AJOLD

African Journal of Leadership and Development

2019, Vol. 4 No. 1, 32-48

DOI: https://doi.org/10.63990/2019ajoldvol4iss1pp32-48

Inter-organizational Coordination towards Youth Employment: The Case of the Addis Ababa City Administration

Atakilt Hagos[1]

Abstract

Youth unemployment is among the challenges in urban centers of Ethiopia that requires coordination among various actors. This study assessed the practice in the public sector in using certain coordination mechanisms and instruments and their effectiveness in enhancing youth employment in the case of the Addis Ababa City Administration. In assessing the practice, three coordination mechanisms as well as 16 coordination instruments were considered. This study also analyzed the effect of the degree of practice in using the coordination mechanisms on the degree of effectiveness of those mechanisms. To meet the objectives, the descriptive and explanatory research designs were employed. Primary data were obtained from 230 properly-filled questionnaires drawn from 16 government entities (Bureaus, Sub-city-level offices and TVET colleges). The data were analyzed using descriptive statistics (including correlation analysis) and regression analysis. Some findings are drawn based on the results. First, the practice in using the coordination instruments under the hierarchy-type, market-type and the network-type mechanisms as well as the effectiveness of the coordination instruments generally ranged from medium to low/very low. Second, the effect of the degree of practice on the degree of effectiveness is found to be positive and significant. Nevertheless, further research that controls for other determinants of effectiveness is required. The overall conclusion is that urban youth employment coordination in the study area is not strong (i.e., there is coordinating problem). As a result, the effectiveness of the coordination instruments has also been limited. To address the coordination problem, certain courses of action are recommended.

Key words: Inter-organizational coordination, youth employment, coordination mechanisms, coordination instruments, coordination effectiveness.

1. Introduction

Youth unemployment is among the challenges in sub-Saharan Africa as well as in urban centers of Ethiopia. A recent report (Africa, 2017) indicated that "youth unemployment across sub-Saharan Africa is four times higher than the region's aggregate unemployment level" (p. 31). Addressing this problem requires effective coordination among various actors. Youth unemployment continues to be a growing concern because Sub-Saharan Africa is largely dominated by the young population and the incidence of migration of the youth (mainly the male

[1] Dean, College of Leadership and Governance, Ethiopian Civil Service University, Email: atahagos@gmail.com
ISSN 2519-5255(print) ISSN 2957-9104(online)
This is an open access article licensed under a Creative Commons Attribution 4.0 International License.

youth) from rural to urban area is very high (Sommers, 2010). The youth population (aged 15–24) in sub-Saharan Africa, which constitutes about 20% of the world youth population, is increasing rapidly and will continue to grow at an estimated rate of 42% by 2030 (UN, 2015).

There are at least two views concerning the growing youth population in Sub-Saharan Africa. On the one hand, it is believed that the youthfulness of the continent bears great economic opportunities for Africa (AFDB, 2016) if enough jobs were created for the youth. Nevertheless, youth unemployment among the educated urban youth in the formal sector as well as underemployment in the informal sector is high (Ismail, 2016). Overall, it is argued that "Africa is not creating enough jobs to absorb the young people entering the labour market each year" (Phororo, 2013, p. 3). On the other hand, it is argued that high concentration of unemployed and underemployed youth in urban areas is also likely to be a source of conflict and political instability that comes from the inability of the youth to get adequate jobs and to fulfill the qualification requirements of the formal sector (Sommers, 2010). In a similar vein, the African Development Bank (AfDB) argued that leaving the issue of youth unemployment and underemployment aside increases violence and instability (AFDB, 2016). Currently, job creation and the reduction in youth unemployment are, therefore, among the priority agendas in Africa. For example, the "Youth Decade Plan of Action" of the African Union, (2009-2018) targeted the reduction of youth unemployment by two per cent each year. The AfDB has taken youth employment as one of its priority areas and adopted the ' Jobs for Youth in Africa strategy' (AFDB, 2016).

Similar to the situation in sub-Saharan Africa, the Ethiopian population is dominated by young people and children. In Addis Ababa, the 2014 urban employment/unemployment survey indicated that out of the 3,201,662 people in the city, the youth (i.e., 15-24 years of age) amounts to nearly 25% out of whom 37% are employed, 17% are unemployed and 46% are economically not active (CSA, 2014). However, large proportions of the youth have been either unemployed or have been engaged in temporary low-paying economic activities in the informal sector. Hence, youth unemployment is being recognized as the driving force for the current political unrest in Ethiopia.

Apart from policy interventions such as the introduction of the 2009 National Employment Policy and Strategy (MoLSA, 2009), the Education and Training Policy of Ethiopia (FDRE, 1994), and the National Technical and Vocational Education and Training (TVET) Strategy (MoE, 2008), the Ethiopian government has established a 10-Billion Birr fund for youth employment in response to this pressing challenge of youth unemployment.

The difficult task of creating jobs to the youth in Ethiopia as well as elsewhere in Africa, nevertheless, necessitates coordination among various actors, which is referred in this paper as 'youth employment coordination'. Following Phororo (2013), the concept 'youth employment coordination' is understood in this paper as "the consolidation of all the various efforts to address youth employment, so that the combined outcomes will have a greater impact on reducing youth unemployment rates versus the separate efforts, which will not have the intended impact." (p.1). Though coordination is not a new issue in public administration for centuries, the emphasis on this issue has escalated in the past few decades (Bouckaert, Peters, & Koen, 2010). This is because governments have increasingly created specialized agencies that specialize on addressing specific issues or problems or that provide specific services. However, social, economic, political and environmental problems have become so complicated over time that agencies cannot function properly or provide services effectively without coordinating with other agencies. Thus, there is a shift towards more coordination through different mechanisms and

instruments (Bouckaert et al., 2010). In the context of the public sector, the need for horizontal co-ordination among public organizations is emphasized (Peters, 1998). Though the term 'coordination' is attractive in words and easy to write on paper, its implementation or realization is far from being easy. In fact, the coordination problem is believed to have been one of the oldest challenges to the public sector. It is argued that coordination failures often emanate from "the lack of careful consideration of how the policy reform implementation effort is or should be organized" (Crosby, 1996, p. 1403). Therefore, the issue of youth employment coordination is an important topic for applied research.

