryson *et al.*, 2014). However, it is to be considered that those organizations are not economic bodies specifically characterized by the public goal rather they have their own value creating strategies and norms. Some of the main aspects to encourage the creation of public value at the administrative level are as effectiveness, efficiency, equity, transparency, ethics, social sustainability and quality of services (Bryson *et al.*, 2014). However, assessing these key points looks quite difficult as there is no competition in the public services sector in the field of resource allocation. Nevertheless, a complete model is provided to meet both the active and dynamic visions of the public service and is regarded as public sector service value chain (Rapcevi, 2014).

There is a complete set of information containing the successive steps involved in the production and delivery of the public value to the general public of society. It thus acts as a tool of driving public service organizations to their excellent outcome and making sure the delivery of the value created to consumer in the cycle of economics. Any public sector organization that provides services to the citizens plays a key role in value creation and value addition for the country. Providing a quality and value-added service and creating public goods, competitive development and the growth of the county are ensured. So, the main issue for the public sector organizations is to create better value

through public services and to meet needs provided by citizens, private organizations and other public bodies.

Primary activities are the basic flow of services provided by public institutions and support services help to increase value to different groups of society. Value chain can by analyzed from the different dimensions of the interest groups. The main analysis explores the ways in which the organization creates value for its stakeholders and distributes this value between them. For private sector companies, this normally refers to the set of benefits which are required by the firm's stakeholders (although now there are also pressures for corporate social responsibility' even in the private sector). The public sector must meet more expectations. These five dimensions must meet demand expectations taking into consideration three macro segmentations. According to Alberto (2013), these segmentations are:

- Demand from people
- Demand from any kind of enterprise.
- Demand from institutions, including Public Administration bodies and nonprofit organizations (Alberto, 2013)

Furthermore, the public sector service value chain consists of three core components. These include people, service and trust (Heintzman and Marson, 2005; Kaplinsky, 2000; Kaplinsky and Morris, 2000). This approach of public value chain is examined using three factors. These factors are:

- Employee satisfaction and commitment.
- Citizen/client service satisfaction.
- Citizen trust and confidence in public institutions (Rapcevi, 2014)

The above-mentioned model has three key building blocks, like the private sector models. This three-part model can help to widen not just the academic discussion on trust and confidence, but, even more important, the perspective and priorities of public managers. It serves to link two of the key priorities for public sector reform service improvement and human resource modernization priorities that are usually addressed in isolation, even though success in one depends on success in the other (Heintzman and Marson, 2005). This key feature of this model is that it identifies three sets of "drivers," focused on the building blocks. All three factors have "drivers" and can be viewed as an independent variable that can be demonstrated to be an important forecaster of performance outcome (Rapcevi, 2014).

Given the status, any further developments on any of these public sector building blocks can be achieved with further research and reflections. This will provide a system to recognize the precise "drivers" for each of them, especially the first and third building blocks which are key issues for public service managers and supervisors (Alberto, 2013; Rapcevi, 2014). As seen, it is in the reflection of the drivers and their relative priority, and of the relations and interactions between them, that the complexity of this model, as of other such models, emerges. Moreover, there appears to be a fourth feature of the model, which involves linkages between two sets of values. The first of these linkages are between satisfaction and commitment of public employees and the satisfaction of citizen clients (customers) with the quality of government service delivery. The second linkage is between citizen satisfaction and citizen trust and confidence in public institutions (Rapcevi, 2014).

2.9   Policy Design

Seen as a commitment to public strategy grant, on starting thought, Moore's work on making public worth relates most straightforwardly to the execution writing. A weak understanding of the system is that it considers how open chiefs arranged inside set up organizations figure out and arrange their commitment with customers. All things considered; the work relates straightforwardly to prior commitments like Michael Lipsky's (2010) investigation of administrative prudence at the "road level." Like Lipsky (2010), Moore perceives both the requirements forced on open directors and the chances they face to inventively draw in with residents in quest for better friendly results. However, there is additionally a clouded side to administrative attentiveness, also, that side has included unmistakably in the writing on arrangement and program execution.

For execution researchers, the most principal spurring research question has been, what represents the frequently noticed is caught well in the extensive caption to Pressman and Wildavsky's (1984) work of art, Implementation. They stated:

> *"How extraordinary assumptions in Washington are run in Oakland; or, why unfortunately government programs work by any means, this being an adventure of the Economic Development Organization as told by two thoughtful eyewitnesses who try to assemble ethics on establishment of demolished expectations."* (Pressman and Wildavsky, 1984)

The clouded side to administrative carefulness is that it sets out open doors for (willful) error of mandates, sloth, and self-magnification. It's anything but far toward clarifying the hole between strategy expectations and noticed program results. From the negative

point of view on regulatory watchfulness, it is not difficult to see the value in why pundits of Moore's work have communicated anxiety at its depiction of public administrators as fretful and innovative (Rhodes and Wanna, 2007).

Set forth plainly, the circumspection or relative self-governance that public supervisors should appreciate to devise advancements also, work with others in quest for public worth could similarly as promptly be misused for self-serving or worth annihilating closures. Without a doubt, it was by and large such worries about administrative force, the development of comfortable relations between vested parties and public chiefs, and enormous carelessness and institutional idleness in open offices that fueled the ascent of the NPM (Dunleavy and Hood, 1994; Friedman, 2002; Niskanen, 2017; Riccucci, 2001; Robinson, 2015).

The NPM presented very much determined execution contracts between the leader and office bosses and gave those bosses amazing motivators to restrict the caution delighted in by open administrators further down the chain of command (Riccucci, 2001). At the equivalent time, NPM really opened spaces for confiding in open administrators to practice more self-sufficiency. The emphasis on age of yields and even more hopefully the fulfillment of esteemed social and financial results makes motivations for office bosses to stretch out more noteworthy self-sufficiency to their subordinates.

Public directors who, through great activities, have acquired the trust of their bosses can be conceded opportunity to improve chasing better results for their customers (Mannion *et al.*, 2007). Accounting for chosen public directors to lay out essential objectives and seek after open worth is very conceivable inside frameworks that fix accountabilities and by and large breaking point regulatory caution.

While recognizing the conspicuous spot of the public worth structure inside the public administration writing and its convergences with the writing on strategy execution, we accept additional energizing associations can be drawn between the public worth system and the arrangement writing. At the point when we bring strategy plan into the public worth system, we open space for thinking about how vivacious entertainers can seek after the making of public worth, through issue outlining and plan setting endeavors just as through the sort of endeavors investigated intently by Moore and others. We characterize strategy architects as any individuals working in and around government whose essential job is to create proposition for strategy headings.

Following Howlett (2010) we recommend strategy creators incorporate officials, their counselors, strategy examiners in government offices, and individuals from government teams and warning councils. We note that there are additional times in the approach interaction when "pariahs" can have some impact on strategy plan, albeit participating in arrangement configuration would not be viewed as their center space of action. While lawmakers and senior local officials arranged in legitimate dynamic positions eventually "make" public strategy, they do so frequently by following the council gave to them by those they depend on to give master judgment on the benefits and faults of proposed strategies (MacRae and Whittington, 1997). Such outcasts incorporate ideological group staff members, vested party agents and lobbyists, specialists, and university-based scientists. This rundown isn't comprehensive. As far as their exercises are concerned, we consider strategy to be essential engineers of recommendations for strategy changes.

Those progressions might be gradual or huger in nature. In by far most of cases, strategy configuration work includes changing, growing, supplanting, or eliminating components of previous public arrangements. Strategy originators will in general have practical jobs that keep them to a great extent isolated from program the executives, administration conveyance, and up close and personal commitment with partners and resident gatherings. While we like that some arrangement configuration work can happen during execution measures, it will in general zero in on explicit operational issues instead of wide framework concerns. Generally, in profoundly created frameworks of vote-based government, there stays a critical level of partition between the day-by-day exercises of strategy fashioners and those of public administrators (Howlett, 2010).

Here, we think about the hypothetical and commonsense ramifications of purposely moving the attention on open worth creation "up the line." We center especially around how strategy originators can intentionally shape approving enactment and the turn of events of public associations to produce more prominent public worth. In drawing consideration to the nexus between strategy plan and public worth creation, we recognize that our commitment isn't by and large unique. We note that occasionally Moore has recorded cases of public supervisors making moves that have advanced alliance improvement. Thusly, those alliances have campaigned for, and accomplished, authoritative changes in accordance with additional quest for the public worth those public administrators at first looked to create.

The quest for public worth through strategy plan is an underexplored use of the public worth system. Furthermore, trying to improve public worth—in the soul of Mark Moore's work—will in general change the acts of strategy fashioners. Specifically, the

public worth centers leads strategy architects to take incredible consideration to investigate and like the interface between open administrators and customers. This has for some time been examined as a hole in logical practice (Elmore, 1979). It keeps on being viewed thusly (Fullan, 2008). The attention on open worth creation can fix associations between scholarly depictions of public arrangement and public administration.

Public worth creation and value addition gives a reasonable connection across all components of government activity, from the origination and plan of public strategies to their successful execution and assessment (Ficalora and Cohen, 2010). At a regulating level, this fixing of associations raises an assumption that approach creators will take part in nearer exchange with public supervisors and utilize proof concerning strategy and program impacts than has been the situation previously policy design.

2.10 Concept of Creating Value

Creating value is something ahead than adding value to a product or a service. The basic difference lies in the personalization factor coming out of the value creation process. Theory of value creation involves adding value to a personalized and unique product or service designed to resonate with a particular mindset of the customer (Davidson, 2009; Fawcett, 2016). The literature available on value creation considers all the stages of value creation. The literature review undertaken by della Corte & del Gaudio (2014) on value creation indicates that it is considered at many levels which individual, organizational and network level. According to this study, value creation to public service is mostly contributed by individual level (28%), then network level (26%) and then organisation level (16%). (Della Corte and Del Gaudio, 2014).

The complete description of all these levels of value creation are as follows:

- Value creation on individual level is the resources which are used by an organization whether governmental or non-governmental in order to gain productivity. Moreover, the management of human resources will affect all of the other resources of productivity within a firm.

- The organizational point of view states that value is created when a firm utilizes new ways of achieving productivity by making use of new technology and methodology, even making use of new raw materials in order to gain high productivity.

- In terms of network value creation, value can be created by long term planning of the human resources by aligning it with the overall goals of the organization's productivity.

It is important to note that value can be created in terms of social capital where social capital is the source of value creation, and it may overlap individual, organization and network levels since this form of value creation springs from stable relationships maintained by individuals, organizations and networks operating within a society (Beattie and Smith, 2013; Della Corte and Del Gaudio, 2014; Pitelis, 2005; Priem, 2007; Tantalo and Priem, 2016).

2.11 Economic Value Creation

The Neo-Classic theory of value creation states that the actual value is created when the price of the goods and services is greater than what is spent in producing them. The

price of the production of the goods or a service is referred to as opportunity cost and it is the actual gain which could possibly be obtained out an alternative use a resource. Any resource in this world has a market price though some are quite costly, and others are cheap. The only resource that does not have a market price is the capital which is the ownership of a firm.

There is no financial substitute for capital, and it is the only resource which gains the residual value in the form of profit. The Neo-Classic model of the value creation has this simplest definition of the value creation as:

"The actual value created is the sum of the consumer surplus and producer surplus."

Where consumer surplus is:

"The difference between the highest price of a product or service that a consumer will be willing to pay and the actual price of that product or the service."

And the producer surplus is:

"The difference between the selling price of product or a service and the actual value of the resources employed in producing that product or the service by the producer."

2.12 Profit Maximization

The maximization of the Social Value for an economy overall is regarded as Economic Optimum. And if the consumers have a maximum utilization of the particular product or a service and the firm have the maximum possible profit for that product or the service, then this phenomenon generates the maximum profit for the relative firm and is known as profit maximization. However, the necessary conditions required to make

profit maximization can never be attained but quality firms and companies do take the utilization principle into account before launching any of the product.

2.13 Value Creation

Value creation is a common concept used extensively at macro and micro levels organisation management (Lepak *et al.*, 2007). Value creation in economic term means increasing the value of a certain good or service to higher level than it was before (Meynhardt, 2009; Priem, 2007). This methodology is also used in corporations to surge shareholder value. Moreover, shareholder value and profitability are integral components in value creation (Meynhardt, 2009). In addition, according to Bowman and Ambrosini (2003), exchange value and use value are major parts of value creation, and that value is not created until a sale is completed (Bowman and Ambrosini, 2003). Lepak et al. (2007) states that there is agreement among scholars that value creation is important, while there is disagreement on how value is created and the mechanisms used to create value and capture it (Lepak *et al.*, 2007).

According to Allee (2009), networking is a mechanism that can be used to create value (Allee, 2009). This perspective is used to create internal value and external value. While there is disagreement on how value is created, according to Meynhardt (2009), all processes that leads to shape the individual experiences regarding relationships to the "public" should be viewed as public value creation (Meynhardt, 2009).

While there is consensus on the importance of value creation, the absence of agreement and confusion in how value is created can be contributed to three major factors. These factors include the multidisciplinary nature of management, the fact that value creation

can refer to both the process and content of value creation and the fact that some people confuse value capture and value retention with value creation (Lepak *et al.*, 2007).

The complexity of management contributes to the fact that the targets used for value creation differ depending on the field of management. As a result, value creation for scholars from strategic management or marketing differs for those from organisational behaviour schools as well as those from social or economic disciplines (Lepak *et al.*, 2007).

Measuring value creation also becomes difficult when it is used in parallel to determine what is valuable or who values it and is combined with the process of creation. The interchangeable usage of the term contributes to the confusion of how value is created. Moreover, the fact that the confusion between value capture with value creation adds more ambiguity to the process. This ambiguity is created usually when value created by one source is captured at another source or level. This highlighted by the fact that in many instances, value created by individuals may be captured at organisational level and value created at organisational level may only be captured in the community as a whole (Lepak *et al.*, 2007; Tantalo and Priem, 2016).

2.14 Value Creation in Public Sector

As seen from the literature, value creation in the public sector was brought to limelight by Michael Moore (1995) in his book *"Creating Public Value: Strategic Management in Government"*. Since then, a few scholars have written on the subject and questions have been raised about the concept (Koolma, 2013). Moore's (1995) concept of value creation was based on three conditions (Koolma, 2013). These include strategic goals,

authorising environment and operational capacity (Benington and Moore, 2011; Kavanagh, 2014). In addition to this it is also argued that transparency is a must for creating value (Douglas and Meijer, 2016; Kavanagh, 2014).

While Moore might not have mentioned transparency specifically, it can be assumed that given the current operating environment in the public service, without proper transparency an efficient authorising environment might not be plausible. Although conventionally it was understood that value creation is a linear process (Grudinschi *et al.*, 2015), this illustrates that it can happen in different dimensions.

Creating value for the services in the public sector has limitations as the similarity between public sector and private sector has limits (Grant *et al.*, 2014). In his book, Moore (1995) explains that public managers are there to create public value as private managers are there to create private value (Moore, 1995). In explaining the differences, Grant et al. (2014) explains that in public service, managers are not assessed solely based on the services they deliver, but also on the results as per the costs incurred to achieve the results.

The main concern is that whether the interventions made by these public managers bring about social and economic results that are beneficial (Stoker, 2006). On the same notion, Moore (1995), argues that it not just to say that these outcomes are valued. But rather, we can only state that public value has been created if the outcomes generated by the interventions are cost effective and the opportunity cost is justified (Moore, 1995). In advancing his argument, Moore (1995) states that in private sector value is measured in profit while in the public sector things are much more complex (Moore, 1995). This is very true in public service as it is not always the services, but the costs

to the public, the convenience as well as delivery mode (Collins, 2005). Furthermore, it involves the engagement between the consumer and the relevant public manager to understand if value was created (Stoker, 2006). Hence, adding value to services in the public sector must be viewed differently to the private sector. Moreover, it must be noted that public values addition is complex.

While value creation in the public sector with efficient and effective service delivery is always expected by the public, this has been a struggle for all public service providers. Moreover, measuring the success of these service delivery has been a struggle (Younger and Coughlin, 2003). The main challenge in this context is measuring the value created in relation to the funds used (Younger and Coughlin, 2003). Furthermore, it is important that value created is fully captured to ensure effective and efficient services to the public.

The value creation in the public sector is a very long and hard struggle for a country to reach in the background of its success. The concept of value creation in the public services is elaborated in terms of the struggle for upgrading the education system and bringing education reforms in order to create values in the quality of education. Which has been a main issue faced by most of the countries in the path of their economic and financial growth. As a result of value creation in public sector in the field of education, quality function development (QFD) is recommended as an essential quality tool to improve the education system.

2.15 Integrated Public Value Creation

The value creation in the public service is leads to public value as an outcome of the several services delivered by government in order to fulfill the collective goals which defined by the general public particularly as a result of democratic process of elections. These public values include different forms of values such as democratic and marginal values and are a significance of various administrative processes implemented by the government of the whole. It is important to note that the collective goals do not create the value directly however, it is the result of the sum of various goals achieved at the governmental level. Moreover, citizens utilize services in aggregate and value what is delivered by the utilization of each service. Hence, the term public value is the overall result of the trade of multiple public services utilized directly and not as individual units.

The major role is played by limitations of the technical capabilities and available resources in making it so difficult to manage public value in a society. Consequently, it is difficult to manage the contingent variables which shape the net aggregate value delivered in the public sector. Moreover, replication of the value creation process can be a little more challenging if organizational capabilities are not considered.

2.16 Organizational Capabilities for Value Creation

There are several strategic and operational aspects of value creation management and their underlying capabilities. Some of these aspects are resource development, strategic planning, conceptualizing citizen groups and their characteristics. The organizational

capabilities are a dynamic set of capabilities which are distinct from the operational capabilities refereeing to the systemic use of resources. On the other hand, dynamic capabilities are resource-based view of any firm indicating its ability to build, integrate and configure resources.

The literature available on strategic management has recognized the importance of newer public sector capabilities in perusing public value creation. However, the need to take organizational capabilities as a critical way of public value creation is even more common.

2.17 Value Creation as a share of Economy

The mixture of value positions suggests that the public sector can be a more active and creative agent in sharing the economic conditions and also share wider opportunities of value creation by making use of both the public and private resources. These propositions are of very crucial importance in developing the required capabilities to be in a dynamic environment where public values shift outside the internal boundaries of public management. This phenomenon thus presents a cultural and ideological change from the traditional role of public sector in value creation and centralizes the importance of the role of public value in the economy.

2.18 The Concept of Value Addition

The value added is the extra value added on the top of the original value of a product (CFI Team, 2022). It is the economic enhancement that a firm adds on the top of its product before referring them for sale in front of any customer. The theory of value

addition can be applied to any product, service, management, public service or to other business variants. Theory of value addition helps the firms to achieve a greater outcome from their product making them able to sell the product or service at a better rate as compared to the cost price (Peterson Drake and Peterson, 1996).

The basic theme behind adding value to any product is to offer an extra bonus to the customer of a firm. However, most of the luxury and successful brands add value to their products by merely adding their logos behind their generic products. This means that the brand name is enough to add value to the product in terms of quality and durability. In terms of services, the concept of value addition can better be understood in the form of providing better after-sales service.

Adding value to any product or service is very meaningful in both the terms of marketing and economics because it can add direct incentives to the customer thereby increasing the company's profit and revenue. This is made possible by developing a strong bond with the customer in order to prioritize their preferences in the form of giveaways, loyalty programs and other incentives. For example:

- Adding values in the education system to compete with the international education scenario has been a principal focus for many countries including Maldives. The reshaping of education systems based on the Quality Function Development (QFD) is a leading example of values added on the public sector (Cohen, 1995; Gunther, 2000).
- The products which the consumer wishes to buy, or they wish to buy it on continuous basis or service design focusing on the quality production and

marketing is called Quality Function Development regarding a particular organization (Cohen, 1995; Gunther, 2000).

- QFD is achieved in terms of a complete cycle known as House of Quality constituting, Consumer's Voice (WHATs), Technical Requirements (HOWs), Planning Matrix, Relationship Matrix, Correlation Matrix (ROOF) and Benchmark Technical Evaluations (Chan and Wu, 2002a).

However, there are several different frameworks proposed by different philosophers to meet the increasing demand of customer satisfaction and customer needs. It generally involves:

- The understanding of customer preferences.
- Requirement prioritization.
- Requirement classification.

The most important approach that highlights customer needs and analysis is the Kano Model which was later extended to Analytical Kano (A-Kano Model) giving a more precise explanation to customer needs and requirements (Coleman, 2015).

2.19 Value Addition on Public Sector

Various researchers have provided various views on the definition of value-addition in public sector such as Rescher (2013) stated that value, in general, is quality or fact to become excellent, useful or wanted (Rescher, 2013). According to Rokeach (1973), in value exists an embedded faith and it affects individuals and social choices towards a certain way or a purpose (Rokeach, 1973). Something might be valuable for someone, but not necessarily valuable for others. For example, is the said ID card. An ID card is

valuable only to its owner within the valid period, but not for others who do not own the ID card or if the ID card's period has expired. Therefore, the term value has a context which depends on the user and can also depend on the period.

Moreover, value in public service, according to Cole and Parston (2006) is more than just to achieve output or price maximization, but to do both impartially and to understand the strategy to balance both (Cole and Parston, 2006). In this case, value is not only perceived from efficient result and cost but is also related to way and process to obtain the result practically and efficiently. In public service context, value can be viewed from the perspectives of service provider or public who use the service.

From the perspective of service administration related to the task of public service provider in policy making, Stewart (2009) identified several relevant values and called them administrative value that consists of consistency (Same decision in same condition), public service (creating public satisfaction), efficiency (Minimizing excess spending), neutrality (avoiding politicization), and responsiveness (providing proper reaction to public needs) (Stewart, 2009). Out of this, it is still possible to dig other values related to the behavior of officers in public service delivering those values.

While from the perspective of public, value can be viewed from the benefits received by the public from public service activities. Moore (1995) provided an example of the effort by the government in giving value to public through waste collecting activity(Moore, 1995, 2013). When the public finds out that clean and beautiful city as the impact of waste collecting activity by the government is better than dirty city, then a value is created that is referred by Moore (1995) as public value.

The public value is a value-added created by public service provider unit and can be enjoyed by the people. From this example then the side that feels the impact of the government action of policy is the public. Therefore, every action or policy of the government that can give value-added in the form of better benefit to the public, then because of this, public value is created. However, the overall contribution of government sector and State-Owned Enterprises to the GDP of an economy is the total value added within the framework of public sector. The overall production of products within the boundaries of a country constituting the total value added throughout the process is generally known as Gross Domestic Product GDP of the country (Coyle, 2014). However, value added is the market price of the production cost of that product or service within a specific period.

The value addition on public sector constitutes the value added by public institutions to the GDP of a country. This refers to providing a suitable environment for public institutions such as public schools, public hospitals, public banks, public firms and public property in order to get the best out of them. One of the other leading factors in adding value to the public sector is the commitment of the government to adding value to their public.

Privatization and closing the projects can a severe damage to the economy of the country, and it may finally lead to bankrupt economic conditions. It the path of success, the major responsibility of a government is to define the policy problems and take practical steps to mitigate them and contribute to public value. According to Moore (1995), there are six fundamentals that can be used to analyze value. From public sector and these are:

- Principally that value is rooted from the will and perception of the individuals (community members) so that public manager must fulfil and implement it in accordance with the perception.

- There are many different aspirations of the community that need to be fulfilled and the focus of the government is that the aspiration that cannot be realized by private sector.

