

Building Civil Service Capacity in Ethiopia: The Case of Tigray Regional State

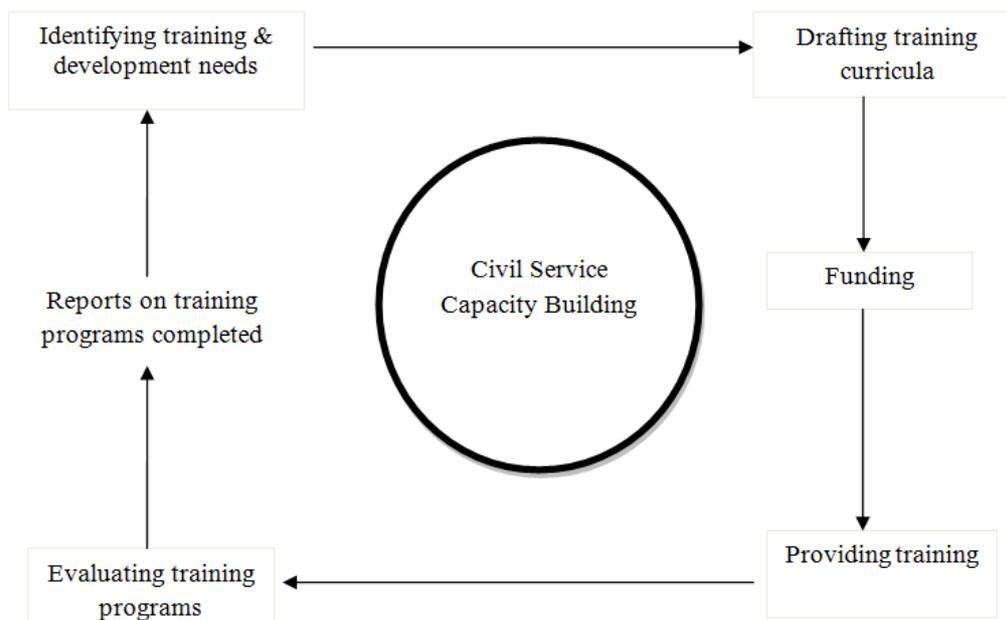
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ABSTRACT

In the contemporary world today, building the capacity of civil service organizations has got a notable recognition from policymakers, reformers and international development agencies. It rests on the principle that investing in human and social capital enables public servants to develop the capacities needed to thrive and to play an autonomous role in developing and renewing their communities. Both concepts and practices have evolved in the development communities, ranging from the institution-building to human resource development and then to capacity development/knowledge networks via reforming government Bureaucracies. It was with this intention that, the Ethiopian government reformed its civil service. It is also believed that, a successful civil service capacity building program is the keystone of government institutions to implement public policies and strategies. This in turn have a direct impact on the development performance of the nation. However, some empirical evidence indicates that, the civil service capacity building program in Ethiopia is inhibited by many administrative procedures. Therefore, the objective of this journal article was to examine the challenges of civil service capacity building programs. For this reason, the relevant data was collected both from primary and secondary data sources. Finally, the factors that impede the implementation of civil service capacity building were identified and the discussion was concluded that regardless of the institutional framework in-place and continual human resource development, the application of relevant training was highly inhibited by lack of skill gap analysis before training was provided for the civil servants of the study area.

1. Introduction

The need for public sector capacity building program is because, public servants are required to continually engage in professional training and development. The contemporary human resource management and professional development encloses all the merit principles and continual professional education and development. The organizational approach to capacity building is a multidimensional idea, referring to the concept that is multilevel and interrelated, where each system and part is linked to another and capacity building constructs on what exists in order to improve it, rather than necessarily build new systems (Overseas Development Institute, 2006). The dynamic process of civil service capacity building seeks network of actors to enhance their ability to perform and to frame it in the following way.



Source: The Researcher's own survey, 2014

The objective behind the Ethiopian civil service reform (CSR) was to set a new democratic civil service

and make it functional in implementing government policies and the CSR so as to serve the public interest. The 2nd phase CSR (1996-2002) scheme in Ethiopia was called the era of capacity building and civil service training was a pronounced element of capacity building in the civil service. The 2nd phase was therefore a remarkable shift to capacitate the public sectors. However, the implementation of CSR which was undertaken in the 2nd phase was characterized by incompetence and ineffectiveness. Taking into account these problems, the government launched a comprehensive national capacity building program focused on Public Sector Capacity Building Program (PSCAP) to tackle these challenges (Watson, 2005).