Taking the coordination problem as the research problem, this study assessed the practice in using certain coordination mechanisms and instruments and their effectiveness in enhancing youth employment in Ethiopia with special reference to in the case of the Addis Ababa City Administration. It also analyzed the cause-and-effect relationship between the degree of practice and the degree of effectiveness.

Despite the impressive achievements in economic growth and employment creation in absolute terms, enough jobs have not been supplied relative to the growing number of the youth in urban areas of Ethiopia. As a result, a growing number of unemployed youth has been concentrating in the regional capitals and mainly in Addis Ababa. In the Addis Ababa City Administration, creating enough jobs for the youth is beyond the mandate and capacity of a single entity such as the Bureau of Labour and Social Affairs or that of the Bureau of TVET. The various organizations in the Addis Ababa City Administration are also expected to coordinate their activities towards the enhancement of youth employment: Bureau of TVET, Bureau of Labour and Social Affairs, Bureau of Trade, Bureau of Youth and Sports, Bureau of MSEs Development, Addis Credit and Savings, etc. Nevertheless, lack of coordination is likely to be a major source of the youth unemployment problem.

Different studies that were conducted on the issue of youth employment and unemployment emphasized the description or analysis of the labour market, youth employment policy interventions and policy implementation (Betcherman & Khan, 2015; Haji, 2007; Islam, 2014; Omolo, 2012); on challenges and strategies of youth employment (Dekker & Hollander, 2017); and, the social implications or dimensions of youth employment creation. Those studies that focused on Ethiopia described the main characteristics of the youth labour market and youth unemployment in Ethiopia (Broussard & Tekleselassie, 2012) and analyzed the role of microenterprises in socioeconomic development of the youth (Kidane, Mulugeta, Adera, Yimam, & Molla, 2015a, 2015b).

Kidane et al. (2015a) assessed and analyzed microenterprises targeting youth to socioeconomic development in terms of poverty reduction, women empowerment, employment, and entrepreneurship in the case of Addis Ababa, Ethiopia. Similarly, Kidane et al. (2015b) assess the relationship between microenterprises and socioeconomic development among youth group in Addis Ababa, Ethiopia. Nevertheless, none of the aforementioned studies investigated the issue of coordination as an instrument to enhance youth employment.

It can be argued, therefore, that the practice so far in using various youth employment coordination mechanisms and instruments as well as their effectiveness in enhancing youth employment has not been systematically investigated in sub-Saharan Africa in general and in Ethiopia in particular. Hence, this paper aims to contribute in filling this gap by attempting to answer the following research questions: a) What is the degree of practice in using different youth employment coordination mechanisms and instruments in the Addis Ababa City Administration? b) To what extent are the youth employment coordination mechanisms and

instruments effective in enhancing youth employment in the study area? And c) What is the effect of the degree of practice in using the coordination mechanisms on the degree of effectiveness of those mechanisms?

2. Literature Review

2.1 The Meaning of Coordination: A Multidimensional Concept

Unemployment in general and youth unemployment in particular is one of the major concerns of governments and societies. As a result, unemployment requires deliberate policy intervention, coordination and follow-up. Generally, a person is considered unemployed if he/she does not have a job, is willing and able to work, but is actively seeking one. Youth unemployment is unemployment among the youth whose age ranges from 15 to 24 years old, as defined by the United Nations.

Bouckaert et al. (2010, citing Alexander, 1995) indicated that the term coordination has multifaceted aspects. For instance, coordination can be seen both as a process and as an outcome. Bouckaert et al. (2010, citing Hall et al. 1976) also indicated that there are some definition of coordination in the policy and administration literature. Drawing on different literatures (Metcalfe 1994; Peters 1998, Alexander 1995; Thompson 1967), Bouckaert et al. (2010, p. 16) defined coordination in the context of the public sector as "the instruments and mechanisms that aim to enhance the voluntary or forced alignment of tasks and efforts of organizations within the public sector".

Based on a review of various literatures (Schermerhorn, 1975; Rogers and Whetten 1985; Mintzberg, 1979; Galbraith, 1977), Geert et al. (2010) differentiated between different terminologies: cooperation, collaboration, coordination and integration. While cooperation is defined as “a more temporary and informal means of creating relationships among organizations for mutual benefit” (pp. 16-17), collaboration understood as a normative voluntary agreement to work together. Coordination and integration are regarded as involving more formal structures and procedures though integration could be more radical than coordination that may involve joint ventures and mergers.

Brinkerhoff (1996) also indicated that coordination could be administrative or technical (citing Alter and Hage, 1993); formal or informal (citing Chisholm, 1989); and, control-oriented or assistance-oriented (citing Leonard and Marshall, 1982; Miller, 1992).

2.2 The Coordination Problem

Geert et al. (2010) stated that the specialization or division of responsibilities among public organizations creates a coordination problem. It is argued that “the many organizations existing in government create problems of coordination and coherence, and those coordination problems are very troubling for political leaders" (pp. 13-14). The coordination problem occurs because one organization may either not have information about the plans and actions of other organization or may be less interested to have such information. Peters (1998) categorized the coordination problem into three: redundancy, lacunae, and incoherence: (a) redundancy: “when two organizations perform the same task” (p. 303); (b) lacunae: “when no organization performs a necessary task” (p. 303); and, (c) incoherence: “when policies with the same clients (including the entire society as the clients) have different goals and requirements” (p. 303).