- Manager of public sector can give value to public and its working partners through different activities on two different markets, but certainly is to use its budget and authority to create valuable things to its working partners and the receivers of certain benefits.

- The government activities are always related to political authority so that if there is a relative change of interest, it is necessary to conduct a reassessment that the utilized resources must fulfil the program for the people receiving the benefit.

- What is "bought" by the public from public manager is public business account, which means that policy is the territory of public manager who receives the authority to use resources for the fulfilment of public needs via a certain challenge.

- The environment of public sector and public aspiration is always changing, then it is not enough for public manager to only maintain the organization's sustainability, but more than that is needed such as the capability to adapt to new conditions.

2.20 Public Service Innovation as Value

In terms of public service, innovation is the new way to manage, organize and deliver services. What can be valued is when there is an improvement of public value quality, efficiency, or the suitability of the government objective or service. Then, according to Hartley (2005), the value of innovation in the public sector needs to be evaluated on public sphere. Innovation is a process that includes the occurrence of new ideas and the application that is intentionally created, developed, or the new one is found (Harley, 2011). Moreover, Dwiyanto (2013) has defined innovation in the context of public service as an application of new idea to one or several aspects of public service that can give value-added (Chen *et al.*, 2020; Dwiyanto, 2013). Therefore, there must be a positive change from the application of innovation if compared than before the innovation so that the expected value-added is created (Dwiyanto, 2013, 2016).

Various forms of innovation are classified by Hartley (2005) into several types namely, product innovation, service innovation, process innovation, position innovation, strategic innovation, management innovation, and rhetorical innovation (Hartley, 2005). Then Walker (2006), as a result of literature review, classified innovation into three simpler types, namely product, process, and supporter. Product innovation is defined as:

> "*New product or service, which occurs in operational component and affect organization technical system and it included product or service adoption.*" (Walker, 2006).

In the context of the public sector, product innovation is easier to comprehend through its relationship with the user. Process innovation affects organizations and

managements, which relates to the relation among organization's members/officers, and influential towards regulation, role procedure and structure, communication, and exchange within organization members and the surroundings with organization members. Whereas, supporting innovation (ancillary) is an innovation that exists on the border of organization and its surroundings (Walker, 2006).

Related to crossing the limit works with other service providers, user, and other government units and further the success of the implementation depends on the others. Schumpeter was amongst the earliest proponents of enterprise as a source of value creation. He identified innovation through technology and novel combinations of resources as the foundation of new products and services (Gilbert, 2006; Hospers, 2005; Śledzik, 2013). According to him, these would initially yield higher returns to innovators but eventually these 'rents' would Inevitably self-destruct through a process of 'creative destruction' as innovations became established industry practice. Ongoing innovation is, in Schumpeter's view, a source of value creation and he highlighted the contributions of entrepreneurs who were willing to undertake the risks new ventures required.

The number of new technologically innovative products and services and the speed at which they are released is increasing. Product life cycles are shortening and driving consumer appetite for more and different products (Hospers, 2005). However, competitive advantage from innovation is not confined to new consumer products. The innovative use of technology in production, such as Mustang Cruiser's use of CAD and CNC milling machines to precisely create fiberglass molds faster and more accurately than traditional wooden molds, can also provide value and competitive advantage. However, while constant innovation is difficult to maintain, some companies such as

Apple Computers have successfully achieved customer recognition and competitive advantage through their reputation for innovative design and products.

Innovative ideas, concepts, techniques and applications can only produce value for the enterprise through their execution. Today, much of the enterprise's capacity to execute innovative ideas and concepts is driven by its own capacity to exploit its key human and institutional information resources and ICT capabilities. Furthermore, how can an innovation give value-added to the public? There are at least three ways in which innovation can create public value in government organizations according to Moore (2013), which are (Figure 2):

- First, generate a better method for the performance of their main duties and functions.

- Second, dig performance advantages that can be achieved by leaving the one size fits all approach to promoting the adaptation and adjustment of the basic operational procedures to meet the needs of the community.

- Third, to explore new uses for the organization's ability by introducing new products and services that can be used to handle different parts of the current mission or even meet the needs outside the current scenario (Moore, 2013).
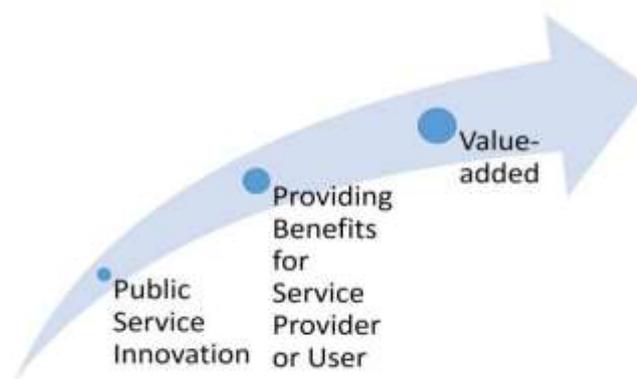
Figure 2: Public Service Innovation (Moore, 2013)

2.21 Competency as Value

Building on works by Penrose (1959) and Wernerfelt (1984) Barney (1991) identified resources, as sources of competitive advantage (Barney, 1991). Amit and Schoemaker (1993) coined 'strategic assets' to describe the set of specialized resources and capabilities that are; difficult to trade, imitate or appropriate and create competitive advantage (Amit and Schoemaker, 1993; Ding and Dafoe, 2021). A general distinction can be made between resources, capabilities and competencies. Resources are human, physical, and financial tangible and intangible assets that can be freely acquired in the market. Capabilities are skills possessed by individuals. Understanding these is the central interest of the competence perspective of management articulated by Prahalad and Hamel (1990) as core competencies (Prahalad, 1993; Prahalad and Hamel, 1990, 1994).

The competence perspective looks towards enterprise competencies that are organizationally based capabilities as the fundamental sources of value. Core competencies are collections of interrelated capabilities that are distinctive and unique to the enterprise (Enginoğlu and Arikan, 2016; Prahalad, 1993). They are defined by three attributes; they should:

- provide potential access to a wide variety of markets,
- make a significant contribution to the perceived customer benefits of the product(s)
- be difficult for competitors to imitate (Hamel and Prahalad, 2010)

Core competencies are built through a process of continuous improvement and enhancement. They should constitute the focus for corporate strategy. At this level, the

goal is to build world leadership in the design and development of a particular class of product functionality. Core competence is the collective learning in the organization, and result from the way an enterprise uses its resources to create knowledge and skills, especially those that relate coordinating production and integrating streams of technology (Prahalad, 1993; Prahalad and Hamel, 1990). Deployment of ICT alone is not a core competence or source of competitive advantage unless it has unique capabilities, or its intellectual properties are rigorously protected.

Increasingly, enterprises are now beginning to realize that enterprise –only information is insufficient for success. Now they must rely on strategic alliances or other networking arrangements to capture, organize, distribute and reuse information (McNurlin *et al.*, 2014). Drucker (1988) predicted that the "typical business will be knowledge based, an organization composed largely of specialists who are self-directed but discipline their own performance through organized feedback from customers, and colleagues" (Drucker, 1988). The ICT tools necessary for enterprise knowledge management include information repositories in the form of expert systems comprised of document management systems, large data repositories and data mining facilities that capture and distribute information on the enterprise (McNurlin *et al.*, 2014).

2.22 Value Capture

Value capture indicates how much organisations have attained through the process of value creation. Over time various methods and systems have been proposed and tested to capture value. Although several different processes and methods are being used in the public sector, it is not always possible to realise all the value created (Teece and

Linden, 2017). When systems are placed to create value, the outcomes are not completely captured by the process, sometimes referred as slippage (Lepak *et al.*, 2007). Value capture is not new either in public service or in private sector.

According to Hood (1991), public organisations have used different models, frameworks and other means to measure or capture the value created through their goods and services (Hood, 1991). Although developed for the private sector, the balance scorecard put forward by Kaplan and Norton (1992), is one such model now vastly used by public organisations (Douglas and Meijer, 2016). Perhaps the commonality here might be that balance scorecard was developed for non-profit organisations, which is a characteristic of a public service organisation. Williams & Shearer (2011) argues that these models help to capture the multi-dimension value created in the public sector linking fairness, efficiency and societal outcomes (Williams and Shearer, 2011).

All models and frameworks that have been put forward by scholars to measure value captured by public organisations do always focus on similar components. Depending on the models the emphasis is different. One of the main setbacks or challenges in using any of these models is that there is no clear definition of public value and that it is multi-dimensional (Williams and Shearer, 2011).

Given that value creation is different in the public sector, it is safe to assume that the value capture will also be reflective to creation. Hence, in a similar public service, the value generated and utilised will surely be different. As seen from the literature, in the private sector level of value captured is determined from factors such as costs, budgets, revenue, profits, etc. (Lepak *et al.*, 2007). In the public sector it can be reflected as the

effectiveness is dealing with the public service after adding value (Grant *et al.*, 2014; Williams and Shearer, 2011). Hence, measuring the real value captured in public sector through a process change can be a challenge.

While there is some literature on creating public value and the importance of it, it seems that very few have indicated the process of capturing the value created. Studies conducted by Grant et al. (2014) and World Bank Group (2016) have indicated ways of creating value and reporting the process, they do not outline how these can be captured fully to achieve maximum benefits (Grant *et al.*, 2014; World Bank Group, 2016). Hence, it is not entirely clear how value can be captured for value creation in public services.

2.23 Organisation Transformation

Every organisation has a purpose serve, whether public or private. Organisations are sometimes referred as open systems that has the capacity to adjust to a changing environment, either positively or negatively (Asian Institute of Finance, 2011; Dodu and Tripon, 1999). Similarly, public sector organisations are not any different. They need to change accordingly to the environment they are serving. This means that when demand changes, they should be able to cater for the demand. This can be achieved through organisation transformation.

To provide value added service through organisation transformation, many things can be altered. For example, in order to increase access to the public, shifting the location of the service office can also be an organisation change (Leonard, 2005). Furthermore, changing the mode of delivery for a public service can add value, which in turn implies

that there is transformation. Hence, this kind of transformation would be a process change that would bring about a constant change to enhance and develop the service delivery of the public service. However, these changes need to be monitored and reviewed on a timely basis to ensure that the required outcome is maintained through the transformation. These transformations or business model development can be brought about by some key concepts like quality and development.

2.23.1 Quality Concepts and Quality of Training

The literature related to quality issues gives various definitions of the concept of quality. The word quality on the whole accounts for various multi-dimensional meanings and standards. The most precise definition of quality control in education is:

"Philosophy adopted the continuous improvement culture of all working staff in the educational institution trying to get the perfect elegance of the highest quality in all educational studies." (Bridge, 2003).

Quality control in education system is the most crucial tool to achieve social justice and opportunities to flourish in the society as the main objective of quality education is to justify consumer needs and requirements which are students and their careers. As the number of skilled laborers in a society determines the exact potential of that society and students are the most important by product of this scenario. In a similar context quality training is important to deliver value added services in the public sector (Edlins and Dolamore, 2018; Hoff, 1970).

2.23.2 Quality Function Deployment Process

As per the literature available on quality function deployment, a wide range of applications can be regarded as different QFD models depending on their characteristics (Martins and Aspinwall, 2001). These models are specifically created for particular issues, and it is not necessary to apply them collectively on a single issue. One of the most common applications of QFD model relevant to public service in the field of education corresponds to redefined matrix (Chan and Wu, 2002b, 2002a). And a few additional matrixes are added in it to form a Quality House Matrix (Ficalora and Cohen, 2010)which functions as a major component of QFD process is implemented in the universities and educational institutions. These are part of the House of Quality (Ficalora and Cohen, 2010)which is illustrated in Figure 3 below.
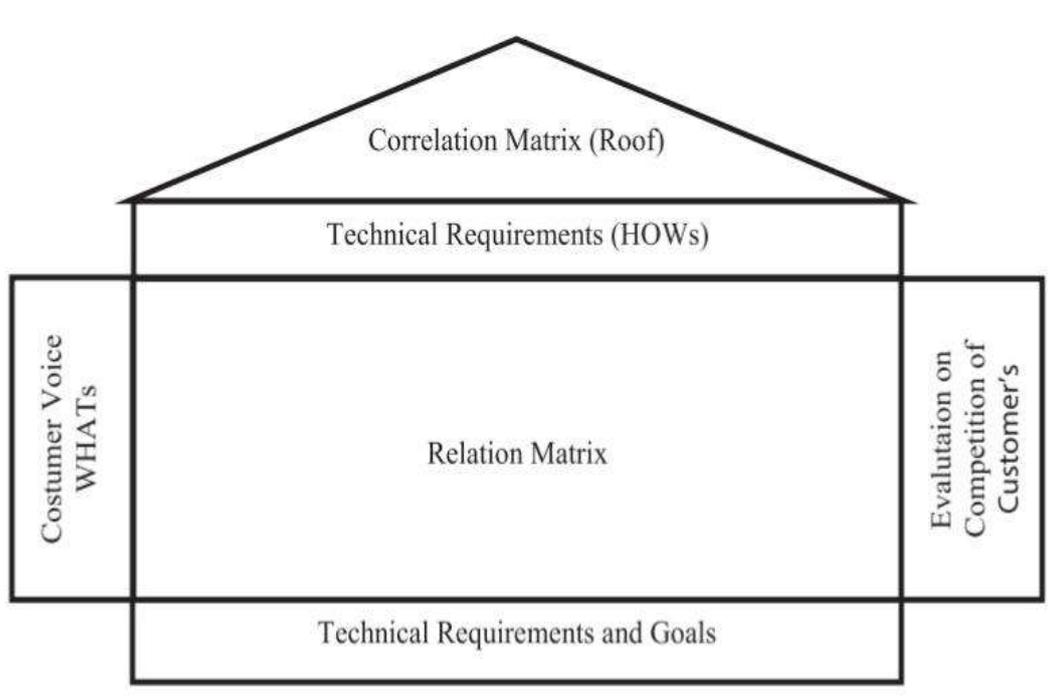
Figure 3: House of Quality (Ficalora and Cohen, 2010)

The House of Quality (HoQ) is a key component of Quality Function Deployment (QFD), a methodology used to translate customer requirements into specific engineering and operational processes. Using the House of Quality (HoQ) to improve service delivery involves a structured process of translating customer requirements into specific operational or process characteristics that can guide service improvements (Carroll, 2016; Coleman, 2014). While the primary purpose of the House of Quality is to improve product and service quality, it can also support the development and improvement of value-added service delivery (Carroll, 2016; Coleman, 2014; Ulwick *et al.*, 2014). This can be achieved through a customer-centric approach, identifying critical service characteristics, continuous improvement, identifying operational bottlenecks, cost efficiency to name a few. To better understand these functions, the main features of House of Quality are explained in the next paragraphs.

2.23.3 Features of House of Quality

There are several key features of a house of quality. These include:

- **Customer Voice:** It is the starting point of the QFD process, and it is rendered as (WHATs) according to the demands and requirements of the end consumer. It constitutes all the previous market research as per the consumer prioritization. It is the fundamental part of the quality house as it serves the input to the QFD process.

- **Technical Requirements:** This part of the QFD process is also called the technical language or inner voice of a business as the inner voice of the customer is taken into consideration in this part of the QFD process.

- **Planning Matrix:** This section of the QFD process involves the collection of the data for the customer prioritization request. The collection of such a customer demand is associated with the evaluation of the sales and improvements of the rates.

- **Relationship Matrix:** This part of the matrix includes the relationship between the technical requirements and customer's voice from the viewpoints of the QFD teams. These relationships may be weak, medium or strong depending upon the customer's preferences.

- **Correlation Matrix:** This part is concerned with the effects of technical requirements which could either be positive or negative depending upon the data collected from the customer requirements.

- **Benchmark Technical Evaluations:** This part of the QFD process enables the producers to decide based on technical grounds which constitutes the most in between priority or specifications in data scanning. Apart from this, benchmarking including evaluations and targets of the technical requirements are added in this part.

(Ficalora and Cohen, 2010)

2.23.4 Implications of The Quality House

The process of quality function development being a systematic tool for the improving the quality serves as an integrity of great importance for improving the quality of education and training. It can be utilised in public sector organisations to improve the

services by providing systematic evaluations and attending to core issues. The overall process of the application of QFD in improving the phenomenon of services at the public level can include the following components:

- **Targeting:** Setting a target refers to the collection of the data in the form of a service approach in order to understand the needs and requirements of the organisation. However, the arrangements of the data collection are just according to the QFD process, and the demands and requests are prioritized in designing the services and improvements in the quality of training services giving the best outcomes.

- **Content:** The availability of the content leads to the establishment of the quality house in respect to the training requirements and gives rise to the formation of various matrixes for evaluation. The content related to the needs and requirements is collected as per the issues encountered.

- **Delivery:** The needs and demands of the staff are analyzed by scanning the literature using the QFD process. However, this data is further elaborated in the form of a questionnaire and suggestions to ensure the best results.

- **Voice of the Consumer:** Then the first step of the quality house is applied which involves listening to the voice of the customer. All the data collected is arranged in a particular order for the recruitment process. And further research is done based on surveys, focus groups individual interviews, field studies and

sales records. All the data is arranged in a specific order for the implementation of the reforms.

- **Generating a Plan:** The generation of a planning scheme refers to the competitive evaluations of the research made which includes the difference in the levels of the services available and the demands of the customer. It corresponds to the following steps: Raw Value Degree, Competitive Comparison, Objectives, Scores of the Sale Points, Progress Rate and Strategic Value Rating.

- **Technical Requirements:** The overall data organized according to the customer needs and requirements was transformed into a bundle of technical requirements in order to fulfill them. These technical requirements are transformed by the QFD team considering all of the customer needs and requirements.

- **Inter relation Matrix:** It is the core of the house of quality identifying which technical requirements will be necessary to meet which customer requirements. The relationship between consumer needs and technical requirements is drawn and an overall technical value degree is calculated.

- **Correlation Matrix:** The correlation matrix of the quality house is also considered as the ROOF Matrix as it identifies the relation of different technical requirements with each other. These correlations may either be positive and indicated with the letter Y or they may be negative and represented by the letter X and lack of correlation remains unidentified.

- **Analysis and Identification of the Targets:** This is the final step in the house of quality in which a competitive analysis is recorded by making technical evaluations. This includes the determination of the target values of the competitor firm thereby giving rise to the completion of the QFD process.

(Ficalora and Cohen, 2010)

Organisational transformation process will create a platform to change the required services to a more active system to be more efficient (Higgins, 2010). If the organisation undergoes a successful transformation, it becomes more active, improve operations and deliver effectively (Higgins, 2010). Organisational transformation is not an easy process, especially in the public sector. This is because these are institutions that have developed norms and built through set of procedures over a long period of time which have been accepted as way of doing things. As a result, one of the key challenges in a public sector organisation transformation is organisational culture. Hence organisational transformation can be termed as cultural change within an organisation to adapt for the new challenges (Solutions, 2013).

2.24 Organisation Culture

As Dodu & Tripon (1999) states organisations are open systems that are formed to provide predetermined set of services (Dodu and Tripon, 1999). Due to the nature of these sets of functions, the employees, the setting and other managerial factors, an atmosphere is usually present within an organisation. This set of procedures, way of doing things and norms is usually referred to as the culture within the organisation. While organisation cultures exist in both private and public sector organisations, the

culture norms are different within the public sector as it they are driven by different factors such as political authorities which do not exist in private sector (Bradley and Parker, 2007; Riordan, 2015). Hence, usually changing the culture in a public sector organisation is very challenging.

While the culture is different in the public it is vital to use a model to understand the basic parameters that contribute to forming the culture. One of the most common models used in this manner is the one developed by the American Professor Edgar Schein in 1980. This model termed as the onion model has three embedded layers as shown in Figure 4.
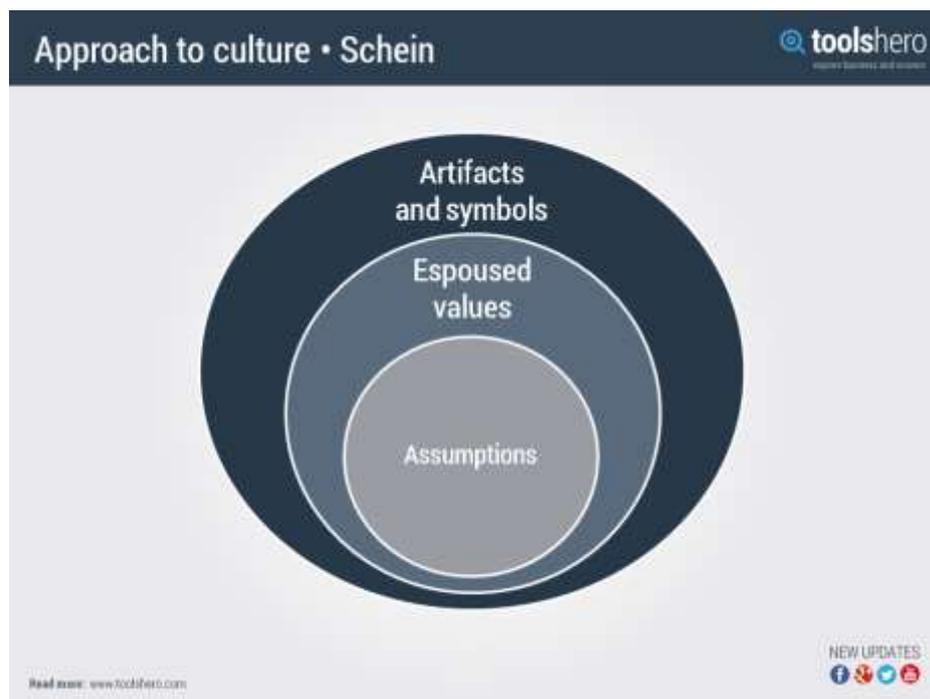
Figure 4: Organisational Culture Model(Mulder, 2014).

Another famous model used to understand organisational culture is the Iceberg Model designed by Edward T. Hall. The difference in this model is that it uses two different

layers, the visible and invisible layers to define the culture within an organisation as depicted in Figure 5.
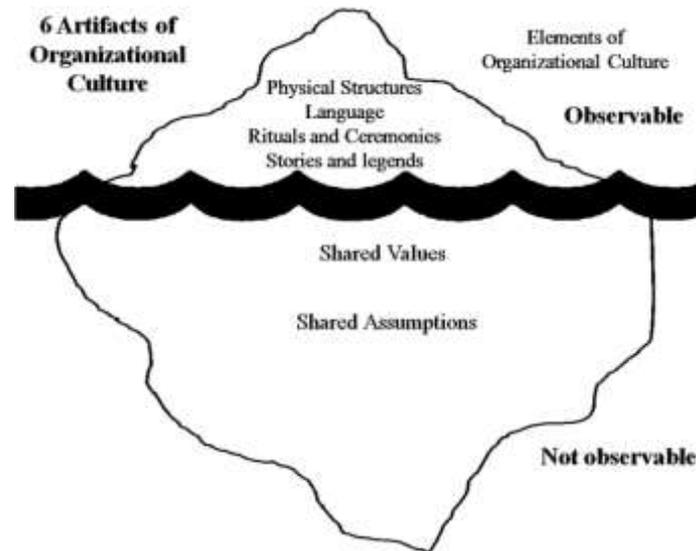
Figure 5: Edward T. Hall's Cultural Iceberg Model (Soh, 2016)

The visible levels are usually the physical setting, dress code, or behaviours while the invisible levels are more towards values, feelings, beliefs and attitudes (O'Donnell and Boyle, 2008; Soh, 2016). Literature indicates that in most studies the process of changing organisational culture is usually dealt with the visible factors. In contrast, O'Donnell & Boyle (2008) states that for public organisations, it is more important to attend to the invisible factors to achieve positive organisational transformation. This is because culture in public sector is derived from a bureaucratic model of hierarchical culture which hinders organisational change even with the change of policies (Parker and Bradley, 2000).