Based on the PSCAP scenario in Ethiopia and particularly in Tigary region, many short and long term trainings have been conducted. However, it still needs an attention in relating who needs what and what needs to whom. Because, though, the implementation of CSR needs skilled and ethical professionals, different scholars indicates that, lack of capacity in Ethiopia is a national problem in the civil service.

According to the Ministry of Civil Service human resource statistics (2010), the training given at Federal institutions level was only 43.5% of the planned target. Similarly, the annual report of Civil Service Bureau (CSB) of Tigray region indicates that, of the total civil servants in the region, 79.5% are either college diploma, certificate or non certified. This implies that the mid level civil servants that occupied most of the positions in the civil service organization lack not only their first degree but also college diploma (Tigray CSB annual report, 2011). On the other hand, many empirical studies, donors and government reports show that as there exist low capacity in the civil service leaders and having a large number of non-qualified experts in the civil service which are the backbone of the implementation, not only the CSR but also the Growth and Transformation Plan (GTP) implementation may suffer.

Therefore, the central theme of this journal article was, if capacity building policies and legal frameworks are in place, why is this takes place and how it will be beyond the capacity of the civil service organizations? Therefore, the main objective of this study was to examine the root causes of the challenging factor of civil service capacity building in Tigray region. Based on this objective, the Article tried to address the research questions:

1. Is there any policy and legal framework that govern the capacity building program?
2. What practical challenges are facing the civil service capacity building program?
3. What are the root causes of the factors that inhibit the capacity building program?

The overall objective of reforming the civil service is to improve the capacity, efficiency and effectiveness of the public sectors. Therefore, regarding to the significance of the study, the government administrative bureaucracy cannot be discussed in separation from the government capacity building programs. This is because, the civil service capacity building program in campuses capacity building policy and legal frameworks as well as continuity, relevancy and equal accessibility of the program among others.

However, in many instances, lack of capacity building policy, poor continuity and inaccessibility of training are among the critical challenging factors that impede the impact of CSR on capacitating the civil service organizations. Therefore, this study was an attempt to contribute towards filling the gaps in civil service capacity building program to promote the implementation of CSRs. Methodologically, the study was conducted on a case study method and pertinent data was collected both from primary and secondary data sources.

2. The Concepts of Civil Service Capacity Building Program

Many governments are sounded capacity building as a dynamic tool to implement the CSRs. Hence, the agenda for capacity building programs and organizational transformation comes with the CSR. The skill and knowledge gaps are of the evils in the civil service to implement the CSR. Capacity building then refers to an activity which aims to increase employee's abilities, create enabling environment for appropriate policy and legal framework, human resource development and strengthen managerial and institutional development (Franks, 1999).

The civil service as an institution must provide an enabling environment and necessary resources for enhancing civil servants' knowledge and skills and allowing them to specialize and become versatile. Hence, capacity building must be continuous to ensure efficiency and to strengthen the responsibilities given to public institutions (Government of Ireland, 2000). The crucial aspect of capacity building according to MdG (2011) is to increase confidence, motivation and commitment, provide recognition and enhanced responsibility, possibility to increase pay and promotion, give feeling of personal satisfaction and achievement, and helps to improve the availability and quality of staff.

It is universally acknowledged that capacity building is a critical component of HRM to change the mind-set in the civil service, promoting team spirit and increasing value of individual civil servants. Training of civil servants is thus an important personnel function of any government. The mandate of civil servants as explained in ECA (2003) is to manage government institutions, advice ministries and draft rules and regulations. However, most public servants lack ability to formulate, implement and monitor policies, strategies and programs. Besides they lack adequate physical infrastructure, different office equipments and other facilities to perform their duties in a professional manner.

The civil service capacity building looks for strengthening the managerial, professional and technical expertise in a particular civil service institution and provides those institutions with the means whereby these resources can be marshaled and sustained to carryout policy formulation and implementation effectively right through government priority (Blagescu and Young, 2006).

Building the civil service capacity is a systematic and multidimensional approach which refers to the concepts of multi-level and inter-related systems, where every scheme and division is linked to one another. This approach put forwards that capacity building should build on what exists in order to improve it rather than necessarily build new systems. This becomes a dynamic process through which networks of actors seek to enhance their abilities to perform, through both their own initiative and outsider support (Blagescu and Young, 2006).