2.3 Mechanisms of Coordination

In an earlier work, Grandori (1997) provided a description of coordination mechanisms: market (price mechanisms, gaming and negotiation); voting; hierarchy and authority relations (centralization and control); agency relations (decentralization); and, institutionalization of rules and norms. Drawing on different literatures (Thompson et al. 1991; O'Toole 1997; Kaufmann et al. 1986, Peeters, 2003), Bouckaert et al. (2010, p. 35) provided a more consolidated description of the mechanisms for coordination as a generic analytic tool in the public sector: hierarchy, markets and network. The Hierarchy-type Mechanism (HTM) is defined as a top-down approach to coordination that necessitates the use of legitimate authority and power through the use of law, budgets and coercion as resources for coordination. In the context of the public sector, the Market-type Mechanism (MTM) is understood as involving the creation of incentives (e.g., performance-based incentives) to enhance the performance of public organizations through bargaining and information. The Network-type Mechanism (NTM) is conceptualized as involving the "search for the establishment of common knowledge, common values and common strategies between partners" (pp.49-50) with the help of resources such as information, norms, mutual cooptation and bargaining.

2.4 Instruments of Coordination for HTM, MTM and NTM

Based on an analysis of how youth employment was coordinated in East Africa (with special emphasis on Rwanda, Uganda, Tanzania and Kenya) and specific case studies (South Korea and Burkina Faso), Phororo (2013), developed a model for integrated youth employment coordination at all levels (from national to local).

Table 1: Instruments of coordination for HTM, MTM and NTM

Instrument	HTM	MTM	NTM
A. Management instruments:			
Description	Top-down management, systems, inter-organizational learning, procedural instruments, etc.	Incentive systems, inter-organizational learning	Bottom-up and interactive strategic management for information exchange and consolidation, inter-organizational learning, procedural instruments, etc.
Source of coordination capacity (resources)	Authority, power, bargaining, information, norms, mutual cooperation	Bargaining, Information, norms, mutual cooperation	Bargaining, information, norms, mutual cooperation
B. Structural instruments:			
Description	Reshuffling of competencies: organizational merger or splits; centralization (decentralization)	Market regulation	Systems for information exchange, Advisory bodies and consultative/deliberative bodies, Entities for collective decision-making, Common organizations (partnership organization), Chain-management structures
Source of coordination capacity	Authority, power	Authority, bargaining information	Bargaining, information, mutual cooperation, norms

Source: Adopted from Bouckaert et al. (2010, pp. 52-54).

2.5 Empirical Literature

Empirical literature on youth employment coordination is scanty. Hence, this sub-section provides a summary of three empirical studies on the topic of coordination in general. Jennings & Krane (1994) carried out a study that assessed coordination in the implementation of a welfare program known as 'the Job Opportunities and Basic Skills (JOBS) Program' that was introduced as part of the Family Support Act in 1988. The researchers assessed the coordination practices of managers in implementing the program and identified the barriers to coordination. At the state level, planning, contracting (from one state department to another), and interagency agreement facilitated coordination through information sharing and the recognition of each agency's contribution. Among the main factors that contributed to effective coordination in program implementation are interpersonal (informal) relationships and the presence of committed leadership. At the local-level, the study reported that the strength of coordination among different agencies varied from community to community (i.e., from strong to almost non-existent linkages). Hence, despite formal legislative requirements for coordination, coordination was not guaranteed. To improve the effectiveness of coordination, the respondents suggested some instruments. For example, they suggested: (a) the creation of one-stop shopping arrangements; (b) systems for information sharing (i.e., on-line computer access); (c) giving incentives and nonfinancial recognition for successful collaboration; (d) reducing requirements for targeting and allowing more effort to be devoted to volunteer participants; and, (e) placing greater reliance on employment service estimates of labor market demands" (Jennings & Krane, 1994, p. 345).

Brinkerhoff (1996) analyzed coordination issues in policy implementation networks by illustrating Madagascar's Environmental Action Plan (NEAP). This study indicated that the NEAP sought using hierarchical coordination mechanisms. The main ones are: (a) the centralization of the oversight function by mandating the National Office of Environment to carry out this coordination function; (b) the development of interagency information systems; (c) coordination of the financing from donor through a Multi-donor secretariat.

Concerning the issue of how youth employment is being coordinated in East Africa, an ILO study (Phororo, 2013) indicated that Rwanda, Tanzania and Uganda developed youth employment policies while Rwanda, Tanzania and Kenya also developed National Action Plans for youth employment. Though there was lack of clarity in the policies and plans as to how the task of coordination will be carried out, some of the coordination mechanisms that were stipulated in the policies and plans are: (a) assigning a specific Ministry to mainstream youth employment into national economic policies or to oversee plan implementation (Rwanda, Kenya); (b) requiring the establishment of a steering committee to carryout coordination (Rwanda, Uganda); and, (c) necessitating the establishment of a national youth employment council (Tanzania and Uganda).

2.6 The Conceptual Framework of the Study

Based on the review of the literature and a consideration to the study context, the concepts that are used in this study are operationally defined as follows:

- *Inter-organizational coordination*: a process in which public sector organizations in the Addis Ababa City Administration are organized to work together coherently and minimize redundancy, lancunae and contradictions by using coordination mechanisms and instruments towards to increase youth employment.

- *Coordination mechanisms*: the broader approaches that are used by the Addis Ababa City Administration government to create a favorable environment for public sector organizations to work together to reduce youth unemployment.
- *Hierarchy-Type-Mechanism (HTM):* the use of consciously designed and controlled top-down norms and standards, supervisions, inspections and other interventions under the authority and dominance of the city administration.
- *Market-Type-Mechanism (MTM):* outsourcing some youth employment support services to the private sector to enhance youth employment by (i.e., public-private-partnership).