Since culture plays an important role in organisational development, it is one of the major factors that needs to be addressed during organisation transformation. This statement is supported from literature as it indicates the role of culture in change

management (Barrett, 2010; O'Donnell and Boyle, 2008), communication and decision process (Bradley and Parker, 2007; Parker and Bradley, 2000) and service delivery. Hence, culture is a key factor in providing value added services in the public sector.

Based on these two models, the most appropriate model to use in public sector organisation transformation is the Iceberg Model. This is because it gives the platform to understand the not observable factors, which are very dominant in the public sector, and which play a significant role in the function of the organisation.

2.25 Leadership and Organisation Transformation

The importance of leadership in an organisation must be viewed carefully. Leadership is the key to driving any change within an organisation. If the leadership does not believe in change or do not support it, the transformation process will not be successful (Kotter and Cohen, 2002; Kotter, 1995, 2007). In supporting his argument, Kotter (2007) states that for transformation to be successful, it must be guided by a strong leader, forming a strong coalition to ensure and assist all those involved to complete the process. In this manner, it is the leadership that creates an atmosphere conducive to the change where everyone works towards transformation, with belief, trust and confidence to create a new future for the organisation (Kotter, 2007; Solutions, 2013).

2.26 Governance in Public Service Sector

In order to provide value added services in the public sector, an extremely dominant governance is required to deliver the value created or added to the end consumer in the

public sector. In fact, governance is very important to promote effective and efficient use of the available resources and at the same time, to acknowledge the management and administration of those resources. In the recent past, the public service system implies the concept of governance in flourishing the managerial and organizational changes that is possible to state that the global economic crisis has pointed out some of the key facts regarding public governance such as.

- Attention towards the stakeholders/customers.

- Coordination of the common interests at the stake.

- Application of the principles of effectiveness, efficiency and transparency.

Thus, good governance is required to play an active role based on a development plan which provides a better framework of investments in the public services. According to governance reference model, the public administration is regarded as a citizen and enterprise-oriented network system creating values. Such a process of innovation considers relationships between public organizations and citizen enterprises.

2.27 Public Service Analysis

As seen from the literature, service delivery in the public sector can cover a wide range of areas, and the data available may depend on the specific focus of the analysis. The analysis can be carried out in different ways as required by the relevant organisations. Thematic analysis being one method of analysis can outline the effective delivery of service in the public sector. Thematic analysis has been used to analyse areas such as healthcare (Gauche *et al.*, 2017; Nagle *et al.*, 2021; Staniszewska *et al.*, 2019), education, environmental policies, social welfare and public administration (Al-Araimi,

2012; Tomlinson and Awuor, 2015). This research is using thematic analysis to explore factors effective public service delivery in Maldives.

2.28 Conceptual Framework

Effective public service delivery is vital for the well-being and development of societies (Kekez *et al.*, 2018; Lapuente and Van de Walle, 2020). However, numerous challenges and hindrances often impede the seamless functioning of public services (Osborne *et al.*, 2014, 2021). The conceptual framework aims to provide a structured approach to identifying and understanding hindrances, offering a comprehensive perspective on the factors that hinder public service efficiency. The framework integrates theoretical foundations, empirical research, and practical insights to create a holistic understanding of the obstacles faced by public service organizations (Pollitt and Bouckaert, 2017; Voytenko Palgan *et al.*, 2021).

The conceptual framework consists of three main components: environmental factors, organizational factors, and systemic factors (Pollitt and Bouckaert, 2017). These components interact dynamically, contributing to the identification of hindrances in public service. Environmental factors include socio-economic conditions, political stability, and technological advancements (Amis *et al.*, 2018). Organizational factors encompass leadership, culture, and resource allocation within public service organizations (Christensen and Lægreid, 2013). Systemic factors address overarching issues such as policy coherence, legal frameworks, and inter-agency collaboration (Ostrom, 2015).
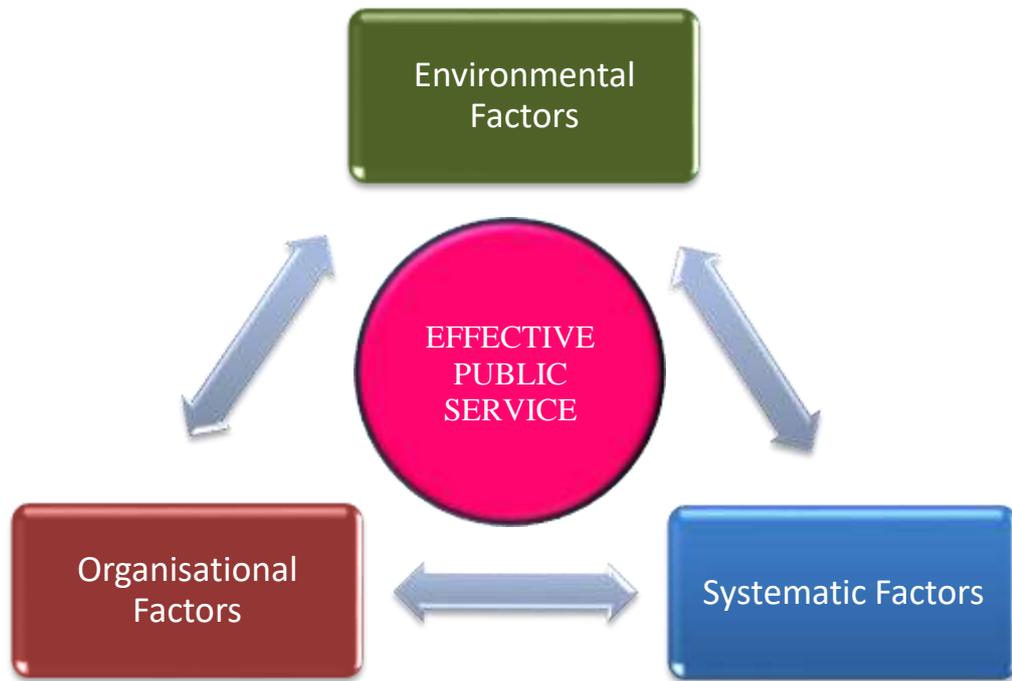
Figure 6: Conceptual Framework for current research

2.29 Literature Review Matrix

The following literature review matrix developed and represented in Table 1 is to understand the different types of hinderance outlined in the existing literature to value-added services in city councils in a systematic and organized framework to analyze and synthesize information from a variety of sources. This matrix was designed to facilitate a comprehensive understanding of the value-added services offered by city councils by categorizing information into key themes. This matrix facilitated a nuanced examination of obstacles faced by city councils in delivering value-added services, categorizing information into key components. The matrix includes categories such as "Study Details" to capture the publication year and title, "Methodology" to indicate the

methodology employed in each study, "Results" to summarize the outcomes specified in the study and "Conclusions" to outline the conclusions derived from the study. Each row in the matrix represents a distinct study or source, allowing researchers to compare findings, identify patterns, and draw conclusions about the factors contributing to value-added services in city councils. This structured approach not only aids in the synthesis of information but also provides a visual representation of the state of knowledge in this domain, offering a valuable tool for policymakers and practitioners seeking to enhance service delivery in urban governance.

Table 1: Literature Review Matrix

Author / Date	Title	Research	Methodology	Conclusions
Al-Habil, W. (2011)	Governance and government in public administration	The study of governance and how it has changed the field of public administration.	Literature Review	Organisations have culture and people within have ways of operating and interpreting the concepts.
Anwar, Govand., Abdullah, Nabaz Nawzad. (2021)	The impact of Human resource management practice on Organizational performance	To study the impact of human resource management on the performance of government institutions.	A quantitative Research Method	Decentralization is positively associated with organizational performance, and it has a positive association with the organizational performance.
Chaudhary, Deepak. (2019)	The Decentralization, Devolution and Local Governance Practices in Nepal: The Emerging	To analyse the system and function of local governance in relation to power, authority,	A critical interpretive qualitative approach	Localities have faced many problems ranging from insufficient laws, staff, infrastructure to mobilization of

	Challenges and Concerns	leadership and its effectiveness		economic resources.
Enginoğlu, Didem., Arikan, Cenk Lacin. (2016)	A Literature Review on Core Competencies	To outline the major approaches accumulated in the core competence literature.	Literature Review	Core competencies are the integration of knowledge capital, huma capital, financial and non-financial capital of the organisations. Organisational core competencies are crucial dimensions of the corporate management process.
Fukumoto, Eriko., Bozeman, Barry. (2019)	Public Values Theory: What Is Missing?	The study provides an overview of public values theory and research with an emphasis on major developments related to value classification schemes and analytical frameworks.	Study on existing theories by reviewing literature	The development of public values theory requires attention to some different approaches. These approaches to improve theory and research in public values, emphases the use of longitudinal and historical studies.
Gqaji, Andile., Proches, Cecile., Green, Paul. (2016)	Perceived impact of public sector leadership on road infrastructure service delivery	To investigate the perceived impact of public sector leadership on road infrastructure service delivery.	A qualitative methodology approach was used with purposive sampling technique.	The results revealed that the lack of transformational and transactional leadership in the public sector has impact on subordinates' morale and performance.

O'Flynn, Janine. (2007)	From new public management to public value: Paradigmatic change and managerial implications	To examine new public management and contrasting it with a public value paradigm to provide the basis for a conceptual discussion.	Review of Existing Literature on the Concept of Public Value and New Public Management Paradigm	The review indicated that under NPM, broader notions of public value are marginalized in the quest for efficiency thereby the adoption of public value perspective will represent a further paradigmatic change.
Rochmansjah, Heru., Karno., (2020)	The Digitalization of Public Service Assurance	To study the influence on public service assurance supported by digital-based information systems.	Mixed method approach	This research concludes there is a positive and significant influence between information systems and the quality of public services. Furthermore, the new concept can be synthesized into a study of public services in scientific work.
Sudha, A., Azam, S.M.F., Tham, J. (2022)	Public Service Motivation-Individual Performance mediated by Organizational Commitment: The effect of Public Service Motivation on the Maldives Civil Service	To investigate the effect of public service motivation on job performance in small island economy such as the Maldives.	Quantitative research design deploying cross-sectional research approach.	The results affirm that public service motivation positively affects job performance.

2.30 Summary

The literature review has shown that value creation is a process which is very important to all organisations, public or private. The methods and means undertaken to create value in public service organisations are different from the private sector. While in many cases creating value to public service is difficult, it is always possible. Several studies have been undertaken in various public service organisations to find ways to add value to their services and the challenges that are faced during the process.

To create value and capture the value created, the current process and procedures within an organisation need to be changed. This can be termed as organisational transformation. Organisation transformation is a process that requires to utilised using a conceptual model that is most suitable for the needed change. Literature has indicated that there are numerous models that can be used for organisational transformation.

Although the there are numerous literatures on organisation transformation, value creation and value capture, there are very few on these models and principles being used on public sector for organisational transformation, value creation and value capturing. The lack of literature is a challenge that needs to be undertaken when doing this project. This gap will be a test in completing the project as there is limited literature for comparison. However, this gap can be reduced by reviewing more literature on the models and how they have been used in various organisations, especially to address cultural changes. As this project is about a public sector organisation, the use of these models to understand and bring about the required organisational transformation for the public sector organisation will contribute to some extent to the gap in the literature.

CHAPTER 3 – METHODOLOGY

3. Methodology

This chapter discusses the different research approaches, paradigms and explains the analysis. In this research, qualitative methods are used for data collecting and analysis. Study focus is given on the basic philosophy, methodologies explored, and the qualitative approach used in the study underlined. The processing, analysis, reliability, validity and ethical issues are discussed in this methodology chapter.

3.1. Methodological Tradition:

3.1.1. Research Philosophy:

The scientific research philosophy is the system of the scientist's thinking, which produces new, trustworthy understanding about the subject. It is the basis of research and in which the research strategy is selected for study, formulating the problem, collecting data, processing and analyzing it (Sefotho, 2015). In addition, the paradigm is ontology, methodology and techniques of epistemological of inquiry. The methodological approach should link to the researcher's philosophical stance and the analysis of the phenomena of social science (Kwadwo Antwi and Hamza, 2015). Several philosophical perspectives are conceivable in the field of study, although more radical approaches can be limited, according to the researchers (Sundler *et al.*, 2019).

The researchers can only reconcile philosophy, methodology and the research issue through intermediate philosophical approach (Žukauskas *et al.*, 2018). Several authors have pointed out

that occasionally there is a major gap between the philosophies and techniques of quantitative and qualitative research, and the triangulation of current research methods are frequent (Mehrad and Zangeneh, 2019; Sefotho, 2015). The strengths and drawbacks of any method are therefore essential to grasp. This helps to prepare the study and to better comprehend the topic investigated. Figures that distinguish between the levels of organisational culture and its interaction, that is, stages of Corporate Social Responsibility (CSR), reflecting the theories of research philosophy and the paradigms on which monograph research focuses on determining the degree of development of management culture to implement corporate social responsibility (Barwood, 2019; Rashid *et al.*, 2019)

3.1.2. Research Paradigm:

The paradigm of scientific research serves to define the scientific philosophy of research. The scientific research literature argues that the researcher needs a clear vision of paradigms or a vision of the world, which offers a basis of philosophy, theory, instrumentation and approach. paradigm research rests on these bases (Butucea, 2017; Kivunja and Kuyini, 2017). Moreover, a large framework covering perception, beliefs and knowledge of many theories and techniques employed in scientific research may be characterised by the scientific research paradigm (Hussain *et al.*, 2013; Žukauskas *et al.*, 2018). The scientific research paradigm is likewise marked by an accurate multi-stage method. After going through these steps, the researcher establishes a link between study objectives and issues. The paradigm phrase is intimately linked to the notion of normal science. The same norms and standards of scientific practice govern scientists who operate in the same paradigm frame (Tharsika and Pratheepkanth, 2020).

In the classification of scientific paradigms, also typically include the three paradigms (positivist, constructivist and critical), differing in ontological, epistemological, and methodological elements. Moreover, there are unparalleled studies of research paradigms using the most prevalent words (Hussain *et al.*, 2013; Mirhosseini, 2019). The description of the terminology is in keeping with the descriptions most found in writings by many authors, albeit it is generic rather than particular to fields or study. Tharsika and Pratheepkanth (2020) refer to methodology as a generic approach used by researchers to solve an identified problem in a systematic way (Mirhosseini, 2019; Tharsika and Pratheepkanth, 2020).

Methodology is the support structure of research and is impacted by the paradigm in which our theoretical viewpoint lived or evolves (Bryman, 2016; Gioia, 2019; Saunders Philip Lewis Adrian Thornhill, 2019). Many scholars argue that methodology is a broad paradigm or theoretical basis research strategy in most common terms, and that this technique comprises systematic approaches, processes or instruments used to gather and analyze data. Based on these arguments, the framework in Figure 10 will be used as basis to analyse data in this research.

3.1.2.1. Critical:

The critical model suggests that social truth is made, generated and replicated historically. And if people can really change their social and economic conditions as well as cultural, and political dominance limits their ability to do so. Relevant research focuses on contemporary culture on the opposition and inconsistencies. It aims to become emancipatory (that is, help eradicate the causes of separation and domination) (Leedy *et al.*, 2020; Myers and Klein, 2011; Pousti *et al.*, 2021).

3.1.2.2. Interpretive:

The interpretive model is structured to explain phenomena through the interpretations given to them. The model suggests that only social constructions like language and mutual significances can reach the truth (Leedy *et al.*, 2020; Rudolph, 2018). The interpretive researchers depend on the participants to take a perspective of the situation they are researching and consider the effect of their interactions on the study. Researchers gather information through questionnaires, observations, feedback, and an interpretation of visual data.

This analysis uses the interpretive paradigm. It is suitable as it covers all aspects required to research value creation and value addition in the public sector and identify the role and challenges in it. In addition to that, this study is a qualitative that uses interviews to gather data from the staff working in councils to support the truth by analyzing the data collected and responding to this study's research questions.

RESEARCH PARADIGMS	TERMINOLOGY OFTEN ASSOCIATED WITH BASIC RESEARCH	BASIC METHODS	DATA COLLECTION MEASURES
POSITIVIST / POSTPOSITIVIST	EXPERIMENTAL HALF EXPERIMENTAL CORRELATING REDUCTIONISM THEORY EXAMINATION CAUSAL	QUANTITATIVE . QUALITATIVE METHODS CAN ALSO BE USED	EXPERIMENTS HALF EXPERIMENTS TESTS SCALES
INTERPRETIVIST / CONSTRUCTIVIST	NATURALSITIC PHENOMENOLOGICAL HERMENEUTIC INTERPRETIVIST ETHNOGRAPHIC PARTICIPANTS VALUE THEORIES CREATION SYMBOLIC	QUALITATIVE METHODS DOMINATE ALTHOUGH QUANTITATIVE CAN BE USED TOO	INTERVIEW OBSERVATION DOCUMENT STUDY IMAGE DATA ANALYSIS
TRANSFORMING	CRITICAL THEORY NEO-MARXIST FEMINIST CRITICAL RACE THEORY EMANCIPATING DEFENSE OVERALL PICTURE FOCUSED ON EMPOWERMENT INTERVENTIONISTIC NONSTANDARDISED SEXUALITY THEORY DEPENDING ON RACE POLITICAL	QUANTITATIVE , QUALITATIVE, MIXED METHODS	A WIDE SPECTRUM OF MEASURES, A SPECIAL NEED TO PREVENT DISCRIMINATION EG, SEXISM, RACISM AND HOMOPHOBIA
PRAGMATIST	ACTION CONSEQUENCES FOCUSED ON THE PROBLEMS PLURALIST MIXED METHODS	QUANTITATIVE NAD/OR QUALITATIVE METHODS CAN BE USED	THERE CAN BE USED MEASURES FROM POSITIVIS AS WELL FROM INTERPRETIVIS

Figure 7: Data Analysis Process

3.2. Methodological Approach:

Depending on the purpose and design, different methods can be used to perform analysis. This research is based on a qualitative approach.

3.2.1. Qualitative Approach:

The qualitative method to information collection relies on a thorough description of a phenomena (Lyons and Coyle, 2022; Male, 2016; Ramanadhan *et al.*, 2021). This is usually done via interviews, questionnaires or focus groups. For several reasons, a limited number of people take part in these kinds of studies. Some of these reasons include time constraints, accessibility and other logistical issues. Interviews can be highly organised, directed or less structured by open-ended questions and are conversation interviews (Male, 2016). Buildings from qualitative research cannot be extended to the full community, because of investment in this form of research and a very small number of participants. However, such research provides a benchmark for more research and deeper knowledge that might influence theory, practice and specific situations.

The qualitative research questions of "what" and "how" in this research are framed according to Creswell (2022). This research will undertake an inductive approach. The approach will take a case study methodology where research will try to identify the factors that influence providing value added services (value creation) in service delivery within an organisation as perceived by the staff. The process will enable the researcher to gain a complete understanding of the service delivery process. Furthermore, this approach is used as the relative numbers available to undertake the study is small. This method will allow us to describe the current

process which prevents or hinders the delivery of value added (value creation and value addition) services. It also provides means to explain why this is happening and provide ways to rectify the process. Although the research is based on a qualitative approach, interviews will mainly be used for data collection.

3.3. Data collection

Qualitative analysis can employ various methods of data collection. The selection techniques in the qualitative analysis are focused on four types of findings, records, audiovisual resources, and interviews (Creswell and Creswell, 2022; Leavy, 2022). This research will only use interviews as a method of data collection.

3.3.1. Interviews:

In a qualitative study, interviews serve as interactive conversations where one participant poses questions while the other provides responses. Group interviews can also be conducted with six to eight individuals. These interviews may take place in person, over the phone, or via the internet. Typically, they feature open-ended questions designed to elicit participants' perspectives and opinions. Various methods, including handwritten notes, audio recording, or video recording, can be used to capture the interview data (Creswell and Creswell, 2022; Leavy, 2022). Interviews come in different forms, ranging from highly structured to unstructured, depending on their level of organization. A structured interview with audio recording and taking notes was used in this research.

Formal interviews follow a specific sequence of questions with standardized responses, limiting diversification. In contrast, unstructured interviews lack a predetermined format, offering subjects more freedom, and may not provide interviewers with preformatted guides (Flick, 2017). Another category is semi-structured interviews, which revolve around similar topics. These interviews employ a guide to maintain focus on specific subjects while allowing flexibility for fresh ideas and discussion (Davis, 2020).

This research involved conducting interviews with staff members who have worked or are currently working within city councils (public sector). This data collection approach was chosen to elicit the perspectives and insights of the interviewees, rather than simply collecting information that fits predefined categories. It allowed interviewees the opportunity to elaborate on their responses, seek clarification when needed, and provide additional details, including unexpected and potentially valuable insights (Creswell and Creswell, 2022; Flick, 2017; Leavy, 2022).

Creswell and Creswell (2022) states that interviews are helpful where information cannot be derived by researchers who personally observe participants, when the survey does not provide useful information for the study (Creswell and Creswell, 2022). In addition, semi-structured interviews are used to ensure that respondents involved in this analysis are given the best way to respond to the research issues of this report. This type of interviews is ideal for this analysis, as it allows respondents to remain focused about the study and to introduce new ideas and enables them to share their thinking freely and to speak openly (Kalu and Bwalya, 2017).

3.3.2. Research participants and interview process

A selected number of people were contacted to get their interviews about their views about the challenges faced in their working environment which prevents delivering value added services. They were asked if they knew the importance of value addition or value creation for public services, how much they used these values in the public sector and what are the challenges they face and how they overcome those problems. These people were also asked about the solutions to the problems and the main questions in the interviews are 'why, what, how,'. The selected participants were told about the execution of the interviews, were informed that their personal information was not disclosed and decided upon during the interview. Each participant signed and was interviewed separately that was mentioned in an informed consent form.

The theme and aims of this study were outlined in depth at the beginning of the interviews and accompanied by a detailed description of value-added services (value addition and creation) and their role in public sectors and their importance.

The researcher's introduction to the objective of the research, likely interview length, confidentiality and anonymity element of the study. Furthermore, the following information was shared with the participant before the interview.

- Interviewee's name.
- Language for the interview to be used (either Dhivehi or English or both)
- If an interviewee would have to ask before the interview.
- Date and interviewee time convenient.
- Where to conduct an interview (for the preference of the interviewee).
- Consent to record a tape recorder interview.

The following tabulated information is an overview of the respondents, location and approximate duration spent on completion of the interview process.

Table 2: Demographics of the sample and some basic descriptors of the interviews.

Respondents	Gender	Place	Date of Interview	Duration of Interview
Respondent 01	Female	MCC	2nd Feb 2022	85 mins
Respondent 02	Male	MCC	9th Mar 2022	75 mins
Respondent 03	Male	Online	27th Jan 2022	80 mins
Respondent 04	Female	MCC	6th Mar 2022	80 mins
Respondent 05	Female	Online	12th Mar 2022	75 mins
Respondent 06	Male	ACC	21st Feb 2022	60 mins
Respondent 07	Male	ACC	22nd Feb 2022	65 mins
Respondent 08	Female	Online	10th Mar 2022	80 mins
Respondent 09	Female	FCC	17th Feb 2022	70 mins
Respondent 10	Male	FCC	18th Feb 2022	75 mins

Table 3 indicates the questions that were mainly used in the interview to keep overall consistency to achieve the data. However, during the interview process some related questions were asked to either clarify what the respondent said or to obtain extra information.