In the contemporary world today, sustainable development calls for effective capacity building. Hence, those who view development as people-centered and non-hierarchical believes that, unless civil service capacity building interventions are participatory, intended results cannot be achieved. Building the civil service capacity generally aims to adjust the behavior of government workplace in order to strengthen efficiency and higher performance standards. Capacity building embraces all forms of planed learning experiences towards effect performance and behavioral changes through the attainment of new knowledge, skill, value, beliefs and attitudes in the public service (Bentley, 2013).

Civil service capacity building program in campuses skill gap analyses, design and planning, implementation and evaluating organizational impacts. Its effort is toward enhancing the professionalism and ethical values and image of the civil service, rethinking the state for socio- economic development, creating an enabling environment for private sector development, promoting an enabling environment for sound governance and strengthening government capacity in mobilization, management and accountability of financial resources (African Management Development Institutes' Network, 2008).

If capacity building is not seen as a vital component in realizing the civil service plan, then it is hard to accept that such an organization has committed itself to HRM. Skill gap analysis is of the most vigorous and important step in civil servants capacity building process. Without a clear understanding of needs, organizations capacity building effort may completely miss the spot result of valuable resource (Bentley, 2013).

According to the Federation of Bosnia and Herzegovina civil service training and development strategy (2011-2015), civil servants are required to continually engage in professional training and development. They also have the right and the obligation to take part in consultations and other activities as decided by the head of the appropriate civil service body, the head must in doing so ensure that all civil servants are accorded equal treatment. The current HRM and professional development system encompasses recruitment planning, recruitment, assessment of civil servant performance, remuneration, and continuing professional training and development.

To have an effective civil service capacity building program, the selection criteria should be part of the performance appraisal and must related to their job-specific and competency. Information needs to be available to all civil servants and the selection process must be transparent as well as all interested civil servants shall have equal opportunity to apply for the program (International Criminal Court, 2006). This is because, the ideal function of civil service capacity building is to ensure: higher standards of work performance, greater understanding and appreciation of factors affecting work performance, sharing of ideas and dissemination of good practice, effective management and implementation of change, encouragement of team spirit, and increased motivation and job satisfaction for the individual among others (Blagescu and Young, 2006).

To achieve the pre-stated goals and objectives in public sectors successfully, Governments must ensure that their employees have the necessary knowledge, skills and experience required to undertake their duties competently. This can be ensured by embracing the concept of a skills gap analysis. It allows employers to highlight the areas where employee skills may be lacking and thus informs them on any gaps that need to be rectified (Bentley, 2013).

In civil service institutions, skill gaps can occur at an individual, departmental or organizational level at any time because staffs may lack critical skills: required to complete a task successfully or non-critical skills: skills that are not essential but would enable a task to be completed more quickly or efficiently (QFinance, 2009). A skill gap analysis is therefore, a systematic review of the skill held by individuals in an organization. The first step in performing an analysis is to identify all the skills required by an individual to carry out their job role effectively. Government officials should then be able to identify the critical and non-critical skills required to achieve a higher standard of work by comparing the list of required skills with the actual skills possessed by the individual civil servant (QFinance, 2009).

The term capacity building is not simply discussed for the-see-of argument, but, it is because of the human resource development both in public and private sector organizations has become critical in an increasingly knowledge-based globalizing economy. Civil service capacity building to deliver public service has been recognized by developed, transition, and developing countries under the ideal approach of the NPM

(Analoui, 2007). The main concern of the NPM is shortening bureaucracy and creating an autonomous HRM in the civil service so as recruit, motivate and train staff members among others.

To sum-up, capacity building is commonly accepted both in theory and practice as a means to ensure local good governance and effective public service delivery, enhancing professional ethics, rethinking the state for socio-economic development, creating an enabling environment for private sector development, promoting an enabling environment for sound civil service governance and intensify government capacity to mobilize, manage and accountability of financial resource. However, such supposition of great promise is dependent on the institutional planning and implementation mechanism of an organization (World Bank, 2003).

3. Results and Analysis

3.1. Socio-Demographic Factors

Government policies and strategies in general, and the CSR implementation in particular, need a reasonable composition of the middle-aged and senior experienced professional age groups. As a productive age group, the expectation from young professionals is to accept and adopt new technologies easily, being flexible and providing quality public service in a timely manner, among other things. In this regard, currently, of the total public servants in Tigray National Regional State, the majority of the public servants are between the ages of 18-47. Figure 1 below corroborates this fact. The incremental dominance of this productive age group appears to be true for both sexes. As young professionals are more provocative and agile enough to welcome new implementation strategies, the Tigray National Regional State is positioned well given its rich population of young professionals to implement the CSR, if only properly managed.