The proposed coordination instruments are summarized in Table 2.

Table 2: Potential coordination instruments under HTM, MTM and NTM

Mechanism	Potential youth employment coordination instruments
HTM	The Addis Ababa City Administration Council; the Office of the Mayor of the City Administration; and, the Office of the General Manager of the City Administration.
MTM	Outsourcing some activities or youth employment support services to the private sector (e.g., registration of unemployed youth; providing information on available employment opportunities; individual and group psychological guidance and counseling; vocational guidance and employment advisory service; occupational and life skill development; linking the unemployed youth with employers through job fairs and other links; and, training institutions, etc).
NTM	Memorandum of understanding; joint strategic and annual planning; pooling financial resources; consultative workshops/meetings; common organization (committee, team, office); joint supervision; monitoring and evaluation; jointly managing projects and finance; provision of support services through one-stop-shopping arrangements; and, systems for information sharing.

Source: Developed by author based on Bouckaert et al. (2010, pp. 52-54).and taking into account the context in the study area.

- *Network-Type-Mechanism (NTM):* the use of shared values, common problem analyses, consensus, loyalty, reciprocity, mutual cooptation, trust, informal evaluation to achieve consciously designed purposes or spontaneously created results.
- *Coordination instruments:* specific tools or arrangements that are used to translate the coordination mechanisms into action to bring about inter-organizational coordination.
- *Coordination practice*: the extent to which the organizations used the coordination mechanisms and instruments to enhance youth employment.
- *Effectiveness of coordination mechanisms and instruments:* the extent to which the coordination mechanisms and instruments have been effective in ensuring youth employment (as measured by the perceptions of the respondents, measured on a five-point Likert scale that is ordered form very high to very low).

3. Methodology

This research is a cross-sectional descriptive and explanatory research that employs quantitative data that was obtained by conducting a survey. According to Khotari (2004), a descriptive research aims at describing of the state of affairs as it exists at present while the explanatory research is used to determine the frequency with which something occurs or with which it is associated with something else (p. 2). This research is descriptive because it aims to describe the practice in using youth employment coordination mechanisms. It is also explanatory because it

sheds light on the effect of the degree of practice in using youth coordination mechanisms on the perceived effectiveness of those mechanisms in realizing youth employment coordination. This research employed primary data that were obtained by administering questionnaires to middle-level and lower-level managers and experts at various levels that were believed (by the respective sample organizations) to have the necessary information concerning the research topic.

Accordingly, seven Bureaus were included in the sample: Bureau of Labour and Social Affairs; Bureau of MSEs Development; Bureau of TVET; Bureau of Women and Children Affairs; Bureau of Youth and Sports; Bureau of Industry Development; and, Addis Credit and Savings. Out of the 10 sub-cities of the Addis Ababa City Administration, five Sub-cities were included in the sample on the basis of convenience sampling (i.e., convenience to data collectors): Arada, Bole, Gulele, Kirkos and Yeka. Within the five sample Sub-cities, five offices were purposively selected: TVET, MSEs, Trade, Labour and Social Affairs and Youth and Sports. These entities were selected purposively because they deal with youth employment issues due to their mandates: linking the youth with employers; organizing the youth for self-employment; providing short-term trainings; providing working and selling spaces; providing trade license; etc.

The selection of the questionnaire respondents was non-random/purposive (i.e., in relation to their engagement in youth employment and coordination). Furthermore, the sample contained four sample TVET colleges as TVET institutions/colleges are also expected to provide skills as well as work in collaboration with other bureaus and Sub-cities towards youth employment creation. In total, 340 questionnaires were distributed while 230 were properly filled and returned, yielding 67.7% response rate. Out of the returned questionnaires, 66 (28.7%) were from the city-level entities; 120 (52.2%) were from the five sub-cities; and, 44 (19.1%) were from the TVET Colleges.

In analyzing the primary data pertinent to the first and the second research questions, descriptive statistics (tables, charts, percentages, mean and median) as well as test of proportions (Z-test) were used. Concerning the third research question, Factor Analysis (Principal-Component-Analysis) was carried out to test if the variables that are included in the questionnaire really measured the factors. Furthermore, tests of hypothesis concerning association/correlation and ordinal regression analysis were carried out in analyzing the effect of the degree of practice on the degree of effectiveness of the coordination mechanisms. Three regression models were developed, one for each mechanism:

$$HTM_Effectiveness = B_0 + B_1 HTM_Practice + error\ term \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots (2)$$

$$MTM_Effectiveness = B_0 + B_1 MTM_Practice + error\ term \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots (3)$$

$$NTM_Effectiveness = B_0 + B_1 NTM_Practice + error\ term \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots (4)$$

4. Results and Discussion

This section presents the results with respect to the research questions as well as discussion/interpretation of the results. The reliability test statistics (Chronbach's Alpha) for the question items (variables) measuring the degree of practice under the HTM and NTM are: 0.891 and 0.912, respectively. For the degree of effectiveness under the HTM and NTM, the reliability test statistics are 0.923 and 0.957, respectively. Hence, the instrument is reliable.

4.1 Description of Respondents' Characteristics

The total number of respondents in this study is 230. Out of these, majority are males (70.4%), dominantly working in expert positions (63.5%) and holding bachelor's degree (63.5%). The average age of the sample respondents is 35.7 years while the average of their work experience in the public sector is 13.4 years.

4.2 The Practice in using HTM, MTM and NTM and their Instruments

4.2.1 The Practice in using HTM and Instruments

The results concerning the degree of practice in using the hierarchy-type coordination mechanism (HTM) are presented in Table 3. The results indicate that the role played by the Council of the City Administration, the Mayor's Office and the General Manager's Office in coordinating various sectors to enhance youth employment has been average (medium). This is because the Z-values (i.e., in comparing very low+low with high+very high) are all less than 1.96 and the median values for all the three instruments is equal to three, which is medium.