Table 3: Main Interview Questions.

No	Questions
1	Please explain the role of city councils as you, see?
2	What are the factors within the City Council that hinder the delivery of value-added services? (List as many as you think and experienced)
3	Do you think the city council's role can be expanded? If so, explain why and not.
4	Do you think the structure of operations in City councils can provide value added services to the community? Can you explain your argument
5	Does the current working environment hinders providing value added services at City Council?
6	What are the major factors in the working environment that affects the delivery?
7	In your opinion procedures and practices at Council needs to be changed to improve current service delivery. If so, what are these procedures?
8	Do you think the structure of operations in City councils can provide value added services to the community?
9	While councils are independent organisations, what is the major issues in functioning that way?
10	How do you view the importance of the relationship between Central Government and city council for service delivery? Explain how it affects and how it can be corrected.
11	Do you think there are better ways for the council to operate to become more effective?
	What do you understand by the term core values?
12	Does the existence/absence of core values impact efficient service delivery?
13	Do you think do you believe there are core values specific core values in City Council
14	Can you say if the current system has been successful for service delivery?
15	In your opinion, how do you see the development of the city council for better services.
16	In your opinion, how important is good leadership in improving service deliver in councils?
17	What is the role of ICT in effective service delivery? How important is it.
18	Do you think performance-based pay system can improve service delivery?

The questions presented in Table 2 were formulated by drawing upon existing literature and the research inquiries. These questions were further refined with valuable input from academic experts. During the question development process, great attention was paid to ensure that they were both valid and ethically sound for administration. These meticulously crafted questions facilitated the systematic collection of structured data, ensuring that every respondent was presented with an identical set of questions as their foundation.

3.4. Data Analysis Process

Thematic Analysis (TA) is a systemic process widely used in qualitative data analysis. It is a process of separation, identifying, categorisation, linking and analysing patterns is a set of datasets collected (Byrne, 2022; Clarke and Braun, 2017; Terry *et al.*, 2015). The process is undertaken to enable the final understanding and description of the dataset collected for the study. The study used qualitative thematic content analysis method for the data analysis, which was mainly performed using MAXQDA, a content analysis software. The interview transcripts from respondents were coded and analyzed for useful insights.

Thematic analysis involves a repeated process of identifying words and phrases in the dataset and identify a phenomenon or theme to produce a meaningful concept or shared core idea (Clarke and Braun, 2017). These concepts or themes are identified by repeated analysis from the data gathered through the research questions (Terry *et al.*, 2015). Themes may be related to past research in similar areas reviewed, possible observations done during data collection and from the study of the dataset that has been collected and analysed for the research (Clarke and Braun, 2017; Grbich, 2013; Miles *et al.*, 2014)

Once the data has been collected via the interviews, the data needs to be analysied to obtain the results of the research. Data analysis needs to follow a predetermined route of steps to ensure proper handling of the data to achieve the objectives of the research. There are several different methods or processes that can be followed to undertake data analysis. Colazzi's Method (Morrow *et al.*, 2015a, 2015b; Praveena and Sasikumar, 2021), Thematic Analysis (Byrne, 2022; Clarke and Braun, 2017) and Creswell Data Analysis (Creswell, 2014; Creswell and Creswell, 2022) are some methods that can be used. As the research data will be processed via a thematic analysis process (Byrne, 2022; Clarke and Braun, 2017), the researcher needs to be thorough with the data to understand and retrieve the themes that come out of it. Data analysis can go in parallel with other areas of the qualitative research (Creswell and Creswell, 2022).

The overall process of data analysis will be undertaken using Creswell (2014) data analysis process (Figure 8) while the thematic analysis will use Braun & Clarke's (2012) six phase approach (Figure 9). It should be noted that these two methods have areas of common ground in the data analysis process which is discussed below.
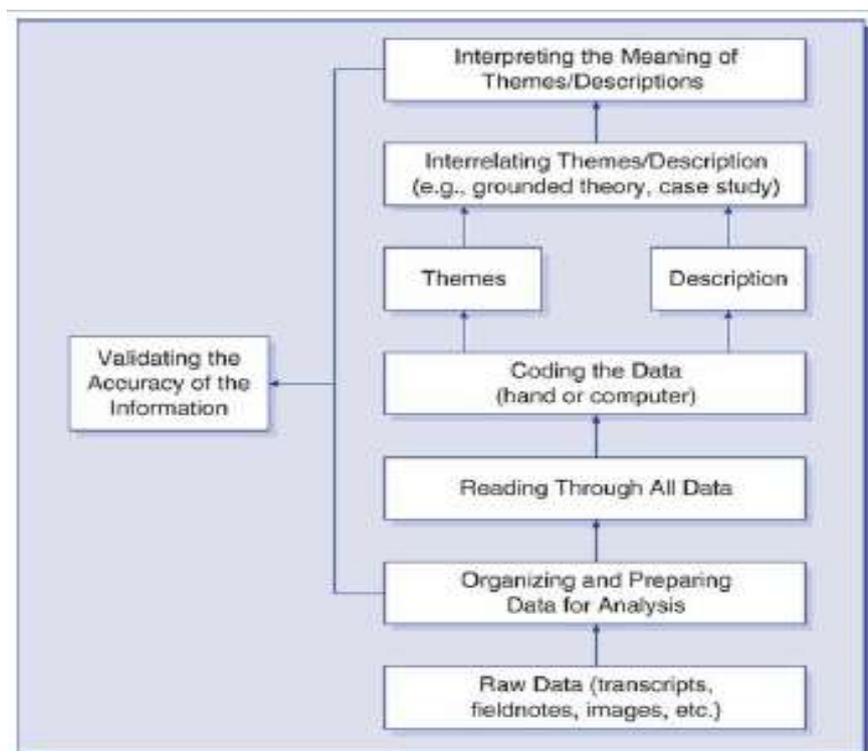
Figure 8: Data analysis process (Creswell, 2014)

Figure 9: Thematic analysis process (Braun and Clarke, 2012)

Step 1: Organize and prepare the data for analysis.

The first stage in Creswell's data analysis involves collecting the data, and if recorded, transcribing and sorting them to study (Creswell, 2014).

Step 2: Read through all data.

Reading through the data will give the researcher a sense of the information that is at hand and if more needs to be collected. It should open the door to reflect on the overall aspect of the data collected. The overall sense of the data at hand should provide the general ideas of the participants, their sense of knowledge, their tones and more importantly the credibility and the usefulness of the information. Some qualitative researchers compose comments at the margins

of transcripts whilst others currently report general opinions on the results (Creswell, 2014). This stage is reflected in Braun & Clarke (2012) as phase 1 where the researcher gets familiar with the data. Repetitive reading to understand beyond the surface meaning of the transcripts and make notes to analyse and critically think about the data (Braun and Clarke, 2012; Clarke *et al.*, 2015; Clarke and Braun, 2018).

Step 3: Coding the Data

The building blocks of the data analysis is based on the coding process (Braun and Clarke, 2012). Coding is the process by which the data is organized into different categories and making notes in the margins to review later (Creswell, 2014). Data from the transcribed interviews in this phase are segmented, sentences or paragraphs and are divided into groups labelled by a word and are typically rooted in the participant's proper English. Code formation is done by following a set of steps to properly identify the different categories. These steps are divided in to 8 stages and include:

1. Make sense of the date by reading all the transcripts carefully and identifying the thoughts while reading.

2. Choose one single interview, usually the shortest one, and understand what it really means. Try and avoid judging the substance of the information in the transcript, rather identify the fundamental meaning given by the participant. Please ensure that the ideas and thoughts are noted accordingly.

3. Once all the transcripts are read thoroughly, make a list of the topics that were identified. If there are similar topics or related topics it can be made into clusters or groups. Once completed, these topics can be further divided into primary, unique and other topics.

4. In this step, return to the information with the tabulated topics, abbreviate the topics as codes and write codes alongside the corresponding text fragments. Try to see if new divisions and codes will appear in this provisional arrangement.

5. Find and categorise the most precise wording for the subjects. Seek options to reduce the overall category list by grouping topics related. Maybe draw lines between the interrelationship divisions.

6. Make a final abbreviation decision and alphabetize these codes for each group.

7. Assemble and carry out a preliminary review of the data content belonging to each subclass.

8. If possible, recode the current data.

After completing these steps to categorise and code the data, the number of categories can be narrowed down into three basic areas. Firstly, categories on topics which are based on previous literature and common sense. Secondly categories that came unexpected and surprising in the overall study. Finally, categories that are peculiar and of philosophical importance to readers in and of themselves (Creswell, 2014; Creswell and Creswell, 2022).

Step 4: Description and themes

This is the step where the analysis starts to take shape in terms of recognisable areas or themes (Braun and Clarke, 2012). The process involves the use of the coding method for generating a setting summary and categories or topics for study. In this stage, the researcher may create summary codes and use the coding to produce a variety of topics or categories. The themes produced are those that are viewed as major research findings and depicts important data in relation to the research questions (Braun and Clarke, 2012; Creswell, 2014). These major themes are normally used as headings in the research results column. The subjects should

present various viewpoints of people and should be supported by quotes and clear proofs (Creswell, 2014; Creswell and Creswell, 2022).

Step 5: Interrelating themes / description

Once the themes are identified, the process must be repeated and cross checked in relation to the coded data and data set as a whole (Clarke *et al.*, 2015). It is important to check the themes against the collated data to ensure that the themes do align with the data. If there are mismatches, then those must be either moved to another theme or discarded (Braun and Clarke, 2019; Clarke and Braun, 2017). Once these steps are completed, then advance how qualitative narratives depict the description and themes. This can be done using a narrative passage to demonstrate the results of the study. It may be a discussion that includes a chronology of events, a systematic discussion on many subjects (with subtopics, unique examples, numerous human perspective and quotations), or a discussion on interconnected subjects (Creswell, 2014; Creswell and Creswell, 2022). When writing the report in qualitative research, the analysis is interwoven with the writing. Furthermore, it is important to present the themes in an appropriate order where they connect meaningfully and logically and should follow from one to another (Braun and Clarke, 2012, 2019; Clarke *et al.*, 2015).

Step 6: Interpreting the meaning of themes/descriptions.

In this step, the observations and results are interpreted. "What were the lessons learned?" is asked by the researcher to catch the essence of this theory. These lessons may be the researcher's own understanding, since it may provide a context when matching the results with the knowledge collected from literature or hypotheses (Creswell, 2014; Creswell and Creswell, 2022). Furthermore, the identified themes need to be named accordingly. Each theme must be

unique and specific about a certain subject. If the themes are good, they should have a singular focus, should not overlap, and addresses a specific research question (Braun and Clarke, 2012; Clarke *et al.*, 2015).The researcher may propose that the results affirm or disagree with evidence that is already known. He/she could also put forward new questions posed by data and research that were not expected at the start of the report (Creswell, 2014; Creswell and Creswell, 2022; Lub, 2015).

In this study, the six stages of the above model of data analysis have been followed in an analysis of the raw data collected from interviews. The interviews were transcribed first, details were sorted and organized. The author then returned to the interviews collected as much as possible to ensure that the transcript was done in the optimum manner. The author then went one by one through the transcripts to learn about the data and made note of various theories. The data were then coded by identifying interrelated chunks of text, clustered and marked and monitored by continuously going back to the data and checking for new classes or codes. In addition, definitions have been identified and the topics were focused on which research issues for the study were developed and discussed, understood and addressed.

3.5. Research Instrument

In the design of this research a qualitative research approach was used, with a particular emphasis on in-depth interviews as our primary method of data collection (Creswell and Creswell, 2022; Jameel *et al.*, 2018). The research instrument, in this context, took the form of a meticulously crafted set of interview questions (Patton, 2015). The development of these questions was a thoughtful and systematic process, undertaken with the overarching goal of aligning the inquiries with the specific research objectives and ensuring the depth of information sought from participants.

The process of question design involved multiple stages, including an initial review of the existing literature to identify relevant themes and potential areas of exploration (Corbin and Strauss, 2015). Subsequently, a draft set of questions was created, drawing on insights from this literature review and the research team's expertise. This draft was then subjected to rigorous review and refinement, incorporating feedback from both internal discussions and pilot interviews (Seidman, 2019). This iterative process was instrumental in enhancing the clarity, coherence, and effectiveness of the interview questions.

By adopting this qualitative approach and dedicating attention to the design and refinement of interview questions, the aim was to capture the depth and complexity inherent in the participants' experiences and perspectives. In summary, although the traditional creation of survey instruments or measurement scales was not a central focus of this research, the careful construction of interview questions played a pivotal role in shaping the methodological framework and ensuring the validity and richness of the data obtained.

3.6. Validity

Concepts for evaluating study efficiency are validity and reliability. Validity means that such methods are employed to verify the quality of the test results(Creswell, 2014; Gibbs, 2007). The aim is to establish the validity of the results from a researchers, participants or readers perspective (Creswell, 2014; Creswell and Miller, 2000). It is one of the qualities of qualitative analysis which can be called integrity, reliability and integrity. The capacity of the researcher to evaluate and convince readers of the correctness of results is strengthened using many methods. According to Creswell (2014), there are various methods that can be used by the researcher to guarantee validity of the research. One such method is referred to as data

triangulation (Creswell and Creswell, 2022). Data triangulation is a research method in which multiple sources or methods are used to gather and analyze data to increase the credibility and validity of the findings (Bekhet and Zauszniewski, 2012; Fielding, 2012; Jentoft and Olsen, 2019). The idea is that by using multiple perspectives, researchers can cross-check and verify their results, which helps to reduce bias and increase the confidence in the conclusions (Jentoft and Olsen, 2019; Wilson, 2014). This can include using different methods to collect data (such as surveys, interviews, and observations), as well as combining data from different sources (such as primary and secondary sources). Data triangulation is often used in qualitative research to increase the reliability of the findings. In this research only interviews were used. However, the transcripts were shared with the respondents, multiple times to ensure that the data they provided was accurate and to the point of their views expressed.

The process and the environment in which it was used have been described and the participants presented, where their age, occupations and sex are specified, to ensure that the relevance of this study is detailed description of the environment.

3.7. Reliability

The reliability of the research is very important as it hinges on the importance of the research. Reliability is the uniform methodology of researchers and programmers and is defined as describing how well the researchers' findings can be reproduced (Creswell, 2014; McDonald *et al.*, 2019). Yin (2018) advises to log the methods of the study in as many steps possible to ensure the approach to qualitative research is accurate, coherent and stable (Yin, 2018). Yin (2018) also recommends that a protocol be developed to allow others to observe the procedures if needed. Several processes can be utilised to increase the reliability of the research (Lyons

and Coyle, 2022; Male, 2016; Miles *et al.*, 2014). The following are steps identified in ensuring reliability of the data collected.

- Verify that the transcripts do not have any errors which may have been done when the researcher transcribed the interviews.

- Please take special care to identify the code to make sure it is well specified.

- Repeatedly compare the information with the codes and write notes on the code and its definitions.

- If the codes identified by different researchers are cross-checked, the results can be compared separately.

In this research, several steps were taken to enhance the efficiency of the analysis processes. Firstly, we meticulously organized and structured the contents of the transcripts, ensuring they were well-documented and substantiated with reliable references to each transcript. Each transcript underwent thorough review to identify and rectify any potential errors that may have occurred during the process of transcribing the interviews. The errors that arose mainly were due to translation from Divehi to English and sometimes due to pronunciation. In certain instances, the author revisited the recorded interviews to guarantee the accuracy of transcriptions and to confirm that no essential information was omitted. In addition, the final transcripts were shared with the correspondent participant to validate what they have said during the interview.

Additionally, clear codes were established, effectively grouping related sections of text, and assigned appropriate labels. This organizational approach was consistently scrutinized, with continuous reviews that involved revisiting the details to search for new patterns, classes, or codes that may have emerged during the analysis.

3.8. Problems and Issues

3.6.1. Strengths

There is no evidence that previous research of this kind has been undertaken in Maldives. Hence, this research will help many stakeholders in the public sector to utilise this research to improve or change their area of service delivery. Furthermore, since the service delivery areas have similar guiding principles in Maldives, this research can be applied in similar areas to provide value added services.

3.6.2. Limitations

The primary aim of this study is to identify challenges within the public service sector related to the delivery of value-added services. Given the extensive scope of public service, it is impractical to comprehensively cover all its facets within the confines of this research. Therefore, our focus is directed towards a specific subset of services, namely those provided by city councils. The city councils were chosen because, as a single entity, they provide a variety of services to the public. This would enable us to get a broader understanding of public service delivery.

Furthermore, due to the need for timely completion, resource limitations, and the necessity to target a specific group of participants, the level of precision may vary. Additionally, it's important to acknowledge the dynamic nature of city council development, with ongoing changes in laws and regulations. As a result, some of the issues addressed in this research may have been partially addressed or altered by the time this study is published. Therefore, the full

validation of research accuracy will be conducted upon the completion of data collection and analysis.

3.6.3. Scope

It is always good to have large number of data to determine outcomes of research. However, it is not always possible to obtain these levels of data base for many reasons. For this research, the data was collected through interviews. Given the time frame and limited access to reports and documents, as there was no significant need, no secondary data was used.

3.6.4. Ethical considerations

Ethical aspects in qualitative study are of great importance; as private and confidential details can be released, researchers must respect the rights, wants, beliefs and wishes of participants (Creswell, 2014; Creswell and Miller, 2000). Any lapse in ethical standards in research has the possibility of harming the subjects or public in general (Gajjar, 2013). Pimple (2002) notes that there are three areas of study concerns: The first definition (is it true?) concerns the connection between investigation and fact. It concerns whether the data and results really match the facts. If manufactured, corrupted or falsified, data is not accurate. The second group (fair) includes researchers' and participants' relationships, mainly with respect to authorship, plagiarism, informed consent, confidentiality, and privacy. And the third category (it is wise) concerns the connection between research and the nice, especially whether research can enhance or harm the human condition (Pimple, 2002).

In this study, the data was obtained by conducting interviews with certain individuals. The following actions to secure their interests were also taken:

- ✓ Informed the participants of the research goals and the application of the data collected from the analysis.

- ✓ Made aware of and the equipment used in the data collection process.

- ✓ All participants were sent a permit form (Appendix 1) and all participants were signed by them, told that they were voluntary to engage in this research and could, except during the interview, request to participate or withdraw at any time.

- ✓ The researcher's contact information has been made available and participants have been notified that they have a right, before, after or during the interview, to ask any questions.

- ✓ The participants were informed that the information they provide is kept secure and confidential by the researcher before testing is completed and is subsequently removed.

- ✓ Their identities have not been disclosed and will not be connected to any results.

- ✓ To avoid confusion as regards the reality and genuineness of results, the data are often made freely accessible without any alteration.

This research ensured the following factors when undertaking the research as well after completion of the research.

- The privacy of the participants will be protected.

- Proper quality and integrity are maintained throughout the research and afterwards.

- Ensure that participation in the research is voluntary.

- Ensure that no harm, physical or emotional, is faced by the participants.

- Participants' anonymity and confidentiality is respected and protected.

- That the research is impartial and free of writer's view

- Proper information is provided to the participants to make informed decisions.

Once the research is completed, personal data of participants will be stored in electronic media where access can be made with security passwords and to only those who will protect the anonymity of the participants. However, the findings will be shared in accordance with the requirements of the research objectives to ensure the purpose and outcomes are achieved.

The researcher has proper clearance from the ministry to conduct the survey and collect the data. Furthermore, as the researcher was working in the ministry, the data collection process will be undertaken with the help of enumerators to ensure that there is no bias and participants answer freely.

CHAPTER 4 – RESULTS

4.1. Findings

In this chapter the findings of the research are detailed to depict the respondents' interview outcome to provide insight and to identify the challenges encountered by the City Council staff to deliver effective and efficient services to the public. To protect the identity of the research participants and prevent any potential backlash they may experience by sharing their stories, respondents' personal details are kept anonymous. However, the demographic information of the participants in Table 1 indicates that there are 5 Male and 5 Female participants. To differentiate the respondents' answers, common names used in Maldives have been utilised. Nevertheless, to identify the councils to which these respondents belong, the following acronyms have been used.

- ACC – Addu City Council
- FCC – Fuvahmulah City Council
- MCC – Male' City Council

During the in-depth interviews, the respondents were asked about the role of City Council, their experiences as staff, their views and understanding of core values and how it affects the success of the organization, factors that hinders the delivery of quality services to the public, the current structure of the council, the functioning of the council, the impact of good leadership, role of Information Technology, possibility for expansion, what can or needs to be changed for enhancement, etc. The Results from thematic content analysis is presented and discussed in this chapter.

To identify and give a better understanding, the results of the interviews have been organized under themes. These themes entail insights into identified challenges encountered by the City Council staff when delivering services to the public.

For the data analysis, Braun & Clarke's thematic analysis process was utilised as a guide. The six steps that are identified in Braun & Clarke's thematic analysis process were followed to ensure that a systematic approach was followed to get the best results from the research. The analysis process identified twelve main themes.

4.2. Clustered Themes and Subthemes

In-depth interviews with participants highlighted many insights and experiences that resulted in several themes as outlined below with discussion and analysis to follow. Quotes that were related to the questions were selected to give voice to the themes established in the analysis. The analysis of themes was intricately tied to the primary objective of the interviews, focusing on the complex objective of understanding the experiences and perspectives of the participants. Their diverse narratives and personal accounts were meticulously examined and subsequently categorized into distinct themes. Despite the free and open-ended nature of the interviews, the emergent themes exhibited a remarkable degree of interconnectedness, revealing complex patterns and overlaps that underscored the difficulty of the participants' experiences. Each identified theme contributed uniquely to the comprehensive exploration of the participants' viewpoints, offering valuable insights into the intricacies of their roles and the challenges encountered within the dynamic context of their responsibilities as members of the city council staff. Table 3 outlines the main themes identified from the interviews.

Table 4: Identified Themes from the Interviews

THEMES	DESCRIPTION
ROLE	Entails the major roles of the City Council
EXPANSION	Possibility for Expansion
HINDRANCES	Challenges or factors hindering the delivery of quality and efficient services
WHAT CAN BE CHANGED	Suggested areas where changes should be implemented for better experience in the City Council.
ROLE OF ICT	Integration of Information Technology and how it affects the quality of service.
IMPACT OF GOOD LEADERSHIP	Impact or the effect of good leadership on the quality of service delivered to the public by the council
SUCCESS OF CURRENT SYSTEM	The success of the current governing system or structure.
CORE VALUES	The values the is important to an organization and how it impacts the quality of service.
FUNCTIONING ISSUES	Issues arising due to the current functioning of the council.
RELATIONSHIP	Explains the need for a good relationship between the central government and the Councils.
IMPACT OF PERFORMANCE-BASED	Describes if services can be improved through performance-based payment approach
STRUCTURE OF OPERATIONS	Entails the current structure of operation and how it can be improved for the future development of the Council.

Relating the specific research questions to the findings of this research study is critical to establish a coherent and logical connection between the initial inquiries and the outcomes of the research. Hence, in order to explain the findings in relation to the research questions, the themes identified in Table 4 have been further tabulated in relation to the research questions. This tabulation is presented in Table 5 below.