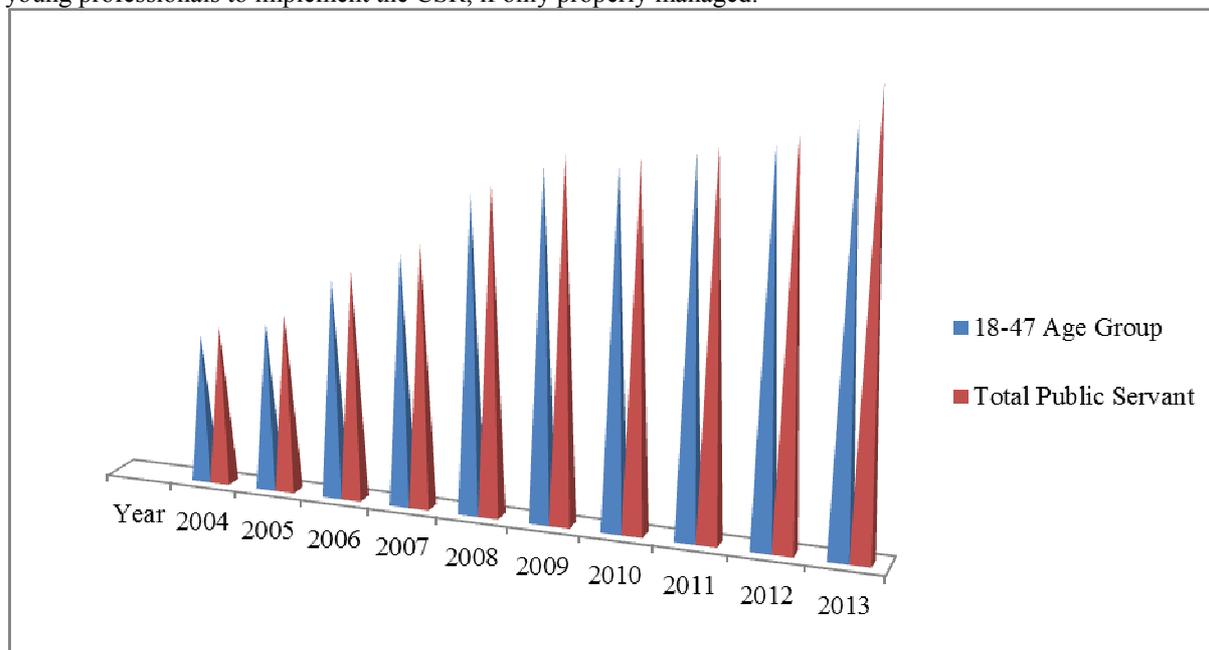


Figure 1: 18-47 Age Group to Public Servant Ratio

Source: Tigray CSB HRM Core Process Owner, 2013/14

The Ethiopian HRM in general, and that of Tigray's National Regional State in particular, is a visionary promoter of gender equality. The Tigray Civil Servants Proclamation No. 189/2011 Article 16 Sub Article 2 gives special support to females, minority groups and to disabled persons in recruitment, selection and promotion. Therefore, during the implementation of the CSR, the expectation was that civil service organizations would have a relatively equal distribution of male and female public servants. However, despite the progress made over the last few years, as can be observed in Figure 2, it still remains a long shot to achieving the goals. Though tens of thousands of female civil servants have become evidently successful participants, they are still underrepresented in the regional board rooms and civil service organizations.