These results (Table 3) point out that the Addis Ababa City Administration Council, the Mayor's Office and The General Manager's Office have made some effort to coordinate different sectors to enhance youth employment but this practice is perceived to be somewhat moderate but not high or very high. In light of the literature (Bouckaert et al., 2010), the findings indicate that the high-level bodies of the City Administration are not adequately using their authoritative power and dominance through top-down norms and standards, routines, supervision, inspection and intervention. That is, they are not adequately playing their role as top-down rule makers and steerers and controllers of the actors under their control. Hence, in the absence of strong coordination by the higher governing bodies of the city administration, youth employment creation is likely to be subjected to less coordinated and fragmented (partial) efforts by individual organizations. Furthermore, the effort made by individual organizations is likely to depend on the will and strength of the top leadership as well as the middle-level management of the individual organizations in the city administration.

Table 3: Implementation status of instruments under the HTM (n=230)

	VL+L (a)		Medium (b)		H+VH (c)		Z-test and
Question item: the extent to which ...	F	%	f	%	F	%	Median (M)
The Addis Ababa City Administration Council has been coordinating various sectors to enhance youth employment is: (missing=6)	68	29.6	88	38.3	68	29.6	Z=0; M=3
The Office of the Mayor of the City Administration has been coordinating various sectors to enhance youth employment is: (missing=4)	72	26.1	92	40.0	74	32.2	Z=-0.81; M=3
The Office of the General Manager of the City Administration has been coordinating various sectors to enhance youth employment is: (missing=8)	72	31.3	88	38.3	62	27.0	Z=0.54; M=3

Source: Own field survey (2017).

Note: VL=Very Low, L=Low, H=High and VH=Very High. In the Z-test, Ho: P1=P2, where P1=VL+L and P2=H+VH; Z</1.96/ implies that P1=P2; Z>/1.96/ implies that P1>P2.

4.2.2 The Practice in using MTM and Instruments

From among the 230 respondents, 108 (47%) rated the degree of practice in using the MTM (i.e., outsourcing some activities or youth employment support services to the private sector) as low or very low; 78 (33.9%) rated it as medium; and, 44(19%) rated it as high or very high. As Z=3.2 and the median value is equal to 3, the degree of practice in outsourcing some of the youth employment support services to the private sector varies from medium to Low/Very Low. In light of the literature (Bouckaert et al., 2010), this finding points out that the City Administration is not taking advantage of market mechanisms (i.e., price and competition) towards more efficient provision of some youth employment services.

In the absence of such strong public-private-partnership in enhancing youth employment through the provision of efficient and effective employment support services to the youth, the government is likely to face all the challenges and burdens in providing such support services (e.g., registration of unemployed youth; providing information on available employment opportunities; individual and group psychological guidance and counseling; vocational guidance and employment advisory service; occupational and life skill development; linking the unemployed youth with employers through job fairs and other links; and, training institutions, etc). Yet, most government organizations (if not all) tend to be inefficient in providing such youth employment support services.

4.2.3 The Practice in using NTM and Instruments

To measure the degree of practice in implementing the coordination instruments under the NTM, 11 question items were included in the questionnaire. Table 4 indicates some results. First, the practice in using seven out of the 11 coordination instruments is generally medium (i.e., Z<1.96 and Median=3). These instruments are (a) the singing of memorandum of understanding among various organizations; (b) joint strategic planning; (c) joint annual/operational planning; (d) joint periodic consultative meetings/workshops; (e) the provision of support services to the youth through one-stop-shopping arrangements; (f) creation and use of systems for information sharing; and, (g) creation of common organization (joint committee, team, office, etc). This shows that the cross-cutting nature of youth employment creation and hence the need for coordinated effort is not well recognized by the many government agencies. In the absence of at least a memorandum of understanding to work together towards better youth employment, organizations are less likely to sit and work together at the strategic and annual planning stages as well as to conduct periodic consultative meetings or workshops. In fact, government organizations (bureaus) in the City Administration are attempting to provide one-stop-shopping employment-related services to the youth. However, perceptions of the respondents indicate that this service is not adequate.

Second, the practice in using two other coordination instruments under the NTM (i.e., the joint supervisions and joint monitoring and evaluation of youth employment activities) ranges from Medium to Low/very Low (i.e., Z>1.96 and median=3). This finding is not surprising because whether the practice of joint planning is moderate, the practice of jointly supervising, monitoring and evaluating youth employment activities is likely to be either moderate or low/very low. The low/very low practice is likely to be true because even if organizations agree to do joint supervisions as well as joint monitoring and evaluation activities at the planning stage, they may not adequately practice these instruments at the implementation stage due to lack of commitment to strictly follow what is written in the plans.

Finally, when it comes to the practice in pooling financial resources to work together on youth employment as well as in jointly managing youth employment projects and finance, the practice is generally low (i.e., median<3, which is below average). This finding is not surprising as well because in reality government organizations in the Ethiopian case in general tend to design projects and prepare and utilize budgets independently rather than designing joint projects and pooling financial resources for common activities/projects.

Overall, the advantage that can be obtained through bargaining, mutual cooperation and solidarity and information sharing among various public organizations through shared objectives, values and agreed upon mechanisms and instruments is not being fully realized. Unlike the findings of the empirical study by Jennings & Krane (1994) on the implementation of a welfare program (see literature review) in the USA, intra-organizational coordination to enhance urban youth employment in the Addis Ababa City Administration is in its early stage and requires further strengthening. As indicated by Peters (1998), the moderate but not strong enough Network-type intra-organizational coordination among various public sector organizations is highly likely to create the coordination problem: redundancy, lacunae and incoherence.