Table 5: Identified Themes in relation to Research Questions

RESEARCH QUESTIONS	RELATED THEMES
What are the major factors in the working environment that affect the delivery of public service?	Role, Expansion, Hindrances, Functioning Issues, Role of ICT, Structure of operations
Does the existence/absence of core values impact efficient service delivery?	Core Values, Good Leadership, Relationship, Structure of operations,
How important is good leadership and management structure in improving service delivery in councils?	Impact of good leadership, Relationship, functioning issues, what can be changed

By carefully examining the alignment between the research questions and the observed results, a comprehensive and robust interpretation of the data can be highlighted indicating the extent to which the findings contribute to answer the original research inquiries. Additionally, this alignment will facilitate a better understanding of the significance and implications of the findings within the context of the broader research landscape, ultimately enabling to draw meaningful conclusions and make informed recommendations based on the research outcomes.

4.2.1. Theme One: Role of the City Council

The role of a city council is crucial in the governance and administration of a municipality, as it serves as the legislative body responsible for making decisions and enacting policies that directly impact the local community. City councils play a pivotal role in shaping the social, economic, and infrastructural development of cities, overseeing matters such as zoning regulations, municipal budget allocation, public services, and community welfare initiatives (Bishop, 2015). They are responsible for representing the interests of their constituents, addressing public concerns, and advocating for the overall well-being of the city (Goldsmith and Crawford, 2014).

To begin the interview, the interviewer asked the staff of the City Council to explain the role of the Council in their understanding. Each participant reported their understanding of the role the council serves to the public. From their collective responses, it is observed that the City Council is responsible for a variety of roles such as cleaning, street maintenance, land survey, land and seagoing vessel permission, harbor management, road repair, house registry, issuance of certificates, waste disposal, etc. Some key extracts from participants' responses are as follows.

"Currently we do provide a lot of services like street cleaning, making of birth certificates, house registries, land registries, permission to build houses, looking after harbors and all different kinds of services" (Hassan, ACC).

"My City Council plays a very big role in servicing the public in Fuvahmulah city. A lot of services are provided by the City Council which include cleaning of streets, waste disposal,

streetlighting, birth certificates, National ID card provisions, making a registry for houses, land registry, harbour management and all these kinds of services" (Ali, FCC).

Another staff explained that the Council is like an umbrella which houses different kinds of services needed by the public, in her interview, she stated thus.

"However, in City Council these services fall under one umbrella which is the City Council. This means the City Council provides almost all the different types of services the public needs within a community. It includes cleaning garbage collection, issuing permits and so forth. Given this I believe better services, better equipment and more people need to perform the role of city council" (Aminath, ACC).

Also, on the role of the Council, a staff emphasized that the major role of the City Council is to cater to the needs of their respective public. These needs are then provided in differs ways as mentioned.

"Important services like cleanliness of the island, waste disposal, different kinds of registries, the birth certificate, house registries, land registries all these services. So, it's kind of integrated in terms of the functioning of the island to provide services so the role is quite vast. The most important and big part is the satisfaction and fulfillment of the needs of the public" (Ibrahim, ACC)

4.2.2. Theme Two: Expansion of City Council

Speaking on possible expansion of the council, most of the staff disagreed with the expansion of City council. According to them, the City Council is already providing a lot of services and thus there is no possibility for expansion in the current system. In their report, they mentioned that rather than seek expansion, the existing services should be improved.

"Right now, given the current situation and the status of the council I don't see any progress or expansion in the near future. However, I can see a lot of changes are being brought to the local council regulations. So, I'm not sure what is in there that can be expanded now. As I said, in my experience and as I see now it's hard to say that it is going to be expanded or can be expanded in the near future" (Hassan, ACC).

Another staff equally added that the current mentality of people does not give room for expansion as funds are often distracted.

"Any external funds are distracted because of this hence I do not believe that given the current mentality of some people that the role of the City Council can be much further expanded" (Ibrahim, ACC).

On the possibility of expansion, another staff member stated:
"In my island I don't think it can expand any bigger a because I think we practically provides almost all the services the public requires" (Ali, FCC).

A member of staff mentioned that the Council is currently struggling to meet the demands and standards of the public on its existing services thus there is almost no possibility of expansion.

"I think the answer would be yes. It can be expanded. But I'm not sure exactly how? Sitting right here now and thinking in the current experience I have, whether we can expand it. Because, I mean even now, we are struggling to provide the existing services to the standard the public demands" (Mohamed, MCC).

Another staff stated:

"I can say is we can improve our services, rather than giving more services. We can improve the services we provide now. Currently there are a lot of complaints from the public. Hence, we can listen to the public and improve rather than expansion" (Aasiyath, FCC).

Additionally, a staff mentioned that although the existing roles are large, the Council can always expand if the public requires services that are not available through other means.

"City Council is to provide services to the public. So, if and when the public demands a specific service which is not available through any other means then I think yes, we can expand. But right now, I don't see an avenue we can expand. But I'm not writing off anything. Rather I would say that it can be expanded technically. This probably is the only we can grow" (Ali, FCC).

"Then again with development people demand different kinds of services. So, in practice I have to say with the demand of the people the services have to be expanded. Hence, if the services are expanded then I believe the role of the council will expand" (Aminath, ACC).

4.2.3. Theme Three: Hindrances

The respondents were asked to list the factors within the City Council that they believe hinder the delivery of value-added services. These factors can be considered as the challenges that hamper the ability to provide quality and effective service to the public. Given the fact there were several challenges and factors identified by the respondents, these challenges/factors are discussed below under sub-themes.

4.2.3.1 Sub-Theme One: Finances

Procurement is an important and an integral part of any organizational activity. Organizations usually spend a large portion of their operational budget on purchasing goods and services. The city council is not left out of this. The council runs on an annual budget to meet the needs of the public. According to reports from staff, the City Council depends on the central government for the budget. The budget which is prepared and approved annually through Parliament is often never enough to cater for the financial needs of the council. This has been mentioned by all the participants in this study to be a big factor hindering provision of quality services to the public. The following are some example quotes from the interview on the issue of finances.

 "The council depends on budget from the central government delivered through Ministry of Finance. It has never been to the level required to deal with certain services in the council. As a result, finances play a big role in delivering efficient services to the public" (Hassan, ACC).

Another respondent explained that sometimes it is not the amount of money the City Council receives in the budget. According to him, the utilisation of the limited finances is also a contributing factor to the delivery. He further stated that for any organisation, finances can never be enough, but we must ensure what we receive is utilised properly.

The staff emphasized the fact that providing effective services to the public has a direct relation to the financial capacity of the council. The lack of finances subsequently limits the availability of other resources to the council.

"Resources are always a big issue, especially finances. I know we can never get enough money, but I believe we need more than what we get now to provide effective and efficient services" (Ali, FCC), another explained.

Also, in financial challenge, the City Council, as reported by staff during their interview is not allowed to raise funds independently. The staff also mentioned that the council does not have direct access to utilize any funds received without permission from the central government. According to them, funds are deposited into the national account which is a big issue in the smooth running of the council.

Several staff highlighted that, although the decentralisation act provides many avenues for the councils to raise funds, it has not been fully implemented. These respondents further stressed that any funds received must be deposited in a national account, rather than in a commercial bank. This creates an unnecessary bureaucratic process which delays the process. One of the respondents stated that if the councils had accounts in commercial banks, then access to funds would be easier there by increasing delivery and effectiveness. While this might be the case, few participants highlighted that it will also open doors to misuse funds as the checks and balances will not be that strong in this type of process. Hence, such a mechanism must be implemented with proper monitoring schemes.

In highlighting the challenges of dependence on central government for finances as a hindrance, one respondent from FCC stated that "it creates a bureaucratic process, which delays the delivery of service significantly as potential suppliers are reluctant to provide services to

the councils as payments get delayed. Sometimes, this delay even increases the costs of goods and services, thereby limiting the resources councils must utilise.

"The fact that all our finances come through central government and all the payments have to go through the government system is one of the major challenges that the councils face in providing efficient and effective services. This does not mean that other issues do not exist. It does." (Ali, FCC)."

Another participant added that aside from the procedures involved in getting funds from the government, the council is not allowed to carry out other fund generating activities which would have increased the revenue of the council. This process of getting permission and approval from central government adds to the difficult financial situation the council faces.

"We still cannot raise funds from external donors without consulting the central government. There are limitations to lease out land and other areas for income generation activities for the council. This process of getting permission and approval from central government adds to the difficult financial situation council face to provide so this is due to the lack of finances council labor to hire adequate staff, competent staff to provide the services" (Ibrahim, ACC).

4.2.3.2 Sub-Theme Two: Lack of Authority

Every organization should be able to make its decisions. According to respondents, the City Council lacks independence, although they are given a wide range of autonomy in the Decentralisation Act. The process of financial acquisition and even the hiring process is controlled by the central government. All through the report, lack of authority was mentioned as one of the major factors hindering the provision of quality and effective services to the public.

In justifying his argument about the lack of authority, the respondent from ACC said that, sometimes even the simplest things have to be approved by the central government. Process like re-issuing national ID cards and permits have to go through the central system. Sometimes these works are not controlled by regulations but rather through administrative procedures and lack of funds. He further added that the lack of autonomy, as he sees, is one of the major issues that is faced by the council to deliver effective services.

Another staff mentioned that the lack of autonomy hinders the progress of services in the Council as the relevant ministry takes too long to respond to many requests made by the council. In addition to this procedural process, there is still the issue of ministries' reluctance to give full authority to councils to deliver the services. For example, we can print and give ID cards to the public. But due to lack of resources, we now have to rely on the office in Male to send us the printed cards. This process takes a long time, which dissatisfies the public. The level of service efficiency drops as a result.

It was also mentioned that although the statutory bodies have their own regulations to follow, the council still operates under the authority of the government. The local government authority (LGA) has a majority say in how the councils are administered. They sometimes even get involved in administrative decision making.

"Over the years we have heard that these councils are independent statutory bodies. They have their own regulations to functions. This might be the case on paper, but the reality is that the councils do not have independence. We have to rely on the Ministry of Finance to get our budget. We have to rely on LGA for guidance in administration. And in many other services, consult the respective ministry for their guidance. So, this actually does not give the councilors full authority to function effectively" (Ibrahim, ACC).

Many respondents added that, in some cases, autonomy is hampered by the central government through regulations. Sometimes the councils are even penalized through legislation. There is limited autonomy in administration and almost totally dependent on financial issues.

4.2.3.3 Sub-Theme Three: Hiring Process

As mentioned earlier, one of the challenges in the Council is the hiring process. Respondents in this research mentioned that people are recruited based on merit basis (educational qualifications) which in many cases do not meet the job requirement. The right people are often not given the job because the hiring process is judged based on certifications. Now, the challenge that comes with hiring people with high qualifications is that they often leave immediately they get a better offer elsewhere. There is a lot of turnovers, and it is difficult to get the right person to the jobs we have as the hiring process, I believe is not fit to hire people for the kind of works done here in the city councils, explained Aishath. She stated that:

"We don't get the right person for the job rather we get somebody who is qualified on merit which is does not always fit to the job and usually because and they come with high merits they don't last long in the job and there is hi turnover" (Aishath, MCC).

Another respondent added:

"We cannot get the best fit for the job currently as we use a merit-based system which is the civil service human resource hiring policy. The issue here is that we have to always select the person with the best educational background, which does not provide the best fit for the job. Hence, for better results I believe we need to make changes to the hiring process." (Aasiyath, FCC).

According to another respondent from MCC, the recruitment process which is now based on merit does not give room to judge the applicants by their ability to do the job. There is limited room to select the best fit for the jobs they have in the councils. He added:

"I would say the other challenge would be recruitment of staff Male City Council. The hiring process comes under the civil service regulations as all the staff are civil servants. Hence, the city council have to recruit staff in accordance with the civil service guidelines. The civil service guidelines for recruitment state that it has to be merit based which means more marks are given to the education qualification, rather than the ability to perform the job. This limits us to select the best fit for the job." (Ahmed, MCC).

He concluded that the hiring process is one of the major challenges hindering the council from providing effective services to the public. According to Ahmed (MCC), the staff hiring policies and mechanism is one of the major challenges that I believe hinders effective and efficient service delivery for the public in in City Council.

Another important point mentioned during the interview is that the hiring process does not give room for existing staff to be promoted. Aasiyath (FCC) stated that:

"Applications has to be opened nationwide. We then need to choose from these applications. This means even the staff in the council also need to go through the process of application. This actually limits the opportunity for hardworking staff within the organization to be promoted. This has resulted in experienced staff leaving the office to seek better opportunities, which is turn puts lots of burden on the office. Hence, for better results, an internal hiring mechanism needs to be added to the hiring process" (Aasiyath, FCC).

4.2.3.4 Sub-Theme Four: Lack of Training

Lack of training is mentioned to be a major challenge among the staff in City Council. As highlighted in the interviews, there is a need for adequate training of staff on the technicalities of service, customer care, personal development, etc. Almost all respondents indicated that when there is adequate training, workers will know what to do to, how to do it effectively which will result in better services thereby satisfying the public.

"So, if we can provide even on the job training or like going to local training with people and then they get exposed to working environment. Furthermore, some study tools or short-term seminars or professional development in similar areas, I think would increase service quality a lot." (Ibrahim, ACC).

Another respondent added:

"Some people we hire don't have proper training or technical training in their particular area. Although sometimes we get very good people with high Ordinary Level /Advanced Level qualifications, since they don't have office training their output is not that effective. Hence, for better services we need to provide training for these staff." (Mariyam, MCC).

When staff do not have enough knowledge of their job, there will be mistakes during job execution. Efficiency will be affected. Knowledge with training can be increased via proper training, added Mariyam. In support to Mariyam's statement, another respondent stated:

"So, when we can't train the staff, they have to learn on the as they go along. This process of on-the-job training takes a long time to be effective. Moreover, the trial-and-error system sometimes are prone to many mistakes. Consequently, in the process they are confronted by the public for some major issues. In such cases, the outcomes are that they themselves get demotivated. Hence, they will not want to take the risks. As a result, the lack of training and

even the opportunity to train staff is one major issue that actually slows and hinders the work we do" (Aishath, MCC).

Since the hiring process is based on merit, basically meaning on their educational qualifications, the employed staff need to be trained in the practical aspect of the job in order to get them prepared to meet the needs of the public. The importance of training by another respondent stated that:

"When we hire new staff, most of them may have good education qualifications. But they need on-the-job training exposure to some extent. Currently this is not possible. We cannot provide training because there is no budget. So how can we improve? This lack of training needs to be addressed for efficient services" (Fathimath, MCC).

Another respondent added:

"Sometimes because we are using untrained people to perform technical work, certain services cannot be extended to the level needed. It also takes more time than required and very often a lot of mistakes and mishaps are recorded." (Aishath, MCC).

The financials of the council are controlled by the Government and only released with due process; this alone does not allow for the training of staff because the Council cannot afford to train their employees independently. Further to her statement, Aishath added,

"One of the other factors as also as I mentioned before is proper training. Every year when we make a budget, we actually include training, but we don't get budget. As a result, we cannot provide training for the staff. This hinders our service delivery." (Aishath, MCC).

4.2.3.5 Sub-Theme Five: Communication and Leadership Style

The leadership of any firm or organization could improve or retard its progress. During the interviews, respondents identified the impact of leadership as one of the factors hindering their ability to deliver efficient services to the public. Many addressed the importance of the role of their leaders in performing their tasks properly.

"I believe service delivery improves with good leadership. Leadership is a key factor or good leadership is a key factor in improving services, providing services, expanding the council and getting the staff motivated. Good leadership is very important to success" (Ali, FCC).

In their responses respondents emphasized the negative influence the leadership has on the council. Quality of leadership and management affects employees' motivation to deliver jobs assigned to them. In supporting the argument, Hassan stated:

"Current leadership style is not inclusive. Decisions of major impact are made by the Mayor and Council members, without any input from civil servants. As a result, when the time for implementation comes, we civil servants face a lot of difficulty" (Hassan, ACC).

In explaining the importance of leadership style, another respondent explained:

"Civil Servants have been working in this area for a long time and there are people who have been in this for many years. The Councilors don't have experience and good qualification as well. The communication procedure is always from top to bottom. Kind of autocratic style. Always directions given without even consulting the civil servants who have been working in the field for longer periods, who have experience and some with required qualifications" (Ibrahim, ACC).

Ibrahim further added that the Councilors make policies without consulting senior civil servants; for effective progress, they need to use a participative approach. Some of these people who have been in the system for a long time can give very good advice. The argument was also supported by a respondent from MCC. She stated that:

"I understand Councilors make official policies, but I think if you must have a proper delivery of services, they need to use a participative approach. We are those who have been in the system for a long time and can give very good advice or even consultation to these councilors" (Mariyam, MCC).

Another important point raised during the interviews was the fact that these elected leaders most of the time do not have the required knowledge or experience to implement services required by the public. Subsequently, there are limitations and obstacles for the Council to progress effectively.

The issue was highlighted by another respondent where added:

"One of the things that I see is that the people elected to the City Council do not have the capacity to actually implement or even administer the programs and the services needed to the public. As members of their city councils politically elected, sometimes we get people who can barely understand a financial statement and then make judgments on them" (Ibrahim, ACC).

Another added:

"I feel the people who get elected who are supposed to lead our council do not have that kind of leadership or do not possess skill, experience or even maybe education to actually show leadership. They technically don't have what councils do. Sometimes they have no idea what they are doing and rely on friends or maybe some other party colleagues to give them advice. This delays decisions and delivery of service" (Ali, FCC).

In the aspect of communication, respondents explained the need for and importance of good approach of communication between leaders and workers and between workers and the customers. Poor communication is claimed to be one of the hindering factors to quality service. A participant mentioned that the political appointees lack good communication with staff and even other councilors, which is a bad factor. He stated that:

"The way of communication between leaders and subordinates is important. Currently the information flow is type of authoritative. Always like passing a command. I agree sometimes there should be directions. But when it is always directions, then the atmosphere is not that great" (Ahmed, MCC). Another participant added that:

"The impact or the influence of political appointees who are the elected officials has a greater impact on the deliveries. The basis issue also arises from how they treat civil servants. The communication processes. The lack of respect among Councilors and how they even communicate among themselves has a high impact on the civil servants. Sometimes civil servants have no idea of the processes before asking them to implement them. This creates lots of challenges as mostly it is the civil servants who usually face the public daily." (Fathimath, MCC).

Aasiyath from FCC is of the opinion that workers in the council should develop a personal relationship with customers to properly understand their needs. She explained:

"One other area that I believe hinders is that some of us who work in City Council do not have personal touch with those who come to receive services. They do not communicate properly with the public. I sometimes feel it is a burden for them to even interact with the public. This way of communication, I believe detach the council from the public." (Aasiyath, FCC).

4.2.3.6 Sub-Theme Six: Disparity

The word disparity is said to mean a notable difference or dissimilarity among a group. In this context, disparity is one of the factors mentioned to be affecting the quality of services in City Council. Members are of the opinion that civil servants who do most of the tedious jobs in the Council are not well compensated. When compared with people in other professions and those in higher authority, the disparity in payment and compensation is a huge challenge. This is because some staff are not motivated to do their jobs due to low pay.

"The other issue that hinders the service is the disparity between the elected officials and civil servants. It is the civil servants most of the time who do most of the work. But the pay is so different when compared to the elected Councilors. This disparity is demoralization for civil servants" (Hassan, ACC).

Another stated:

"One of the major factors is the pay for civil servants. It is the lowest paid employees across the country, so people are not that motivated. They do a lot of work, but their pay is not comparable to those of the political officials." (Mohamed, MCC).

Many respondents indicated that this disparity which exists within the council as well as across the pay framework in the country contributes to services being ineffective. Staff are demotivated and they even look for alternative options to meet their needs of them. In continuation, Aminath added,

"So again, this disparity of pay, I believe, has a negative effect on the services we deliver. Sometimes some civil servants are reluctant to do certain works due to low pay. Further we find it even harder to recruit people because of this low pay" (Aminath, ACC).

Fathimath (MCC) also pointed this out in her interview,

"The other factor is given these conditions we work; the pay is very low. The civil service pay is not up to the current levels in some of the other organizations or even state-owned enterprises, which is a major issue. We find it hard to attract good employees to do our jobs. We usually get people who are unable to get jobs elsewhere. You can imagine how this affects our service delivery." (Fathimath, MCC).

Fathimath further explained the situation by using an example from another sector in the public sector. She stated:

"Some of the other organizations in the country like the judicial services have a different pay structure. Their labourer gets paid almost twice as much as a civil servant labourer. But I mean they all are labourers, and they do kind of menial work like cleaning. On the contrary, the labourers at the City Council do much harder work than a labourer in these high offices, where they just clean or mop the floors or clean toilets. But these labourers in the City Council lift heavy materials, work on the roads, paint roads, electrical works and works day in day out whether sun or rain. But they get half the pay. How fair is that?" (Fathimath, MCC).

The pay gaps among workers in the council setting are very wide compared to the nature of their jobs. It was very important for employees to see that their contribution is recognized, valued and compensated by the government.

4.2.3.7 Sub-Theme Seven: Technical Knowledge and Equipment

The quality of services mainly depends on workers' knowledge and technical skills. Those working for the Council should improve their competencies (i.e., knowledge, and skills) to

deliver high-quality services. When these skills are lacking, the quality of services will decline drastically. As mentioned all through this study, the City Council lacks competent technical staff to carry out most of the tasks required by the public. This among many other factors has hindered the quality of services. According to Hassan (ACC), some councilors do not have any knowledge of the day-to-day running and operations of the council. These people have never previously sat in an office or even been part of an organisation. Hence, their knowledge of operations is so limited. But the irony is that they never seek to get advice, but just want to do the work which results in many mishaps. Hassan added,

"One of the other challenges is that the councilors who come to the office through election, most of them do not have any knowledge regarding the public systems we operate. Some of them do not have any idea of the daily day-to-day work procedures we carry out in councils. But now they are at a position to make decisions for us. Imagine how that will work out." (Hassan, ACC).

There was evidence from other respondents to what Hassan (ACC) said. One respondent stated:

"We need technical people for undertaking operations like maintaining streetlights. We need technicians and electricians to do this work. But it's very difficult to get these people and sometimes the turnover is very high even if we get one person. In addition, since the hiring process takes very long these works gets neglected which frustrated the public." (Ali, FCC).

He also added that councilors do not have the technical know-how to guide staff with minimum technical experience. Further they sometimes fail to understand that some work can only be carried out by specific skilled people. As they have been elected, they just want the staff to do the work, which is not possible all the time. Letting her frustration about the lack of technical staff, Aminath (ACC) stated:

"We don't get that many qualified people here in Addu City. Usually educated and qualified have mostly mover to the capital Male' for better jobs." (Aminath, ACC). The lack of technical staff was further highlighted when one respondent said:

"I believe it is hindering the delivery of service. The other thing is that due to the quality of staff, I mean technical staff, the quality of services is low." (Ali, FCC).

Participants also explained that the lack of equipment and work materials is another major setback facing the Council. If they are to provide quality services to the public, they need to do so with proper equipment and when this equipment is lacking, it becomes a very big challenge. Aasiyath explained this issue saying:

"A very big issue. We don't have proper equipment to access the lights in the street. We have locally made ladder which is not safe. The lack of proper equipment and lack of adequate technical staff creates a major problem to deliver effective and proper services." (Aasiyath, FCC).

In stressing the importance of proper setup to work, Mohamed (MCC) stated that.

"We need a workshop to do our work. A properly equipped carpentry, proper mechanical workshop and things like that for our council to give proper service. We don't have that equipment even." (Mohamed, MCC).