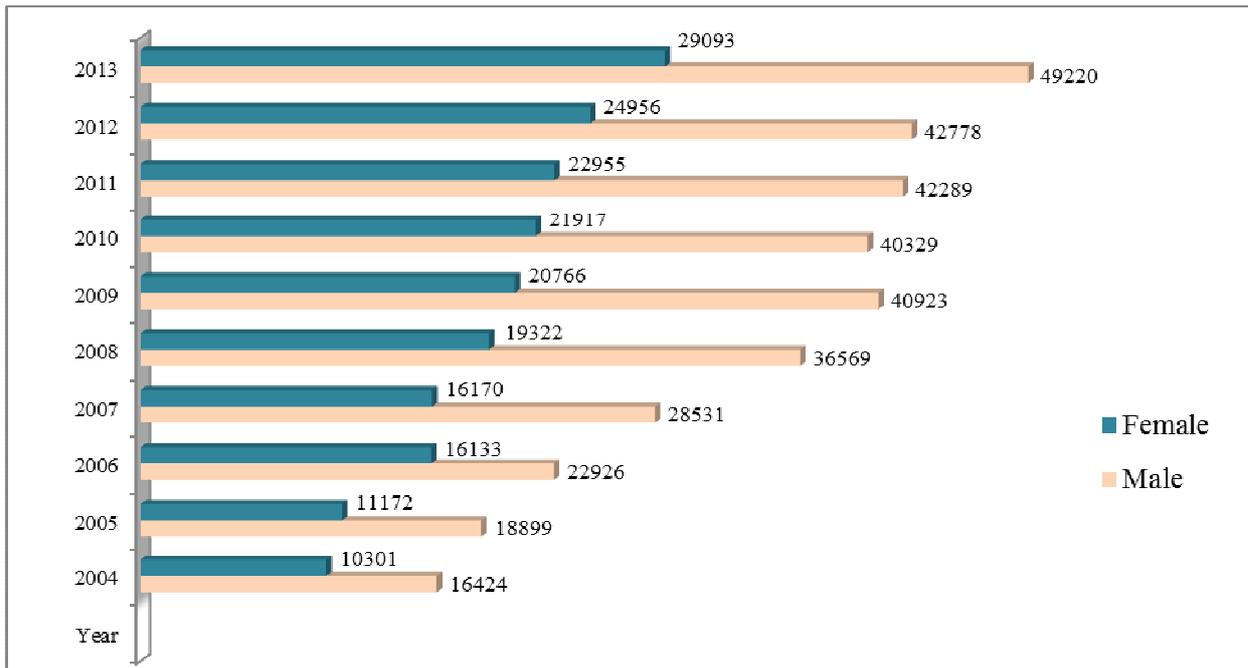


Figure 2: *Public Servants Sex Ratio*

Source: Tigray CSB HRM Core Process Owner, 2013/14

The latest data sheds some light on the significant difference in the male to female ratio. As indicated in Figure 2, the data obtained in 2013 shows that the male to female ratio in Tigray was 62.9% to 37.1%, respectively. Although the number of female public servants is increasing over time in Tigray, compared with their male counterparts, their relative share is unimpressive. The program for gender mainstreaming should not only focus on identifying gaps in gender equality through the use of sex-disaggregated data, but, as asserted by ILO (2013), also on analyzing the underlying causes. As well, the program should resolve to develop strategies to narrow existing gaps, put resources and expertise into implementing gender equality strategies, monitor the program implementation, and hold individuals and institutions accountable for positive results.

Civil service organizations, all over the world, are centers for non-skilled, semiskilled and highly qualified professional experts. Thus, over the last three decades, governments both in developed and developing countries including Ethiopia have given priority to human resource development through CSRs by intentionally restructuring the civil service institutions to build their capacity and provide friendly services to their citizens. The Ethiopian government and that of Tigray's in particular have aimed at modernizing and creating competent and professional civil servants as part of the larger socioeconomic development of the country.

The rationale behind educated and professional civil servants according to Hammer (1996) is that civil servants will adhere to certain degree of values to serve the public effectively. This assumes that civil servants will demonstrate high professional ethics and behavior that put the public interest first. Thus, professionalizing civil service institutions can help efficient and effective civil servants in the implementation of CSRs. However, the data obtained from Tigray Civil Service Bureau HRM core process owner (2013) affirms that, though the civil service of the region continually reformed as part of the national CSR, taking into account the HRM sub-reform programs, the region lags behind in professionalizing its civil service institutions. Figure 3 indicates that, of the total public servant population of the region, only 20.5% in 2011, 21.4% in 2012 and 22.9% in 2013 held first degrees or higher in their educational background.

On the other hand, 79.5% in 2011, 78.6% in 2012 and 77.1% in 2013 of the total public servant population held college diplomas, certificates or were non-certified. This implies that the mid level civil servants who occupied most of the positions in civil service organizations lacked high school or post-secondary education. Broadly, this implies that effective implementation of CSR could be negatively impacted due to poor-skilled workforce.