Table 4: The practice in using coordination instruments under the NTM (n=230)

	VL+L		Medium		H+VH		Z-test &
Question item: the extent to which ...	f	%	f	%	f	%	Median (M)
The signing of Memorandum of Understanding has been practiced by various actors is: (missing=4)	76	33.0	92	40.0	58	25.2	Z=0.98 M=3
Joint strategic planning has been practiced by various actors is: (missing=2)	82	35.7	74	32.2	72	31.3	Z=0.58; M=3
Joint annual/operational planning has been practiced by various actors is: (missing=2)	74	32.2	98	42.6	56	24.3	Z=0.99; M=3
The various actors have pooled financial resources to work together on youth employment is (missing=100):	66	28.7	34	14.8	30	13.0	Z=1.67; M=2
Joint periodic consultative meetings/workshops have been conducted by various actors is: (missing=0)	82	35.7	76	33.0	72	31.3	Z=0.58; M=3
Joint supervisions have been carried out by various actors is: (missing=0)	88	38.3	114	49.6	28	12.2	Z=2.58 M=3
Joint monitoring and evaluation have been practiced by various actors is: (missing=0)	94	40.9	86	37.4	50	21.7	Z=2.31 M=3
Various actors jointly managed youth employment projects and finance is: (missing=6)	116	50.4	80	34.8	28	12.2	Z=3.66; M=2
Various actors provide support services to the youth through one-stop-shopping arrangements is: (missing=0)	80	34.8	98	42.6	52	22.6	Z=1.49 M=3
Various actors have created and used systems for information sharing is: (missing=4)	70	30.4	82	35.7	74	32.2	Z=-0.23 M=3
Various actors have created common organization (joint committee, team, office, etc) is: (missing=0)	72	31.3	98	42.6	60	26.1	Z=0.66 M=3

Source: Own field survey, 2017.

4.3 Effectiveness of youth employment coordination instruments

4.3.1 Effectiveness of instruments under the HTM

In this study, effectiveness of youth coordination mechanisms was measured indirectly through the perceptions of the respondents. In measuring the effectiveness of hierarchy-type mechanisms, results (Table 5) show that while the effectiveness of the City Council and The Mayor's Office has been generally rated by the respondents as medium (i.e., Z<1.96 and median=3), the respondents rating concerning the effectiveness of the General Manager's Office as coordinating instrument ranged from medium (Median=3) to Low/Very Low (i.e., Z>1.96).

Table 5: The practice in using coordination instruments under the MTM (n=230)

Question item: effectiveness of ...	VL+L (a) %	Medium (b) %	H+VH (c) %	Z-test; Median (M)
The Addis Ababa City Administration Council as a coordination instrument is: (missing=8)	34.6	38.1	23.4	Z=1.39 M=3
The Office of the Mayor as a coordination instrument: (missing=6)	29.4	42.4	25.1	Z=0.54 M=3
The General Manager's Office as a coordination instrument: (missing=10)	37.2	39	19	Z=2.12 M=3

Source: Own field survey, 2017.

4.3.2 Effectiveness of instruments under the MTM

From among the 230 respondents, 45.9% rated the effectiveness of the practice of outsourcing some youth employment support services to the private sector (MTM) as low or very low; 35.5% rated it as medium; and, 17.3% rated it as high or very high (0.01% are missing). Overall, the degree of effectiveness is rated from medium to Low/Very Low (Z=3.17, median=3).

4.3.3 Effectiveness of instruments under the NTM

Concerning the effectiveness of the coordination instruments under the NTM, Table 6 shows two results. First, the respondents have dominantly rated the effectiveness of eight instruments as Medium (Median=3) to Low/Very Low (Z>1.96), but not High/Very High. These instruments are: (a) the signing of Memorandum of Understanding; (b) joint strategic planning; (c) joint annual/operational planning; (d) joint pooling of financial resources; (e) joint periodic meetings/consultative workshops; (f) joint supervisions; (g) joint monitoring and evaluation; and, (h) jointly managing youth employment projects and finance. Second, the respondents have, dominantly (on average) rated the effectiveness of three instruments (i.e., providing support services to the youth through one-stop-shopping arrangements, creating and using systems for information sharing as well as creating common organization) as medium (i.e., Median=3, Z<1.96).

Table 6: Effectiveness of instruments under the NTM in enhancing youth employment (n=230)

Question item: the effectiveness of ...	VL+L %	Medium %	H+VH %	Z-test; Median (M)
The signing of Memorandum of Understanding: (missing=6)	38.1	39.8	19	Z=2.2, M=3
Joint strategic planning: (missing=4)	40.7	35.5	21.6	Z=2.3, M=3
Joint annual/operational planning: (missing=2)	40.7	39	19	Z=2.5, M=3
Joint pooling of financial resources by the various institutions: (missing=4)	47.6	29.4	20.8	Z=3.2, M=3
Joint periodic meetings/consultative workshops: (missing=2)	40.7	32.9	25.1	Z=1.96, M=3
Joint supervisions: (missing=2)	44.2	34.6	19.9	Z=2.84, M=3
Joint monitoring and evaluation: (missing=2)	39.8	41.6	17.3	Z=2.53, M=3
Jointly managing youth employment projects and finance: (missing=2)	47.6	32	19	Z=3.28, M=3
Providing support services to the youth through one-stop-shopping arrangements: (missing=2)	36.4	39	23.4	Z=1.61, M=3
Using systems for information sharing: (missing=2)	32.9	40.7	25.1	Z=0.98, M=3
Creating common organization (joint committee, team, office, etc): (missing=4)	39.8	33.8	24.2	Z=1.94, M=3

Source: Own field survey, 2017

4.4 The effect of the degree of practice on the degree of effectiveness

Before analyzing the effect of the degree of practice on the degree of effectiveness, factor analysis was carried out to test if the variables that are included in the questionnaire to measure each factor (i.e., the principals) really fall under that factor (i.e., the component).