All the staff complained of the inadequate supply of equipment and how difficult it is for the council to procure things to the long procedural procurement process that needs to be followed. The procurement process takes too long to complete. This hinders the work speed, Ahmed (MCC) said.

"One of the biggest difficulties which the council faces is acquiring materials for various tasks. Government has ridiculous procurement system it takes time and make it difficult to get the type of machineries or equipment or even small items to complete our works." (Ahmed, MCC).

Another respondent added:

"The lack of the lack of equipment or proper equipment. Proper in the sense that a kind of updated software and computers and all other accessories is a major issue and sometimes it's not even the number. We just don't have any equipment. There are instances where we have to share printers in our work. The problem is not sharing. Given the high volume of work and these printers and photocopy machines breakdown easily. And it takes ages for it before it can be fixed, we don't have industrial machines. When this happens, our work is stopped." (Aasiyath, FCC). Aasiyath's (FCC) was further highlighted by Ahmed (MCC) when he said,

"We get so many complaints from staff regarding the misfunction of machines. They complain, saying that they can't work because the computer crashes, the server doesn't work, the telephone doesn't work and things like that. There is no Internet. There is no access to file server etc. When we investigate the matter these issues arise due to aged machines and no proper maintenance." (Ahmed, MCC).

4.2.3.8 Sub-Theme Eight: Manpower

The availability of staff and quality of staff is one of the main drivers of organizational progress. In this case, the City Council is said to lack both. The respondents in this research explained that the shortage of manpower is a major setback in City Council. All through the interview, all the respondents mentioned lack of staff as one of the major reasons for poor services from the Council.

"Within the office and other areas, we lack people who are trained in that field. Qualified technical staff are few. So, lack of staff and lack of qualified staff is another issue that we face to provide proper services to the public." (Hassan, ACC).

Another added:

"The lack of staff is a big issue especially for the municipal services we provide. Because we don't have enough laborers to do the municipal work within the island, a lot of areas get neglected and then a lot of complaints come from the public. We cannot keep up with the demand of the public because we have a challenge in getting the staff." (Ali, FCC).

In further explaining the issue of staff, Hassan (ACC) added that:

"The other thing is a lack of staff. I would say the number of staff are very less compared to the total amount of services we have to provide for the public." (Hassan, ACC).

Many respondents mentioned how the public complain about delays in service delivery, which according to them is due to the limited number of staff available to carry out tasks. One respondent from MCC stated,

"We get a lot of complaints because we aren't able to deliver or to actually function properly in this area due to the lack of technical staff yeah, it's another challenge we have." (Fathimath, MCC).

Fathimath's (MCC) statement was supported by Ibrahim (ACC) when he stated that:

"So, lack of staff is one area which hinders us. We are just doing the bare minimum so basically what I would say is lack of staff and competent and technical staff is one of the challenges we have in order to provide effective services to the public." (Ibrahim, ACC).

As stated earlier under the theme ROLE, the City Council renders variety of services to the public, these services require many workers in order for them to be properly and timely delivered. In a situation where staff numbers do not correspond with public demands, there is certainly a challenge.

"We don't have enough staff to provide services to the demand of the public. So, it becomes a challenge. It becomes an issue and there's criticism, people get frustrated and sometimes even the workers get frustrated because they can't provide the services the public demanding>" (Mohamed, MCC).

4.2.3.9 Sub-Theme Nine: Political Influences

The next challenge as mentioned by respondents is Political Influence. According to their reports, political leaders often come up with some set of rules and regulations which might not be favorable but binding. This is said to be a major setback because these rules, in the eyes of the civil servant, do not bring progress.

"One of the major factors that I would currently point out is the high level of political influence by the appointed officials in implementing certain kinds of rules and regulations. This influence is sometimes based on just their views and needs rather than the mandate. Hence, it complicates things." (Fathimath, MCC).

Also, the political appointees make rules that favor their political parties and ambitions without considering its impact on civil servants and the Council mandate.

"The current situation in Maldives in terms of the set up in the council is that politics plays a very big role. So, the political interference in the City Council is very high. They impact things that actually hinder the services. This is because these political appointees as elected officials

have different thinking mentalities. Their thinking is based on their party lines and things like that. This has great influence on the civil servants work because instructions can deviate from existing guidelines." (Mohamed, MCC).

Respondents explained that having members from different political parties often breeds disunity among workers leading to a decline in the quality of service. Every member of the council aligns to political rules from their preferred candidates. Also, every politician possesses his/her unique views on some things which in some cases do not promote the progress of the council.

"Now the city councils are elected by the people. They are politicians and they have different agendas and sometimes when these Council members come from different parties, they have a different approach to the same work. They tend to have different views on the same thing and then the political affiliation actually hinders the staff doing work as instructions can vary from councilor to councilor." (Aasiyath, FCC).

Another respondent added.

"When you have councilors from different parties' issues arise. Even if some of us have political affiliations, not all of us show. We tend to get align with people who are coming from our parties and then the team breaks up in one way or the other. It creates disharmony. This was not the case before. So now, politics plays a very big role in this and then the political environment. Hence, for me the current the setup of the political environment actually hinders providing proper services." (Aishath, MCC).

Another participant mentioned the issue of political urgency, a situation where a politician wants certain jobs to be completed before time, thus causing pressure on civil servants. This too has been reported to be a major challenge.

"The next challenge will be term it as political urgency. I mean that these elected officials want to do things in a hurry. The political urgency I refer is that these elected officials want to get things done quickly. They want to find ways to bypass the existing procedures and then want to get things done. Sometimes it is not possible, but they will get angry and dictate to the civil servants. The country being a small place everyone knows everyone well in localities. So, of course even though we say we do not have political affiliations, we can be labelled. Sometimes the staff is accused of taking sides. To avoid these accusations some staff do things in a hurry and out of procedures with bad results in the end. So, this political urgency of getting things done quickly out of the procedures gives ways to corruption. Many times, the sad part is that the civil servant would get penalized for these things. This political urgency of doing things is a major challenge which hinders getting the proper service to the public." (Hassan, ACC).

4.2.4. Theme Four: Core Value

Respondents were asked about their understanding of the term core value. They all gave their individual understanding, but it was similar. Core value is described by respondents in this study as the values that determine how the organization operates, its binding principles and what they hold as important. Some described core values as something that actually determines how the council is operated and the strength of the organization in terms of their services and what they hold in high esteem while providing services.

"Core values are things that determine the organization as a whole. Things like integrity accountability are some important core values that needs to be presented in organization." (Hassan, ACC).

Another respondent mentioned that core values are things important to the organization which gives a broader picture of what the organization is about. He said:

"Accountability, punctuality, these are core values that are important. Yes, it is something very important in an organization. It gives a broader picture of what the organization is about and what kind of services you can actually get from the organization." (Fathimath, MCC).

The interviewer asked the respondents the impact of core values on an organization, they all admitted that the absence of core values impacts an organization negatively. Most respondents agreed that the absence of Core values is a big challenge. Example, the lack of integrity in an organization breeds distrust making people very reluctant to come to receive services provided by the council.

"So, the absence of core values impacts delivery of effective and efficient services. Major services which are high value and high quality in a timely manner to the public can be served when we have integrity and accountability. These are core values which are very important in that context." (Hassan, ACC).

Another one added:

"Yes, I believe the absence of Core values actually impacts the service delivery in the council. Core values play an important role in the success of the organization, it brightens the image of

the organization. Lack of values such as honesty and integrity in an organization cannot gain the trust of customers." (Aasiyath, FCC).

From the responses of participants in this research, it was affirmed that the City Councils do not specifically have any Core values to operate with. According to respondents, the absence of guidelines or core value has equally affected their ability to render efficient services to the public.

"We don't have specific written core values for the accounts here. Sometimes there is this gap between the civil servants and elected officials and how they practice certain things. So, in my experience I have not seen any specific Core values being practiced in the organizations" (Hassan, ACC).

Also added by Ali (FCC), the City Council as an organization does not have core values from which they operate from.

"I mean there is no written guidelines of things specific to council. We are civil servants and civil service has a code of conduct that code of conduct explains our behavior in certain parts." (Ali, FCC).

According to respondents, the lack of core values in the councils leads to corruption of staff because there are no binding rules on the standard of operation.

"These issues like lack of commitment, lack of work ethics, and lack of integrity hinder the quality of service. Another example would be the way the staff behaves which gives way to corruption and doing things the wrong way basically which is corruption." (Fathimath, MCC).

Another added:

"No, I don't think there are specific core values for the City Council. I mean in my experience I have not seen this because like I just mentioned above, I can't say City Council is a reliable

place or an organization where if somebody applies for a service for a given period that they will get it with confidence and reliability." (Mohamed. MCC).

4.2.5. Theme Five: Relationship between Central Government and City Council

Speaking about the importance of establishing a good relationship between the central government and the City Council, respondents all affirmed that there is need for a mutual relationship. They all explained that both organizations should exist with mutual respect and work hand in hand for the satisfaction of the public.

"They both should work hand in hand to provide a better service to the public. As council's are working more closely to the public the government should facilitate and listen to the council in matters which can affect public." (Hassan, ACC).

Hassan (ACC) also added that they should give mutual respect to each other's opinion and offer full autonomy to the Council to operate as a body in order to meet the needs of the masses. Hassan's (ACC) was further supported by Fathimath (MCC) when she stated that:

"The central government is the big player in this service provider for the country. But that does not mean it should be controlling or trying to control or interfere with the works of the City Council. The City Council is given a specific mandate by the law to provide services to the public. Central government should abide by that." (Fathimath, MCC).

The government should give mutual respect to each other, provide full autonomy within the current laws and regulations for the council to operate, rather than the government dictating the affairs of the council. It is very important that both parties understand they have different roles in providing the services. Ibrahim (ACC) highlighted this by saying,

"The central government can always guide the council through. But they should understand that the councils are made up of people dealing with the people in the islands directly so they should respect the autonomy of these city councils so that they can actually deliver services." (Ibrahim, ACC).

It is very important that the central government and city councils have a mutual understanding of their roles and regulations to support the provision of efficient services. Thus, the respondents believe that the central government should respect the City Council and abide by the laws and give full autonomy to the council.

Aasiyath (FCC) explained that though these organizations can collaborate for better services, boundaries should be respected. The government needs to give full authority to the council to operate.

"It is important there is full collaboration between these two organizations, central government and the city. However, each other should not interfere in other areas of work they should always respect and accommodate each other's jurisdictions and work areas so that there is a cohesion, collaboration and coordination between these parties." (Fathimath, MCC).

4.2.6. Theme Six: What Needs to be Changed?

After identifying factors that hinder the quality of services provided by the City Council, the respondents were about what needs to be changed to improve the quality of services. Different things were mentioned such as changes in the hiring process. The respondents are of the opinion that the recruitment process should focus more on who is fit for the job and not on educational qualifications.

"The other thing that we can do to improve the service delivery is changing the human resource recruitment policy. Currently we use a merit-based system. I do understand of course we should have some qualifications to certain jobs but that should be the basic level and then we should be able to assist them on different levels to make sure they come through the ranks and get all these things and the proper fit for the job. (Fathimath, MCC).

Another important aspect of change is the area of autonomy. The staff wants the government to give full authority to the council to control their operations. They should be able to operate freely within guidelines without consulting the main or the central government for approval.

"The most important thing that should be changed in council is that they should be given full autonomy in their district. They should be able to operate freely within guidelines without consulting the main ministry or the central government to make decisions within the locality. To improve their services and based services delivery on the needs of the local locality not the requirement of the central government or based on services that are provided by the central government in power or dictated by the central government or any other line ministry." (Hassan, ACC).

Participants also emphasized that the Council staff should be allowed to operate within their own guidelines rather than always being told what to do. As mentioned by one of the respondents

"Some of us like to work in our own autonomy. In ways we feel comfortable of doing things so some of these procedures need to be changed." (Hassan, ACC).

Ibrahim (ACC) stated that aside from giving the council full autonomy, elected leaders should be trained to lead and function well for the progress of the council.

"As I mentioned before I think the most important thing to improve is to have full autonomy. Also, the people who are elected to positions should undergo specific training. We need to ensure that they understand the procedures and guidelines to function within a given system the lack of their knowledge in how things are done how things should be done." (Hassan, ACC).

Another area where change is desired is clarification of roles, guidelines and responsibilities. Every ministry should understand their responsibility distinctively.

"The way we can go forward in this development of the council is that we need very clear rules and responsibilities for both political and civil servants." (Ali, FCC).

Hassan (ACC) also added:

"As I mentioned also before I think we need to specifically state our standard operating procedures. These need to be up to date to create the services we provide so that no matter who is providing the service they follow the same rules and guidelines." (Hassan, ACC).

The lack of equipment and materials, and the limited space for operation is another issue raised by the respondents. Respondents mentioned that there is a need for a better space where staff would feel more comfortable.

"I would also think about the space because in Male' the space is very limited and some of our officers are so congested not enough space for the staff, they are small, and they don't even have the storage capacity." (Mohamed, MCC).

Another area where change is desired is in timing and work schedule. Workers in the council resume work very early and need to stay till late at night. In order to render quality services, there should be flexible timing such that a different set of people get to relieve their colleagues during the later hours of the day.

"I think we need to have some flexible timing and they can work on a key performance indicator. So that they deliver the services accordingly. These things are very important as I feel there are lot of things, we can actually get the right people for the job based on experience. Flexibility will give opportunities for staff to work at different times. This will increase people who want o work.' (Mohamed. MCC).

Lastly, change is also desired in the employee's personal development. If the services are to improve, workers are to be trained in the latest skills and technology.

"We need to always keep the staff up to date with changing technology. With development, we need to ensure the staff we have are up-to-updated on these things or software or machinery. When we can cater for these kinds of development, we can provide better and effective services." (Aasiyath, FCC).

4.2.7. Theme Seven: Impact of Performance Based Pay

Performance based pay is a form of compensation where workers are paid according to their individual performance and productivity. In this research, respondents were asked if the use of performance-based payment can improve employees' productivity. All through the research, respondents reported that they do not believe in the efficiency of performance-based payment to increase productivity because, first, there is no scale for assessment of performance, also, supervisors can decide to reward the people they love based on favoritism.

Ali (FCC) mentioned that rather than use a performance-based payment approach, the salaries of staff could be increased in order to motivate them to perform better at their tasks. He further stated that:

"I believe salary increment is the way. Performance based pay will have implementation issues. We even now have issues with performance appraisals. A lot of times staff complain that it is biased. There is little acceptance among staff that it is fair." (Ali, FCC).

Another respondent stated:

"I think the supervisors sometimes feel too close to some workers. This clouds their judgement. Further, because the place is small everybody knows each other and everybody wants to be on the good books, inside the office and on the island. Hence, rarely there is an unbiased evaluation or rather any proper evaluation. So, for things like that, the implementation process tends to favor their people." (Ibrahim, ACC).

"I'm not sure performance-based systems can improve. On theory maybe it can. But in Maldives the main issue will be proper implementation of this system. So given the current structure and the way we operate I'm not confident that a performance-based system will work." (Aasiyath, FCC). Her colleague from FCC, Ali further added,

"Sometimes people who are not doing good get good performance appraisal remarks because their supervisor is a good friend." (Ali, FCC).

4.2.8. Theme Eight: Role of ICT

We are in a digital era where a lot of work can be made easy with the adoption of technology. Workers affirmed that adoption of Information Technology (ICT) into the operations at City Council will certainly improve the quality of services rendered to the public. First, the crowd will reduce as customers can access some services from home using some technology.

"We could have a mobile application. A mobile application will allow people to apply for services online. If not, even web-based mechanism will help greatly. A lot of services can be integrated through the means of ICT which will make it easier, faster and quicker. So, ICT plays a very big role in my opinion." (Aasiyath, FCC).

In this technological era ICT is very much needed in effective service delivery. It directly contributes to increased efficiency and effectiveness in service delivery. It also reduces the cost of service and also it saves time, Ali (FCC) explained.

A respondent from MCC said:

"If you use ICT in our services, the workload will reduce, and efficiency will increase. We can have all our forms and applications to be filled in online. If we integrated more advanced mechanisms, we could have a more efficient output I believe. We can see this is done in our banking systems as well. So why can't we do it?" (Fathimath, MCC).

Fathimath (MCC), further added that with ICT, the council can reach more people, work more efficiently and accurately.

"So, I think ICT has a significant role and it can improve services a lot. It can actually even reach more people than it is now because sometimes with this busy schedule for some it is difficult to be present physically waiting for their turn to submit a form or even collect their permits. So, if you put it in an integrated our services on an ICT based system they don't have to. They can do it from there officers their homes and then they can look up the status or even access the permits." (Fathimath, MCC).

4.2.9. Theme Nine: Impact of Good Leadership

The importance and impact of good leadership cannot be overemphasized. The respondents in this research were asked how good leadership impacts on the quality of services rendered to the public. In their responses, they all affirmed that good leadership is a necessity for good services. In this context, respondents explained that City Council leaders are not competent enough to lead the workers well.

"I feel the people who get elected to lead our council do not have that kind of leadership or do not possess the skill or even have the experience to do so. Most don't have proper education to show leadership. They technically don't have the capacity to even understand what we do. Sometimes have no idea what they are doing and rely on friends or maybe some other party colleagues to give them advice. How can such people lead others?" (Ali, FCC).

Elected leaders are supposed to lead and guide workers with the best capacity. According to the respondents, leaders do not care or are not really equipped and so they don't work properly which then in the end loses the credibility of the organization. It creates an environment for confusion and slows the work. In his argument, Ali (FCC) stated that:

"Leadership must show to the people how things are to be done. So, that they can follow them and get things done through them. They should also show leadership to the public. Some of our elected officials do not have this. So, I think it's very important and the lack of it actually hinders delivery of good services.: (Ali, FCC).

Another added:

"Currently one of the other challenges we are having is the influence of politics. Over the last couple of years, the political influence in public sector organization has actually escalated to levels that service delivery has been a hindered because of that some of the councilors are not

educated or sometimes do not have even a qualification except that they just can read and write. But due to the influence they have, they would get elected and be in positions of implementation. They have no idea how to lead people. This creates problems. Hence, for proper service delivery a good leader is important." (Fathimath, MCC).

"In any organization the person who leads plays an important role in success of the organizations, the leadership is crucial to the proper functioning of the organization hence I believe the role of leadership he is very important in providing quality services." (Aasiyath, FCC).

A leader should be someone who has good vision, who listens to people and then understands what should be done in terms of what to put in. The role of the leader is crucial, and the lack of leadership has hindered the progress of the council.

4.2.10. Theme Ten: Success of the current system

Participants were asked to rate the success of the current administration in the City Council. They all responded that given the limited time the present administration has been in power, they are yet to determine if the administration will succeed or fail. Although a few mentioned that the administration hasn't been successful.

"To my experience the current system has not been successful. I have talked to locals and their experience with the City Council is not good. It was better before according to their views. Services delivered then was much better." (Hassan, ACC).

Another participant added that the system is still new and thus its success cannot fully be rated.

"The council model has been new to the islands. Those elected are still learning. Even the public are learning. So, I cannot say that it has been successful or unsuccessful. But I can say that it has given us a lot of problems that was not existence in the past." (Ali, FCC).

The City Council model has its advantages and disadvantages. One of the major problems raised by the respondents is the number of councilors elected to the council. Everyone stated that it is too much, and it creates redundancy as there is not enough work for all the councilors. One participant stated:

"My biggest critique of the current model is the number of councilors that are elected to the office. Currently there is not enough work to allocate for all these people. As a result, their role in performing has conflicts in many ways. Disagreements occur. Then we get stuck in between. So, as I see the numbers are too many. There is too many redundancies. Waste of tax money." (Aishath, MCC).

"I am not sure if the current system is successful for delivery because the City Council operation has been pretty new, and it has not been able to function as a City Council due to the interference of the central government over the last few years." (Mariyam, MCC).

4.2.11. Theme Eleven: Major Issues in Functioning

The current functioning of the Council is reported to be controlled by the central government. Participants explained that depending on the national government for approvals is hindering timely delivery of services to the public.

According to respondents in this study, the councils lack full autonomy, skills and finance to provide the services. In the current setup it feels as if the councils still have to work as an extension of the government or the ministries.

"The councils should be made more independent and must be able to make decisions without the government interfering. They should be given the autonomy." (Aminath, ACC).

The major issue as reported by respondent in this study is the fact that the current functioning of the council is controlled and without full autonomy as indicated by law. The central government controls through their ministries some of the work that needs to be undertaken by the council which causes delays and poor delivery.

"So technically we are not that independent, the sense that there are some certain regulations controlled by the ministry. We need to have some level of independence in the procurement and financing." (Aishath, MCC).

Another challenge with the current functionality of the council is that underqualified people are elected as councilors to lead the community. One respondent stated:

"As the council is an independent organization, the main issue here is electing uneducated and inexperienced people for the sector. They do not have any idea of the processes. This slows progress and hinders service delivery." (Aasiyath, FCC).

Lack of authority is the main issue mentioned by participants to be plaguing the current functioning of the Council. Due to lack of authority, there is a delay in the release of finance, inadequate finance for training implementation, and finances for purchase of equipment.

"We have to depend on the Ministry of Finance to give us budget. We have never been able to actually get finance to deliver our services, especially in terms of staffing, staff training programs and appropriate equipment. Even if you have a computer or any other equipment, if it breaks down it takes ages and lot of systematic procedures, we have to go through in order to actually rectify the problem. This slows delivery. If we had our own procurement process it could be much quicker. (Ahmed, MCC).

4.2.12. Theme Twelve: Structure of Operations

When asked about the current structure of operations, participants in this study revealed that the structure of operation must be improved.

"We want to improve ourselves because this has a lot of impact on the services. The level of service we provide needs to improve in efficiency and quality. Much can be done." (Aasiyath. FCC).

According to them, the public is always complaining about the services rendered. Also, if the roles and responsibilities are explicitly stated, each member will be fully aware of what and how to go about their duties.

"I think the current structure must be improved where they have separated powers, roles and responsibilities. These must be very clear. Who is doing what and what can be done? Who cannot do what? What are the authorities and who should be accountable for? These kinds of things clear lines need to be set out in terms of operations for smooth service delivery." (Aminath, ACC).

Another participant added that the council needs to move away from its previous ways of rendering services to a more modern model to meet the ever-evolving needs of the public.

"I think again we are operating at the same level as we used to do in the early days when there were island councils. We need to change the way we operate and move from the traditional approach where only one person is in charge and then he operates all these things. We must find more or democratic processes where each and every one has a specific role; they need to work on that specific role, and they have performance targets. They should be evaluated and then see how it is done. In principle a more democratic style way of approach is required for the council." (Hassan, ACC).

4.2.12.1 Sub-Theme: Better Operations

Lastly, to foster future development of the council, some things need to be implemented to provide better services. When asked what will improve the operations of the City council, respondents mentioned the following points: job training, full authority, selection of visionary leaders, clear roles and responsibilities, provision of qualified and more staff, etc.

"So, if we can provide on the job training like even going to local training with people and then exposed to some study tools or short-term seminars professional development similar areas, I think service quality will increase a lot." (Aminath, ACC).

Another added:

"We need qualified leadership. Opportunity for continuous training for staff. Some staff have never been given the opportunity to train. How can we expect them to function properly?" (Mariyam, MCC).

The communication issues, autonomy, the budget and lack of staff are the ways we can improve the operation of the councils.

"We need a model where we have a good visionary leader, The Mayor, and then provide him with different kinds of support staff equipped with proper equipment to deliver efficient services." (Fathimath, MCC).