Based on the factor analysis, three components were generated with respect to the degree of practice (i.e., HTM_Practice, MTM_Practice, and NTM_Practice), each corresponding to the HTM, MTM and NTM. Similarly, three components were generated with respect to the degree of effectiveness (i.e., HTM_Effectiveness, MTM_ Effectiveness, and NTM_ Effectiveness), each corresponding to the three youth employment coordination mechanisms.

After the factor analysis, the association/correlation between the degree of practice in using the coordination mechanisms and the degree of effectiveness of the mechanisms (i.e., HTM practice versus HTM effectiveness; MTM practice versus MTM effectiveness; and, NTM practice versus NTM effectiveness) was analyzed. Results of the test of association/correlation that are summarized in Table 7 indicate that HTM_Practice is associated with HTM_Effectiveness; MTM_Practice is associated with MTM_Effectiveness; and, NTM_Practice is associated with NTM_Effectiveness.

Table 7: The association between the degree of practice and that of effectiveness

Mechanism	Component-1	Component-2	Pearson Chi-square(Sig)	Spearman Corr. oef.	Pearson Corr. Coef
HTM	HTM_Practice	HTM_Effectiveness	574.110 (0.000)***	0.725***	0.731***
MTM	MTM_Practice	MTM_Effectiveness	226.912 (0.000)***	0.866***	0.864***
NTM	NTM_Practice	NTM_Effectiveness	1344.37 (0.000)***	0.866***	0.868***

Source: Own field survey, 2017.

Note: ***Correlation is significant at the 0.01 level (2-tailed).

Finally, to analyze the effect of the degree of practice in using youth employment coordination mechanisms on the degree of effectiveness of those mechanisms in enhancing youth employment, the ordinal regression model was fitted. Results (Table 8) indicate that the degree of practice in using the youth coordination mechanisms has a positive significant effect on the degree of effectiveness of those mechanisms (at one per cent level of significance). That is HTM_Practice has a significant effect on HTM_Effectiveness; MTM_Practice has a significant effect on HTM_Effectiveness; and, NTM_Practice has a significant effect on NTM_Effectiveness.

Table 8: Ordinal regression results

Mechanism	Model 1: HTM	Model 2: MTM	Model 3: NTM
Dependent variable	HTM_ Effectiveness	MTM_ Effectiveness	NTM_ Effectiveness
Independent variable	HTM_ Practice	MTM_ Practice	NTM_ Practice
Parameter Estimate (Sig.)	2.238 (0.000)	2.228(0.000)	4.450(0.000)
Model fitting information: Chi-Square (Sig)	270.393(0.000)	166.693(0.000)	426.814(0.000)
Goodness-of-Fit: Pearson Chi-Square (Sig)	198.251(0.000)	61.156(0.000)	963.399(0.000)
Pseudo R-Square: Nagelkerke	0.554	0.554	0.738

Source: Own field survey, 2017.

However, this result should be seen with caution as the regression models do not control for other factors that determine effectiveness of youth employment coordination mechanisms.

5. Conclusions and recommendations

5.1 Conclusions

This study aimed at assessing the practice in using HTM, MTM and NTM and certain potential instruments under each of these three youth employment coordination mechanisms and their effectiveness in enhancing youth employment in the Addis Ababa City Administration. Based on the findings, it can be concluded that the practice in using various instruments under the HTM, MTM and NTM generally ranges from medium to low or very low. Specifically, it can be concluded that the higher governing bodies of the City Administration (i.e., the City Council, the Mayor's Office and the General Managers' Office) have not played their youth employment coordination role to the fullest extent. The practice in using public-private-partnership(MTM) in providing certain employment services to the youth has been premature. Furthermore, the practice is not well developed (i.e., moderate) in terms of the signing of memorandum of understanding; joint planning; joint consultative meetings/workshops; joint provision of support services through one-stop-shopping arrangements; the creation and use of systems for information sharing; and, the creation of common organizations. The practice in using few other network-type coordination instruments is even less satisfactory: joint supervision; joint monitoring and evaluation; pooling financial resources to work together on youth employment; and, jointly managing youth employment projects and finance.

Concerning the effectiveness of the coordination mechanisms and instruments, it can be concluded that most of the youth coordination instruments (i.e., ten out of fifteen) have not been effective enough in enhancing youth employment. Exceptionally, the coordinating role played by the City Administration Council and the Mayor's Office; the provision of support services to the youth through one-stop-shopping arrangements; the creation and use of systems for information

sharing; the creation of common organization are perceived to have a moderate effectiveness in youth employment coordination, but not high or very high. Finally, with respect to the effect of the degree of practice in using youth employment mechanisms on the degree of effectiveness of those mechanisms in enhancing youth employment, there is an indication that the degree of practice positively and significantly affects the degree of effectiveness.