"It's very important that we provide training. Although we have some staff in some areas the lack of training and exposure to certain things actually hinders their service delivery. We need training to increase efficiency not only in technicality but also in management. We need to improve our ethics, communication, and customer services for better future." (Ali, FCC). Furthermore:

"We have to actually make a clear roles and responsibilities for the appointed officials and the civil service to ensure that there is better and effective service to the public." (Aishath, MCC).

The table below represents a summary of the themes and their frequency of occurrence in the transcripts. As indicated below, the theme with the highest quotes is 'what needs to be changed' while the theme with the least mention was structure of operations. Details are as shown on the table below.

4.3. CODE STATISTICS

Table 5: Summary of Themes

	Frequency	Percentage
What Needs to Be Changed	**52**	**10.48**
Hindrances\Lack of Authority	**45**	**9.07**
Hindrances\Manpower	**43**	**8.67**
Hindrances\ Finances	**36**	**7.26**
Hindrances\ Technical Knowledge and Equipment	**34**	**6.85**
Core Values	**29**	**5.85**
Structure Of Operations\Better Operation	**29**	**5.85**
Relationship Between Central Govt and City Council	**27**	**5.44**
Hindrances\Communication and Leadership Style	**26**	**5.24**
Hindrances\Hiring Process	**22**	**4.44**
Role Of ICT	**21**	**4.23**
Hindrances\Political Influence	**17**	**3.43**
Hindrances\Lack of Training	**16**	**3.23**
Expansion	**15**	**3.02**
Role	**13**	**2.62**
Current System	**12**	**2.42**
Major Issues Functioning	**12**	**2.42**
Impact Of Good Leadership	**12**	**2.42**
Role\Public Satisfaction	**12**	**2.42**
Hindrances\Disparity	**9**	**1.81**
Structure Of Operations	**7**	**1.41**
Impact Of Performance-Based Pay	**5**	**1.01**
Hindrances\Distance and Connectivity	**2**	**0.40**
TOTAL (Valid)	**496**	**100.00**
Total	**496**	**100.00**

This chapter has been based on the results achieved through the data collection. Discussions

will follow in the next chapter.

CHAPTER 5 – DISCUSSIONS

5.1. Introduction

City councils in Maldives is a new concept. The concept was implemented through the decentralisation act in 2010. Decentralisation has been a talked topic in the Maldives for many and some work was undertaken by the governments but not through a specific act. The main reason for advocating for the decentralisation act was to provide the people with a voice in their community rather than the central government appointing the people who run the island offices. There was strong voice that it will increase public service delivery, reduce corruption, reduce costs and increase delivery time. City councils were once a concept that came from this act along with other major administration changes across the country.

The purpose of the study was to identify the challenges encountered by staff of the council to deliver effective and efficient services to the public. The study used a qualitative research design. The target population of the study comprised of employees from three city councils across the nation. All selected staff are civil servants. The selected group of people comprised mainly of officers in the middle level management and staff at the operational levels. Ten respondents were selected for this research. Data was collected through face to face and virtual interviews with each respondent. The study provided insights into the role of city councils and the issues and challenges faced by those who are working in the city councils.

As outlined in the purpose of the study, the research process, through a set of questions examined the major factors within the city councils that hindered the delivery of value-added services to the public. The questionnaire was designed to ensure that all areas needed to deliver value added services were covered as highlighted in the literature. Along these lines, the study investigated the influence of major factors such as strategic human resource practices,

leadership, expansion, core values and ICT on public service delivery of city councils in Maldives. The objective of this chapter is to analyze the research findings and enhance the existing body of knowledge by contextualizing the results in relation to the current literature.

5.2. Findings

Efficiency in a city council's provision of services is influenced by a myriad of factors, including human, organizational, material, and governmental aspects. Human factors, such as the skills, motivation, and collaboration among council staff, significantly impact the efficiency of service delivery (Criado *et al.*, 2021; Devlin and Coaffee, 2023; Grossi *et al.*, 2020; Pollitt and Bouckaert, 2017). Organizational factors, including the council's structure, decision-making processes, and leadership, play a crucial role in streamlining operations (Moynihan, 2008). Adequate material resources, encompassing technology, infrastructure, and financial allocations, are essential for effective service provision (Chaudhary, 2019; Grossi *et al.*, 2020; Poister, 2010; Talukdar, 2020). Governmental factors, such as regulatory frameworks and intergovernmental relationships, shape the environment in which the council operates (O'Toole and Meier, 2011). Hence, insufficient human resources, organizational inefficiencies, material resource constraints, and bureaucratic hurdles within governmental structures impede efficiency and hinder the delivery of quality services (Boin *et al.*, 2016; Kettl, 2019).

Aligned with existing literature, the research findings presented a resonance of challenges encompassing human, organizational, material, and governmental dimensions, impacting the efficiency and hindering the city council's ability to deliver value-added services. The identified factors corroborated with established scholarly insights, highlighting a recurrent theme in public administration. The findings showed that, despite the council's initiatives to bolster internal service quality, there is the persistence of formidable barriers that demand

attention. The literature substantiates the notion that addressing these multifaceted challenges is imperative for effective public service delivery (Rainey, 2018; Rainey *et al.*, 2021; Wood, 2016). Such alignment between research outcomes and existing knowledge emphasizes the need for comprehensive interventions and strategic reforms in human resources, organizational structures, resource allocation, and governance to enhance the council's capacity for providing services that truly add value to the community.

The research findings also have brought to the forefront a complex web of challenges that impedes the city council's capacity to provide effective and quality services to the public. These challenges encompass a range of interrelated factors that collectively delay the council's ability to fulfill its service delivery mandate. The identified factors include a lack of autonomy, insufficient staffing levels, financial constraints, political influences from politicians, inadequate equipment, a deficit in technical knowledge among staff, insufficient staff training, role of the councils and issues related to leadership competence. On the broader spectrum these can be termed as human factors, organisational factors, managerial factors and governing factors.

5.3. Human Factors

Human capital, often defined as the collective skills, experience, and knowledge possessed by employees, plays a pivotal role in shaping the effectiveness of public service organizations (Becker, 2009). The impact of human capital on the quality of services offered by the City Council is substantial, as the quantity and caliber of council workers directly shape service outcomes (Anwar and Abdullah, 2021; Ramos-Torres, 2017; Spreitzer, 2018; Wood, 2016). The provision of high-quality services necessitates the presence of skilled and experienced civil

servants within the council's workforce. To ensure the delivery of top-notch services, council leaders must adopt distinctive strategies for both attracting and retaining qualified employees (Saeed Pirzada *et al.*, 2013; Spreitzer, 2018). Effective recruitment policies and practices are crucial for identifying and securing individuals whose skills align with the requirements for delivering quality services (Gerhart and Feng, 2021; Wright *et al.*, 2001).

Analysis of the results indicate that concerning human factors, challenges like insufficient personnel, limited technical expertise, a lack of experience, and the absence of qualified staff prominently stand out. These are significant areas for quality service delivery as supported by the literature.

The findings indicate that insufficient staffing levels was a major issue that profoundly affects service quality. According to the respondents, the shortage of staff not only burdens existing employees but also hampers the council's capacity to meet the growing demands of the public. As literature suggests, adequate staffing is essential for delivering timely and effective services (Perry, 2014; Perry *et al.*, 2010). Furthermore, in addition to the lack of qualified staff within the council, lack of technical knowledge among existing staff contributes to organizational factors impacting service efficiency. In examining the results, it is evident that it is imperative to recognize that the quality of services is intricately linked to the competencies and commitment of the workforce. High-quality civil servants should possess not only the technical skills required for their respective roles but also a dedication to excellence in public service. The commitment of employees significantly influences their job performance, which, in turn, directly impacts the overall service quality provided by the City Council (Rainey, 2018; Rainey *et al.*, 2021).

The importance of having technical skills was evident from research as most of the respondents raised concern about that lack of competency among staff by indicating that they struggle to provide services effectively. Many indicated that they do not have any technical background to provide the services required. This finding is supported in literature indicating that insufficient resources and skills hinder the adoption of modern technologies and best practices, limiting the council's ability to enhance service quality (Rainey, 2018; Rainey *et al.*, 2021).

5.4. Organisational Factors

Organizational factors constitute a pivotal aspect influencing the operational efficiency and service quality of the City Council. Analysis of organizational factors indicates that it includes management style, functioning structure, and relationships with workers. Among these organizational factors, management style emerges as a key determinant shaping the leadership philosophy and decision-making approach within the council. This was evident from the research as some participants, through their experience of working for the city council, indicated the importance and effect of the leadership style adopted by management. Hence, the management style adopted by the council plays a crucial role in determining how decisions are made, tasks are delegated, and communication flows within the organization (Denhardt and Denhardt, 2007).

The functioning structure represents another pivotal organizational factor that plays a central role in determining how the City Council operates internally. This encompasses the overall hierarchy, division of responsibilities, and the delineation of roles and functions among various units or departments within the organization. Through the research it was evident that there was anxiety among the staff about the current organisational arrangement. Line of communication and unclear roles seems to hamper current service delivery. A well-defined and

efficient functioning structure promotes clarity, accountability, and streamlined communication, contributing to the council's ability to respond effectively to the needs of the public (Rainey, 2018).

Based on the concerns raised on the functioning structure, an effective organizational design is crucial for optimizing the council's operational efficiency and service delivery. The hierarchical structure that exists now, may enhance control and coordination but could impede flexibility and responsiveness, which was pointed out. While no specific structure was discussed by the respondents, a more flattened or decentralized structure may encourage innovation and quicker decision-making but requires careful coordination to prevent fragmentation and confusion Evaluating the appropriateness of the current functioning structure considering these considerations is essential for identifying potential areas for improvement in the city council.

Relationships with workers constitute an important dimension of organizational factors, emphasizing the interpersonal dynamics and organizational culture prevalent within the City Council. Connections with workers, encompassing aspects of teamwork, communication, and overall organizational culture, contribute to the overall organizational climate (Denhardt and Denhardt, 2007). No direct finding was related to the relationships with staff. However, it was evident from other areas that there was a weakness in working relationships. Positive relationships among workers foster a collaborative and cooperative work environment, which is essential for promoting teamwork, innovation, and overall employee satisfaction (Eisenbeiss *et al.*, 2008). The organizational culture, shaped by relationships with workers, influences the collective behaviors, values, and attitudes of the council's workforce (Cameron and Quinn, 2011).

From the results and in relation to existing literature, it is evident that organizational factors, encompassing management style, functioning structure, and relationships with workers, are pivotal elements that significantly shape the operational dynamics and overall performance of the City Council. Hence, a critical evaluation of these factors, considering organizational design principles, and the importance of positive workplace relationships, is crucial for enhancing the council's ability to deliver effective and high-quality services to the community.

5.5. Managerial Factors

The impact of leadership on the effectiveness and success of an organization is a well-established tenet in organizational theory and management literature. The findings from the assessment of leadership within the City Council reveal notable shortcomings that have implications for the overall functioning and service delivery of the council.

According to the findings, the current leadership is perceived as lacking the requisite competence to effectively steer the affairs of the council. Competent leadership involves a combination of skills, knowledge, and experience necessary to make informed decisions, inspire the workforce, and navigate the challenges faced by the organization (Yukl and Gardner, 2019). The deficiency in leadership competence identified in the findings points to a critical gap that may hinder the council's ability to operate optimally.

Furthermore, the leaders are noted to lack sufficient technical knowledge related to their roles. In the context of a city council, technical knowledge is essential for understanding the intricacies of municipal governance, public service delivery, and the specific functions of the council. Leadership without the necessary technical acumen may result in uninformed

decision-making and an inability to address the nuanced challenges faced by the council (Bennis and Nanus, 2012).

The success or failure of an organization is indeed heavily dependent on leadership effectiveness. Leaders serve as architects of organizational culture, motivators of the workforce, and decision-makers who shape the strategic direction of the entity (Asbari, 2020; Bass and Bass, 2009; Ytterstad and Olaisen, 2023). Effective leaders have the capacity to inspire commitment, foster innovation, and create a positive organizational climate that, in turn, influences the quality of services delivered.

To address these leadership deficiencies, it is crucial that elected leaders within the City Council invest in the development of their leadership skills. Leadership development programs, training initiatives, and workshops focused on enhancing competencies and technical knowledge can be instrumental in bridging the identified gaps (Avolio *et al.*, 2009). Moreover, leaders should demonstrate a commitment to quality by establishing a shared vision that aligns with the council's mission and values.

Setting a clear direction for the council involves articulating specific goals, strategies, and performance expectations. A well-defined direction provides guidance for decision-making, resource allocation, and overall governance. Leaders must effectively communicate this vision to the entire council and ensure that it resonates with the broader objectives of serving the public interest (Kouzes and Posner, 2023).

Based on the findings, the impact of good leadership on the City Council cannot be overstated. The identified deficiencies in leadership competence and technical knowledge underscore the

need for proactive measures to enhance leadership effectiveness. Investment in leadership development, coupled with a commitment to a shared vision and clear direction, will be pivotal in steering the council toward success and improving the quality of services provided to the community. The choice of management style within the council has implications for employee morale, job satisfaction, and the overall organizational climate (Asbari, 2020; Bass and Riggio, 2006; Braun *et al.*, 2013).

5.6. Governing Factors

5.6.1. Role of City Councils

According to literature, the role of a city council has continued to evolve, reflecting the changing dynamics and challenges faced by urban communities. City councils have increasingly emphasized the importance of sustainable urban development, environmental conservation, and social equity within their jurisdictions. Their responsibilities now encompass a broader focus on fostering inclusive growth, promoting resilient infrastructure, and addressing pressing issues such as climate change mitigation, affordable housing, and community well-being (Brand and Gaffikin, 2007; Goldsmith and Crawford, 2014). Citizen participation through the adoption of digital platforms and community engagement initiatives will enable more inclusive and participatory decision-making processes enhancing transparency (Goldsmith and Crawford, 2014).

Although the literature illustrates a wider role for the city councils, the findings of this research indicates that it is not the case in the Maldives currently. Presently the city councils are more geared as a service delivery institute that looks after the operation and maintenance of the city. This was evident from all the respondents of the research. However, given the development,

local city councils should also embark on a broader concept in the future to represent the interests of the constituents addressing the public concerns and for the overall wellbeing of the city.

This study laid no emphasis on the roles of staff on service quality expectations and commitment to public satisfaction. The findings indicated that the main role of the council is public satisfaction through diverse services such as road cleaning and maintenance, land surveys, issuance of certificates, car registry, house registry, issuance of ID cards, etc.

5.6.2. Autonomy

From the research, the lack of autonomy emerges as a critical hindrance. The city council's dependency on central government decisions and control significantly restricts its ability to make independent and strategic decisions, affecting service delivery. As many respondents highlighted, a significant impediment to the provision of effective and quality services by the City Council is its heavy reliance on the central government, characterized by a robust hierarchical structure. Numerous studies emphasize the challenges posed by centralized decision-making in local government entities (Klausen *et al.*, 2021; Poniatowicz *et al.*, 2020). In the context of the City Councils, the current hierarchical structure dominated by the central government influences crucial aspects, including functioning structures, guidelines, policies, budgeting, procurement, recruitment, and resource allocation. This needs to be changed and aligned with Decentralization Act (07/2010) of Maldives (Ministry of Finance, 2010)

Currently some of these decisions pertaining to fundamental aspects are predominantly made at the central government level, limiting the autonomy of councilors within the local council.

Scholars argue that such centralized control hinders local governments' flexibility and responsiveness to the unique needs and dynamics of their communities (Wolman *et al.*, 2008) which was echoed from the research findings. Many stated that the constrained decision-making authority of councilors undermines the establishment of an effective quality management system. This is supported by literature where scholars argue that autonomy is pivotal for strategic decision implementation in public service(Fatile and Ejalonibu, 2015; Fowler, 2020; Lee and Feiock, 2018; Mathenjwa, 2016). Furthermore, research indicates that local autonomy is positively correlated with improved service delivery and responsiveness (Bae and Feiock, 2015; Rainey *et al.*, 2021). Therefore, fostering greater autonomy for councilors in decision-making processes is crucial for enhancing the City Council's ability to provide quality services to its constituents.

The findings also indicated that there is a need for a mutual relationship between the central government and the city councils. Each group is to collaborate effectively to meet the needs of the public while ensuring that the boundaries of each organization is maintained.

5.6.3. Finance

According to many employees, financial constraints pose a significant challenge to effective service delivery within city councils, affecting both human and material aspects of operations. This study highlights the profound impact of financial limitations on the ability of the city council to provide quality services. In many instances, the challenge of securing and allocating funds is a complex process, influencing various facets of service provision.

The literature underscores the critical role of financial resources in municipal service delivery. Insufficient funds hinder the recruitment and retention of qualified personnel, limiting the human capital necessary for optimal service provision (Kuhlmann, 2018; Sørensen *et al.*, 2017). The process of obtaining funds and then dispersing them poses major challenges. In addition, the existing rules and regulations and strong control from the Ministry of Finance hampers the situation more. Due to this, the council's inability to allocate sufficient financial resources limits its capacity to recruit qualified staff, invest in training programs, acquire necessary equipment, and maintain infrastructure. Literature indicates that competition for skilled workers in the public sector is fierce, and city councils grappling with financial constraints will struggle to attract and retain top talent (Bae and Feiock, 2015). All these factors are critical components of effective service provision in public service (Bryson and George, 2020; Bryson *et al.*, 2014).

The literature emphasizes the multifaceted repercussions of financial constraints on city councils' ability to deliver quality services. From human capital and training programs to material resources and infrastructure maintenance, adequate funding is integral to effective municipal service provision. Given the existing complex nature of financial processes within city council, coupled with bureaucratic challenges, the need for strategic reforms and innovative solutions in evident from research to ensure that city councils have the resources required to meet the evolving needs of their communities.

5.6.4. Political Influences

Political influences from politicians introduce governance factors that impede the council's ability to function independently, as revealed by the findings of this study. The results highlight

that when political considerations significantly impact decision-making processes, it compromises the council's focus on public welfare and service quality. The intertwining of politics with local governance introduces challenges that hinder effective and impartial service delivery. Literature consistently underscores the importance of shielding local governance from undue political interference to ensure that administrative decisions align with the needs and expectations of the community. (Dunleavy *et al.*, 2006; Rainey *et al.*, 2021).

Research in public administration emphasizes that political influences can disrupt the autonomy of local councils, leading to decisions that prioritize political interests over the welfare of the public (Bryson and George, 2020; Bryson *et al.*, 2014). The politicization of administrative processes can result in biased resource allocation, favoritism in public service delivery, and a divergence from evidence-based policymaking. Scholars argue that local governance functions most effectively when decisions are guided by the principles of accountability, transparency, and responsiveness to the community's needs rather than political motivations, which was highlighted from the research too.

Studies on public administration reforms often advocate for mechanisms that insulate local councils from short-term political pressures. An autonomous local governance structure, shielded from direct political intervention, is seen as essential for fostering long-term planning, community development, and effective service provision. The interference of politicians in administrative matters can compromise the integrity of local government institutions, hindering their ability to serve as impartial agents focused on the betterment of the community, which was a major concern noted from the study.

The findings of this study align with existing literature, emphasizing the detrimental impact of political influences on governance in city council. The compromised autonomy of the council due to political interference poses a significant challenge to effective public service delivery. To enhance the functioning of city councils, it is imperative to establish mechanisms that safeguard them from undue political pressures. This includes reinforcing the principles of autonomy, transparency, and accountability, which are fundamental for fostering a governance environment focused on the well-being of the community (Bryson and George, 2020).

5.6.5. Hiring Process

A critical aspect highlighted in the research is the pressing need for a reevaluation of the hiring process within city councils. The respondents articulate a collective concern regarding the existing merit-based hiring system. This aligns with existing literature highlighting concerns about the efficacy of merit-based hiring in public organizations. Scholars such as Bozeman (2007) have discussed how traditional merit-based systems might not be fully aligned with the complex demands of public service and may contribute to challenges in talent acquisition and retention (Bozeman, 2007; Fukumoto and Bozeman, 2019).

The prevailing sentiment among the respondents is that the merit-based hiring process, which places significant emphasis on educational qualifications, often leads to the recruitment of individuals who may possess high academic credentials but lack the practical skills or job-specific expertise essential for roles within the city councils. This concern resonates with the broader discourse on the limitations of relying solely on educational credentials in the hiring process. Scholars have delved into the notion of competency-based hiring, emphasizing the importance of assessing practical skills and job-specific expertise rather than placing exclusive

emphasis on academic achievements (Abd El Motaleb, 2021; Staškeviča, 2019). This mismatch between educational qualifications and job requirements results in a situation where individuals, though qualified on paper, may struggle to effectively fulfill the demands of their positions. Furthermore, the existing literature underscores that a myopic focus on educational qualifications may lead to a misalignment between the skills possessed by candidates and the specific requirements of roles within city councils (O'Toole and Meier, 2004, 2011).

Respondents pointed out a critical consequence of this misalignment in the hiring process. They noted that the individuals recruited based on merit often leave their positions as soon as they secure better offers elsewhere. The high turnover resulting from this phenomenon not only poses a challenge in retaining experienced and well-suited personnel but also complicates the process of finding the right candidates for specific roles within the city councils.

The overarching theme that emerges from these responses is the necessity for a hiring process that places a greater emphasis on the alignment of skills, competencies, and practical experience with the specific requirements of the roles within city councils. The emphasis on educational qualifications as the primary determinant in the hiring decision, as per the current civil service guidelines, is perceived as a limiting factor that hinders the identification and selection of individuals best suited for the unique challenges and responsibilities associated with city council positions.

In summary, the research illuminates a consistent concern among City Council workers in the Maldives regarding the alignment of the hiring process with the unique demands of their roles. This resonates with existing literature that questions the effectiveness of traditional merit-based hiring systems in public organizations, calling for a nuanced evaluation of competencies

beyond academic qualifications (Amis *et al.*, 2020; Guarino *et al.*, 2006). Thus, the findings of the current research align with the proposition that civil service hiring guidelines, often rooted in merit-based systems, may need to be revisited to better suit the nuanced demands of city council positions.

Such a recalibration of the hiring process would not only contribute to reducing turnover rates but also enhance the likelihood of selecting candidates who can seamlessly integrate into their roles, thereby fostering a more efficient and capable workforce within city councils. The importance of aligning the hiring process with the specific needs and challenges faced by city councils is underscored by the respondents as a pivotal step toward overcoming the current limitations and ensuring the recruitment of individuals who can make meaningful contributions to the councils' objectives.

5.6.6. Expansion

Discussing the potential expansion of the council, most of the staff expressed dissent regarding the expansion of the city council. Their perspective is grounded in the belief that the city council already delivers a substantial array of services, leaving little room for expansion within the current operational framework. The importance of prioritizing efficiency and effectiveness over sheer expansion was evident from the study. The outcomes from the research indicate that enhancing the quality of existing services should take precedence on any expansion soon. The staff's stance is further reinforced from literature where the indication is to provide effective services (Shah, 2006; Milán-García, Rueda-López and De Pablo-Valenciano, 2022).

In essence, the prevailing viewpoint among the staff underscores a commitment to ensuring that any future developments align with best practices in local governance, emphasizing the need for a thorough assessment and enhancement of current services rather than an immediate push for expansion.

5.6.7. Core Values

Regarding core values and their impact on service quality, it is noted that the City Council operates without any documented values guiding its members.

The respondents in the study emphasized a noteworthy aspect concerning the absence of core values within the City Council, highlighting its adverse effects on the organization's image. The absence of clearly articulated and documented core values has created a vacuum in guiding principles for the members. This void not only affects the internal dynamics of the City Council but also extends to the external perception held by stakeholders and the public.