5.2 Recommendations

Based on the findings of this study and the conclusions, the following actions are recommended:

- *Strengthen the hierarchical-type-mechanism to youth employment coordination*. The executive body of the City Administration Council, the Mayor and the General Manager should, first, adequately recognize the cross-cutting nature of youth employment creation and hence the need for coordination. Then, the Mayor should put the issue of youth employment coordination as one of the top agendas in the regular sessions of the council. Furthermore, the Mayor should strengthen existing and create new structures, systems and staff under the Mayor's Office and the General Manager's Office for coordinating youth employment activities/projects in line with the decisions of and directions of the City Council.
- *Diversify and strengthen public-private-partnerships in providing employment support services to the youth*. The higher governing bodies of the Addis Ababa City Administration should involve and work together with the private sector. This could be in the form of outsourcing to private companies some of the youth employment support services that are measurable and that can efficiently and effectively be provided by the private sector as compared to government organizations. Another possibility is the creation of arrangements for joint planning, project design and implementation with the private sector for creating employment opportunities to the youth and subsequent performance-based incentives to private companies.
- *Strengthen inter-organizational cooperation*. The various actors within the city government should: (a) recognize the need for coordinated efforts and jointly sign a memorandum of understanding to work together; (b) strengthen the practice of joint planning, periodic consultations, provision of employment-related services to the youth through one-stop-shopping arrangements, create and use systems for continuous information sharing and common organizations such as joint committees/team, offices, etc.; (c) strengthen joint supervision practices and joint monitoring and evaluation of the implementation of joint plans; and, (d) pool financial resources and jointly design and manage youth employment projects.
- Intensify the practice in using coordination instruments to enhance the effectiveness in enhancing youth employment**.**

References

AFDB. (2016). *Jobs for Youth in Africa: Strategy for Creating 25 Million Jobs and Equipping 50 Million Youth 2016-2025*. African Development Bank Group (AFDB).

Africa, F. (2017). Top Priorities for the Continent in 2017: Africa Growth Initiative, Brookings Institution.

Betcherman, G., & Khan, T. (2015). Youth employment in sub-Saharan Africa: Taking stock of the evidence and knowledge gaps. Ottawa, Canada: The MasterCard Foundation and the International Development Research Centre (IDRC).

Bouckaert, G., Peters, B. G., & Koen, V. (2010). *The Coordination of Public Sector Organizations: Shifting Patterns of Public Management*: Palgrave Macmillan.

Brinkerhoff, D. W. (1996). Coordination issues in policy implementation networks: An illustration from Madagascar's Environmental Action Plan. *World Development, 24*(9), 1497-1510. doi: http://dx.doi.org/10.1016/0305-750X(96)00046-0

Broussard, N. H., & Tekleselassie, T. G. (2012). Youth Unemployment: Ethiopia Country Study. London: International Growth Center (IGC), London School of Economics and Political Science.

Crosby, B. L. (1996). Policy implementation: The organizational challenge. *World Development, 24*(9), 1403-1415. doi: http://dx.doi.org/10.1016/0305-750X(96)00050-2

CSA. (2014). *Statistical Report on the 2014 Urban Emeployment Unemployment Survey*. Central Statitical Agency (CSA).

Dekker, M., & Hollander, S. (2017). *Boosting youth employment in Africa: what works and why? Synthesis report for the INCLUDE/MFA conference*. The Hague, the Netherlands: INCLUDE - Knowledge Platform on Inclusive Development Policies.

FDRE. (1994). *Federal Democratic Republic of Ethiopia Education and Training Policy*. Addis Ababa: St. George Printing Press.

Grandori, A. (1997). Governance Structures, Coordination Mechanisms and Cognitive Models. *The Journal of Management and Governance, 1*, 29–47.

Haji, S. H. H. (2007). The Youth Employment in East Africa: An Integrated Labour Market Perspective. *African Integration Review, 1*(2).

Islam, R. (2014). Employment policy implementation mechanisms: A synthesis based on country studies. Geneva: International Labour Organization (ILO), Employment and Labour Market Policies Branch.

Ismail, O. (2016). What is in a Job? The Social Context of Youth Employment Issues in Africa. *Journal of African Economies, 25*(AERC Supplement 1), i37–i60. doi: 10.1093/jae/ejv028

Jennings, E. T., & Krane, D. (1994). Coordination and Welfare Reform: The Quest for the Philosopher's Stone. *Public Administration Review, 54*(4), 341-348. doi: 10.2307/977381

Kidane, M., Mulugeta, D., Adera, A., Yimam, Y., & Molla, T. (2015a). Microenterprises Targeting Youth Group to Socioeconomic Development: The Case of Addis Ababa, Ethiopia. *International Journal of Business and Economics Research, 4*(3), 144-156. doi: 10.11648/j.ijber.20150403.17

Kidane, M., Mulugeta, D., Adera, A., Yimam, Y., & Molla, T. (2015b). The Relationship Between Microenterprises and Socioeconomic Development Among Youth Group in Addis Ababa, Ethiopia. *Journal of World Economic Research, 4*(3), 61-70.

Khotari, C.R. (2004). Research Methodology: Methods and Techniques, Second Revised Edition, New Delhi, New Age International Publishers.

MoE. (2008). *National Technical and Vocational Education and Training (TVET) Strategy*. Addis Ababa: Federal Democratic Republic of Ethiopia, Ministry of Education (MoE) Retrieved from <http://www.moe.gov.et/English/Resources/Documents/Eng_TVET%20strategy_Ver_1_22%20August%202008.pdf>

MoLSA. (2009). *National Employment Policy and Strategy of Ethiopia*. Minstry of Labour and Social Affairs (MoLSA) Retrieved from http://www.molsa.gov.et/English.

Omolo, J. (2012). *Youth Employment in Kenya: Analysis of Labour Market and Policy Interventions*. FES Kenya Occasional Paper, No. 1.

Peters, B. G. (1998). Managing Horizontal Government: The Politics of Co-Ordination. *Public Administration, 76*(2), 295-311. doi: 10.1111/1467-9299.00102

Phororo, H. (2013). *Rethinking Youth Employment Coordination in East Africa*. (987-92-2-128291-4). Geneva: International Labour Organization (ILO).

Sommers, M. (2010). Urban youth in Africa. *Environment & Urbanization, 22*(2), 317-332. doi: 10.1177/0956247810377964

UN. (2015). *Youth population trends and sustainable development, Population Facts, May 2015, No. 2015/1*. United Nations Retrieved from http://www.un.org/esa/socdev/documents/youth/fact-sheets/YouthPOP.pdf.