Literature underscores the pivotal role of core values in shaping the organizational culture and influencing public perception (Sutler-Cohen, 2019). In the context of municipal governance, a lack of explicit core values may lead to a less defined organizational identity, contributing to confusion and ambiguity (Sai Manohar and Pandit, 2014). The absence of documented core values, as reported by the respondents, aligns with literature, which indicates the importance of well-defined values as a foundation for effective governance (Lapuente and Van de Walle, 2020).

The respondents expressed the negative impact on the city council's image, due to the lack of a defined set of core values. According to them, a clear set of values provides a compass for decision-making, fostering accountability and transparency. This sentiment is supported in the

existing literature where it argues that a well-defined set of core values not only shapes the internal behavior of the organization but also contributes to building trust and credibility in the eyes of the public (Barchiesi and Fronzetti Colladon, 2021; Kirova, 2021).

In summary it can be said that the absence of documented core values within the City Council, as reported by the respondents, has repercussions not only on the internal operations of the organization but also on its external image. This finding aligns with existing literature on organizational values and governance, highlighting the need for explicit core values to guide decision-making and enhance both internal coherence and external perception within municipal governance structures.

5.6.8. Role of ICT

For the role of information technology, this study shows that the integration of ICT into the operations of the council is a necessity. According to respondents, technological adoption will not only improve the quality of service but also reduce the workload on council workers.

The role of information communication technology (ICT) in the operations of municipal councils is a vital aspect that has gained increasing attention in contemporary governance studies. This study contributes to this discourse by highlighting the imperative nature of integrating information and communication technology (ICT) into the functions of the City Council. As underscored by numerous scholars in the field, the incorporation of technology into municipal operations is considered not merely advantageous but a necessity for the advancement of service quality and efficiency (Cha and Cha, 2014; Dunleavy *et al.*, 2006; Guha and Chakrabarti, 2019).

The research findings indicate that most staff believe that utilising information communication technology (ICT) in their services would lead to a reduction in workload and an enhancement in efficiency. Respondents indicated that the forms and applications could be made available for online completion. By incorporating more advanced mechanisms, there is the potential to achieve even greater efficiency. Many indicated that similar streamlined processes are currently being used in local banking systems, showcasing the feasibility of such improvements. Hence, there is a good argument to implement these advancements in service delivery in the city council.

From the research it is evident that the role of information technology in municipal governance is intricately linked to the imperative for technological adoption to enhance service quality and alleviate the workload on council workers. The insights derived from the respondents align with the existing body of literature on digital governance (Guha and Chakrabarti, 2019; Jehan and Alahakoon, 2020; Karippacheril, 2013; Rochmansjah and Karno, 2020). The collective evidence emphasizes that the integration of ICT is not only a contemporary necessity but also a strategic imperative for municipal councils aiming to meet the evolving expectations of their constituents and improve the overall effectiveness of their service delivery.

5.6.9. Other factors

The research also queried the respondents on various dimensions, including but not limited to core values, training initiatives, the effectiveness of the existing administrative framework, suggestions for enhancements to elevate the quality of services offered by the council, the integration of information technology, the viability of performance-based compensation, and the overall success of the present system.

From these areas, the lack of opportunity for staff training was a major concern raised by many of the participants. Many argued that, although they have worked there for many years, no training has been provided. This leads to issues related to leadership competence and managerial factors that affect service delivery. Hence for effective management proper training is required to optimise human resources and organizational processes(Denhardt and Denhardt, 2007). Moreover, leadership competency is particularly vital in navigating complex challenges and fostering a culture of innovation and excellence in public service delivery (Rainey *et al.*, 2021).

The concern of disparity emerged prominently as a significant impediment to the delivery of high-quality services. As evidenced in the research, the discrepancy between the commendable efforts exerted by civil servants and their comparatively low remuneration, compared to the political personnel has become a pervasive issue. This study shows that such disparities in pay create a motivational challenge, prompting council workers to actively seek alternative employment opportunities, ultimately contributing to elevated turnover rates within the workforce.

In essence, the issue of pay disparity, as illuminated by the current study, echoes the concerns raised in existing literature, emphasizing the critical need for addressing these imbalances to enhance motivation, reduce turnover, and foster a more satisfied and engaged workforce within local governance structures (Amis *et al.*, 2018, 2020; Stroińska, 2020).

The findings of the study underscore the imperative for comprehensive changes to enhance the functioning and elevate the quality of services provided to the public. Respondents consistently emphasized key areas that warrant strategic interventions. First and foremost, there is a call for

the delegation of full authority, providing the council with the autonomy necessary for effective decision-making and swift implementation of policies. This autonomy is viewed as instrumental in fostering a more responsive and agile local governance structure.

Moreover, a noteworthy recommendation is directed towards revisiting the hiring process. Respondents advocate for a change that prioritizes competence, ensuring that individuals selected for roles within the council possess the requisite skills and knowledge to contribute effectively. This aligns with the broader discourse on personnel management in public administration, emphasizing the importance of merit-based appointments for organizational success.

The study also highlights the critical need for upgraded technical equipment and adequate manpower. The availability of modern tools and a sufficient workforce is seen as pivotal in improving operational efficiency and meeting the diverse needs of the community. In conjunction with this, respondents underscore the necessity for a more conducive workspace for staff. A supportive working environment is recognized as essential for employee well-being and productivity, ultimately translating into enhanced service delivery. Furthermore, the call for the selection of more competent and visionary leaders signifies a collective aspiration for transformative governance. Visionary leaders are perceived as instrumental in driving innovation, adapting to changing circumstances, and steering the council towards long-term success.

Staff training emerges as another crucial aspect identified for improvement. Continuous professional development is advocated to equip employees with the skills needed to navigate evolving challenges and stay abreast of best practices. This aligns with the broader trend in

contemporary public administration, recognizing the value of investing in human capital for sustainable organizational growth. Lastly, the respondents highlight the importance of establishing clear guidelines delineating the roles and responsibilities of councilors. Clarity in these aspects is deemed essential for effective collaboration, reducing ambiguity, and promoting accountability within the council.

In summary, the study pinpoints key areas of intervention to enhance local governance, encompassing the delegation of full authority, a reformed hiring process, improved technical capabilities, conducive workspaces, visionary leadership, staff training, and clearly defined roles and responsibilities. Addressing these issues holistically is crucial for fostering a more efficient, responsive, and service-oriented city council.

5.7. Significance Findings

Local governance plays a crucial role in shaping the quality of services provided to the public. This extensive research delves into the intricate dynamics influencing the efficiency of a local council and, consequently, its ability to deliver value-added services to the community. The study outcome includes an array of human, organizational, material, and governmental factors that interplay to impact service quality. Notably, the findings reveal a complex landscape wherein measures to enhance internal service quality are impeded by multifaceted challenges.

The study outlined the intricate web of challenges hindering the city council from realizing its full potential in service delivery. These challenges arose from human, organizational, material, and governmental factors that contribute to the daily functioning of the council. The findings elaborated on the importance of adequate staff, their experience and qualifications. These

significant factors align with existing literature on public administration, where competent and motivated staff are crucial to for effective governance.

The geographical context of the Maldives, with its unique island structure, introduces distinctive challenges that significantly influence the effectiveness of public service delivery by city councils. In light of the findings, which reveal a multitude of human, organizational, governmental, and material factors impacting service delivery, there is a critical need for further exploration and strategic management interventions. The isolated nature of city councils in individual islands magnifies the complexities associated with delivering services to the public. This expanded discussion will delve into the grounds for future research, highlight the specific challenges faced in the Maldivian context, and propose management options based on the research findings.

Moreover, the geographical intricacies of the Maldives necessitate a nuanced understanding of the challenges faced by city councils in delivering effective services. Future research should focus on tailoring strategies to the unique needs of each city, exploring innovative solutions to human, organizational, governmental, and material challenges. The proposed management options aim to provide a roadmap for city councils, policymakers, and researchers to collaboratively navigate the complexities of island governance, ultimately enhancing the quality of public service delivery in the Maldives.

In conclusion, this research sheds light on the multifaceted factors influencing the efficiency of a local council and its ability to provide value-added services to the public. Human, organizational, material, governmental, and managerial factors collectively create a complex web of challenges that demand strategic interventions. The significance of these findings

extends beyond the specific council under examination, offering insights applicable to broader

discussions on local governance, public administration, and service provision in the Maldives.

CHAPTER 6 – CONCLUSIONS & RECOMMENDATIONS

6.1   Conclusions

This extensive research critically examines the multifaceted challenges that impede the quality of services provided by City Councils. Through an in-depth exploration of factors such as autonomy, staffing issues, financial constraints, political influences, inadequate resources, and leadership incompetency, this study sheds light on the complex dynamics shaping the efficiency of local governance. The findings not only contribute to a nuanced understanding of these challenges but also offer actionable insights for policymakers, administrators, and scholars aiming to enhance service delivery in City Councils.

The research underscores the intricate web of factors that significantly shape the quality of services provided by City Councils. Key determinants include the influence of the government on council operations, the availability of staff, financial constraints, inadequacies in technical tools and manpower, and protracted procurement procedures. The interplay of these elements profoundly influences the levels and efficiency of services delivered by council workers. Drawing on Hertzberg's Two-Factor Theory, the study emphasizes the critical relationship between positive motivation for delivering quality service and the presence of quality materials and manpower.

One pivotal aspect influencing service quality is the influence exerted by the government on the operations of City Councils. The extent to which councils enjoy autonomy and can make decisions independently significantly impacts their ability to provide efficient and tailored services to their communities. The delicate balance between government oversight and council autonomy must be carefully managed to ensure that decision-making processes align with the unique needs of the local population. Governmental influence, when appropriately balanced,

can facilitate strategic guidance and support, but excessive interference may impede the nimbleness required for effective local governance.

The unavailability of staff emerges as another critical factor affecting service quality. Staff shortages not only strain the existing workforce but also limit the council's capacity to meet the diverse needs of the community effectively. Adequate human resources are fundamental for delivering responsive and timely services. Addressing staffing challenges requires strategic human resource planning, innovative recruitment strategies, and investment in training and development programs to equip staff with the necessary skills and knowledge.

Financial constraints pose a formidable challenge for City Councils in their pursuit of delivering quality services. Budgetary limitations restrict investments in crucial areas such as infrastructure, technology, and training programs. The scarcity of funds not only impedes innovation but also hinders the council's ability to adapt to evolving community needs. Advocating for financial reforms, exploring alternative funding mechanisms, and optimizing resource allocation processes are essential steps toward overcoming financial constraints and ensuring sustainable service provision.

Inadequacies in technical tools and technical manpower represent significant hurdles in the quest for service quality. The rapid advancement of technology necessitates that City Councils equip themselves with modern tools to enhance operational efficiency. The absence of these tools, coupled with a lack of technical expertise among staff, hampers the council's ability to leverage technological advancements for improved service delivery. Investing in the latest technologies and providing comprehensive training to staff are imperative for overcoming these challenges.

Protracted procurement procedures add another layer of complexity, impacting the efficiency of service provision. Lengthy and convoluted procurement processes can lead to delays in

acquiring necessary resources and equipment, hindering the council's ability to respond promptly to community needs. Streamlining procurement procedures, embracing digital procurement platforms, and implementing efficient supply chain management practices are vital steps toward enhancing the agility of City Councils in acquiring essential materials and services.

Hertzberg's Two-Factor Theory, which posits that positive motivation for delivering quality service is challenging to achieve in the absence of quality materials and manpower, resonates strongly in the context of City Councils. The theory underscores the fundamental connection between the availability of resources and the motivation of council workers. A well-equipped and motivated workforce is essential for providing services that meet the expectations of the community. Therefore, addressing issues related to staff availability, financial constraints, and the adequacy of technical tools becomes pivotal for fostering a work environment that promotes positive motivation and, consequently, the delivery of high-quality services.

In conclusion, the study illuminates the multifaceted nature of factors influencing the quality of services rendered by City Councils. The intricate interplay of government influence, staff availability, financial constraints, technical inadequacies, and procurement procedures significantly shapes the efficiency and effectiveness of service delivery. Grounded in Hertzberg's motivational theory, the research underscores the intrinsic link between positive motivation and the presence of quality materials and manpower. Recognizing and addressing these challenges are imperative for City Councils to navigate the complexities of local governance successfully and ensure the delivery of services that align with the unique needs of their communities in Maldives.

6.2   Recommendations

The research has elucidated a myriad of challenges that impede the seamless delivery of services within city councils. Key factors encompass governance, finance, autonomy, and management, all of which play pivotal roles in determining the efficacy of service provision. Drawing upon the insights garnered from the study and aligning them with the existing body of literature, a set of comprehensive recommendations is presented herein. These recommendations are formulated with the overarching goal of enhancing service delivery within city councils, addressing the identified obstacles, and fostering a more efficient and responsive local governance framework.

1. **Autonomy Reinforcement:** It is recommended that the government provide full authority to the council, allowing it to operate independently without external interference. Authorities at higher levels of government should consider devolving more decision-making powers to local councils, allowing them to tailor services to the unique needs of their communities. Autonomy is crucial for the council to make decisions that align with the unique needs of the local community and foster efficient service delivery.

2. **Financial Empowerment:** Recognizing the profound impact of financial constraints on service delivery, city councils should actively seek avenues for financial empowerment. This includes advocating for increased budget allocations, exploring alternative funding sources, and embracing fiscal decentralization. The development of sustainable financial strategies is crucial to support ongoing and future service initiatives.

3. **Revise the Hiring Process for Competent Recruitment:** A necessary step is to overhaul the hiring process, enabling the recruitment of competent individuals who can contribute effectively to the council's operations. A more strategic and competency-

based approach to hiring would ensure that the council is staffed with skilled professionals. Given the current regulations, this will need a change to existing regulations, but it is something crucial that needs to be done for better services.

4. **Mitigating Political Interference:** To ensure impartial and effective service delivery, it is imperative to mitigate political interference within city councils. Mechanisms should be devised to safeguard administrative processes from undue political influence, allowing councils to operate in alignment with the welfare of the community and the objectives of good governance.

5. **Optimizing ICT Integration:** Acknowledging the transformative potential of Information and Communication Technology (ICT), city councils are encouraged to optimize its integration into their operational fabric. This involves investing in modern technological infrastructure, facilitating digital literacy among staff, and harnessing the capabilities of ICT to streamline processes and enhance service efficiency.

6. **Establish and Implement Clear Guidelines, Roles, and Responsibilities:** The management is advised to actively work towards establishing and implementing clear guidelines, roles, and responsibilities for all workers within the council. This measure ensures that everyone understands their duties and contributes to a more organized and effective workflow.

7. **Provide Job Training for Technical Proficiency:** Employees should be given job training to meet the technical demands of their roles. Training opportunities must be offered, not only for skill development but also to align the workforce with evolving technological requirements for public service delivery.

8. **Provide Spacious and Conducive Work Environment:** It is crucial to provide a spacious and conducive work environment for staff. Placing individuals in single or

congested offices without sufficient space can lead to stress and frustration. A positive work environment is fundamental for employee well-being and productivity.

9. **Informed Elected Leaders:** Elected leaders at the city council should invest time in gaining a comprehensive understanding of the various functions and technical knowledge required for effective governance. This knowledge equips the decision makers to make informed decisions and contribute meaningfully to the council's strategic direction.

10. **Recommendation: Foster a Positive Workplace Culture** Every individual within the council should actively contribute to creating a positive workplace culture. This involves supporting colleagues when mistakes occur and ensuring accountability. A balanced and supportive work environment contributes to overall job satisfaction and organizational success.

In conclusion, these meticulously crafted recommendations serve as a compass for city councils navigating the challenges inherent in-service delivery. Grounded in both empirical findings and theoretical underpinnings from the existing literature, these recommendations offer a holistic approach towards fostering efficiency, innovation, and adaptability within city councils. By embracing these recommendations, councils can aspire to not only overcome existing challenges but also position themselves as exemplars of effective and responsive local governance.

6.3   Suggestion for Future Research

While the research conducted among City Council workers in the Maldives provides valuable insights, several research gaps and opportunities for further exploration can be identified in the following areas:

1. **Cross-Cultural Comparative Studies:** The study acknowledges the limitation of generalizability to city councils in other countries. A significant research gap exists in the form of cross-cultural comparative studies. Future research should aim to explore the similarities and differences in the factors influencing service delivery across various cultural, political, and economic contexts. This would contribute to a more nuanced understanding of the contextual determinants of effective service provision.

2. **Participant Diversity and Inclusivity:** The limited participant pool in the current study presents an opportunity for future research to address this gap by ensuring a more diverse and inclusive representation. Including a broader range of participants from different roles, levels, and backgrounds within city councils would provide a more comprehensive perspective on the challenges and opportunities for service delivery.

3. **In-Depth Exploration of Specific Factors:** While the study identifies factors such as lack of autonomy and staff limitations, there is a need for more in-depth exploration of these specific factors. Future research could investigate the nuanced impacts of autonomy on decision-making processes and how different staffing models influence service quality. Understanding the intricacies of these factors would guide targeted interventions for improvement.

4. **Longitudinal Studies on Service Quality Dynamics:** The study hints at the possibility of findings changing over time due to increasing public demand. There is a research gap in the lack of longitudinal studies that track the dynamics of service quality over time. Investigating how factors evolve and interact with changing societal needs and

political landscapes would provide valuable insights into the adaptive capacity of city councils.

5. **Motivational Dynamics of City Council Workers:** The study identifies a potential research gap in the motivational aspects of city council workers. Future research could delve into the motivational dynamics, exploring the factors that drive or hinder workers' motivation, job satisfaction, and willingness to contribute to effective service delivery. Understanding the human dimension is crucial for fostering a positive work environment.

6. **Impact of Leadership Transitions:** The study acknowledges the frequent changes in elected leaders but does not extensively explore their impact on service delivery. There is an opportunity for research to delve into the dynamics of leadership transitions within city councils. Investigating how different administrations influence service delivery strategies, priorities, and outcomes would provide insights into effective governance during periods of change.

7. **Technological Integration and Service Delivery:** While the study briefly mentions the influence of ICT, there is a research gap in the comprehensive exploration of how technological integration impacts service delivery. Future research could investigate the role of technology in improving efficiency, communication, and responsiveness within city councils. Understanding the potential of ICT tools would guide councils in optimizing their technological infrastructure.

8. **Public Perception and Satisfaction:** The study focuses on internal factors within city councils but does not extensively explore public perception and satisfaction. Future research could investigate how the public perceives the quality of services provided by city councils and identify areas for improvement from the end-user perspective. Assessing public satisfaction is integral to enhancing service delivery.

In conclusion, the current study lays a foundation for identifying the challenges faced by City Councils in delivering value added services. However, to advance the field and contribute to actionable insights, future research should adopt a comparative, expansive, and longitudinal approach. Exploring diverse contexts, expanding participant pools, and delving into specific factors will enrich the knowledge base and provide city councils with evidence-based strategies to continually enhance their service delivery capabilities. Hence, addressing these research gaps would contribute to a more robust and holistic understanding of the complexities surrounding service delivery in city councils, ultimately informing evidence-based strategies for improvement and adaptation in diverse and dynamic environments.

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Appendix 1 – Coding Results Examples

Summaries with Coded Segments - fam 15 days.mx20

Code	Coded segments	Summary
Impact of performance-based pay	I think it is something that can be good for some of us like those who work in the when he supposed services the more work they do or the effective way to or timely manner they finished their work they get paid accordingly FVM_01: 34 - 34 (0)	
	I mentioned like salary increment the implementation issue is there even now we have issues with performance appraisals uh we have a lot of times staff complain that it is biased because there are no indicators FVM_01: 34 - 34 (0)	
	I think the supervisors sometimes feel too close to some workers. This clouds their judgement. Further because place is small everybody knows each other, and everybody wants to be on the good books, inside office and on the island. Hence, rarely there is unbiased evaluation or rather any proper evaluation. So. For things like that, the implementation process tends to favor their people FVM_01: 34 - 34 (0)	

1

	so I think ICT has a significant role it can improve services a lot it can actually even reach more people than it is now because sometimes with this busy schedule for some it is difficult to even physically come and wait for their turn to submit a form or even collect their permits and things like that so if you put it in a integrated our services ICT based system they don't have to they can do it from there officers their homes and then they can look up the status or even access permits MLE_01: 41 - 41 (0)	
	so many issues and get so many complaints from staff and then that it they can't do because the computer crashes the server doesn't work the telephone doesn't work and things like the Internet doesn't work we got access to the file server and also these are many issues that can come MLE_02: 22 - 22 (0)	
	In this technological era ICT is very much needed in effective service delivery. It directly contribute to increased efficiency and effectiveness in service deliver. It also reduces the cost of service and also it saves the time. FVM_02: 46 - 46 (0)	

5

current system

To my experience the current system has not been successful I have talked
to locals and their experience with the City Council are not good it was
better according to their views services delivered then was much better

ADU_01: 51 - 51 (0)

City Council is compared to the old days of island councils but the level of
service or the efficiency of the service or the quality of the services has a
decreased

ADU_01: 51 - 51 (0)

I think one of the biggest problem that I see is there are too many elected
officials within the system to provide services I don't think we need that
amount of elected officials the numbers actually hinders a lot of service
delivery

ADU_01: 51 - 51 (0)

I mean hired through purple mechanism so we get quality and qualified
people to assist the mayor in dealing services so so just electing a mayor and
providing him or her with a different kind levels of the people to support
with the mayor I think it will be fin

ADU_01: 51 - 51 (0)

10

hindrances\lack of training

I think I can also say that it is a kind of lack of training or in terms of customer
services for the staff that is a not a given to them so they don't know how to
handle

MLE_02: 8 - 8 (0)

I said mentioned before employee training is one of the key areas uh that actually
hinders the progress of the City Council

MLE_02: 10 - 10 (0)

Some people we hire don't have proper training or technical training in their
particular area. Although sometimes we get a very good people with high Ordinary
Level /Advanced Level qualifications, since they don't have office training their
output is not that effective. Hence, for better services we need to provide training
for these staff

MLE_05: 10 - 10 (0)

70

we have to depend on Ministry of Finance to give us budget and we have
never been able to actually get finance is enough 2 deliver our services
specially in terms of staff training programs and training programs and new
equipment even if you have computer or any other kind of things
breakdowns it takes ages and lot of systematic procedures we have to go
through in order to actually get hold of the broken item this hinders a lot
services

FVM_02: 49 - 49 (0)

hindrances\finances

block for the City Council to give any level of service is lack of finances

ADU_01: 7 - 7 (0)

The council depends on budget from the central government delivered
through Ministry of Finance. It has never been to the level required to deal
with certain services in the council. As a result, finances play a big role in
delivering efficient services to the public

ADU_01: 7 - 7 (0)

118

FVM_01: 3 - 3 (0)

My City Council plays a very big role in servicing the public in Fuvahmulah
city. A lot of services are provided by the City Council which include
cleaning of streets, waste disposal, streetlighting, birth certificates, National
ID card provisions, making a registry for houses, land registry, harbour
management and all these kinds of services.

FVM_01: 3 - 3 (0)

City Council has a very big role in providing a large variety of services that
are needed by the public for their daily life and operations in this so and we
make regulations in in provider so the role is very big very wide and
important for the public

FVM_01: 3 - 3 (0)

it is a organization which provides a lot of services to the public in Male' the used
to do road cleaning road repair give permits to block roads for constructions make
house registry and all different kinds of services which are related to daily work off
the public

MLE_01: 3 - 3 (0)

129