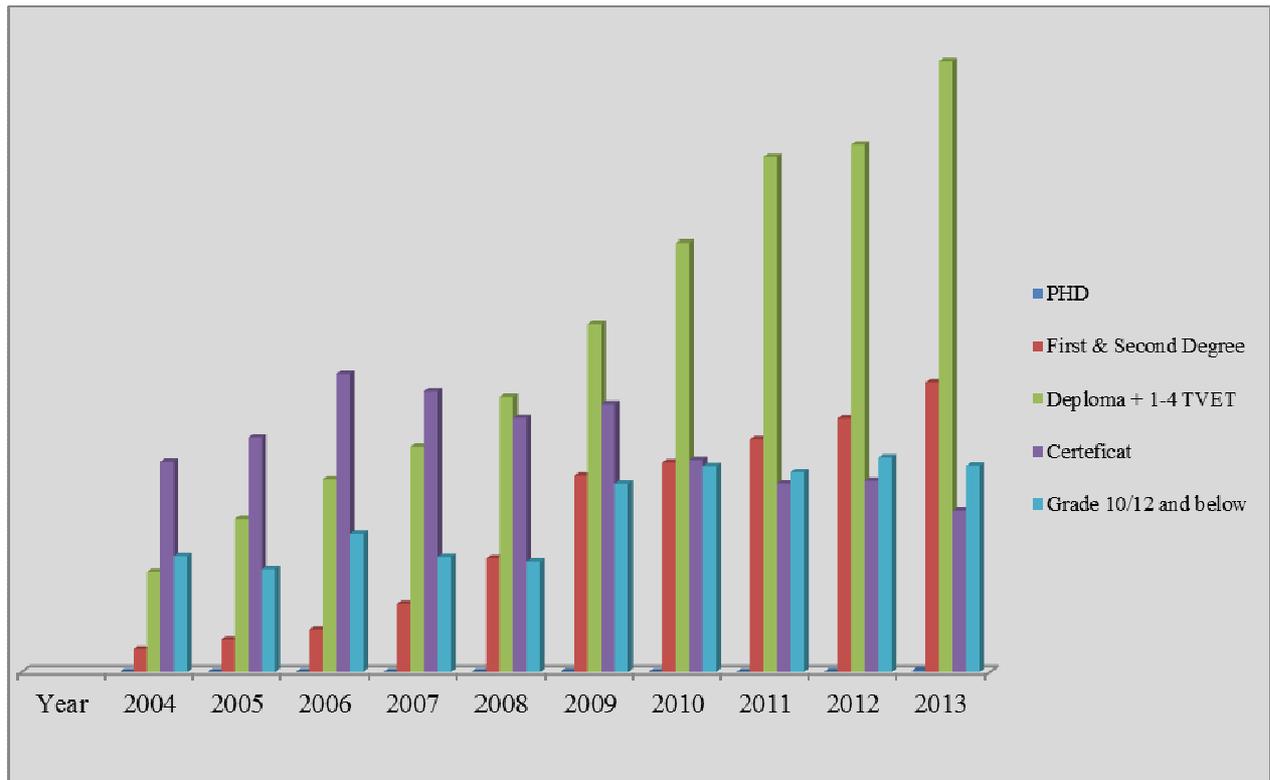


Figure 3: *Educational Background of Public Servant*

Source: Tigray Civil Service Bureau HRM Core Process Owner, 2013/14

As shown in Figure 3, there is a dramatic decline in certificate holding public servants between the base year of 2009 and 2013 while the increase shifted to dramatic increases in diploma holders where the number of diploma holders actually doubled. This was indeed encouraging, but shows that Tigray’s service organizations are still dominated by diploma holders. Another serious problem observed during the last 10 years is the lack of professionals at the Ph.D. level who can advise and assist in regional planning, CSR implementation, and in program monitoring and evaluation.

In the contemporary world today, citizens all over the world are looking for political stability, sustained socioeconomic development and quality service provision. Governments are also trying to satisfy their citizen by making their organizations effective, efficient, accountable, responsive and participatory among others. In doing so, the Ethiopian government in general and the government of Tigray Regional State in particular have instituted CSR as a response to the persisting ineffective and inefficient government institutions during the last three decades.

To address the public interest, the government has also justified the ‘right size’ and form of civil service institutions as a fundamental element to implementing the CSR in Regions. As supported in the literature, there is no internationally accepted standard on “right size” for the civil service. The size is instead determined by the needs of the government. In this regard, the size of the Ethiopian civil service and that of Tigray’s is governed by rules and regulations set in the national and regional civil servant proclamation.

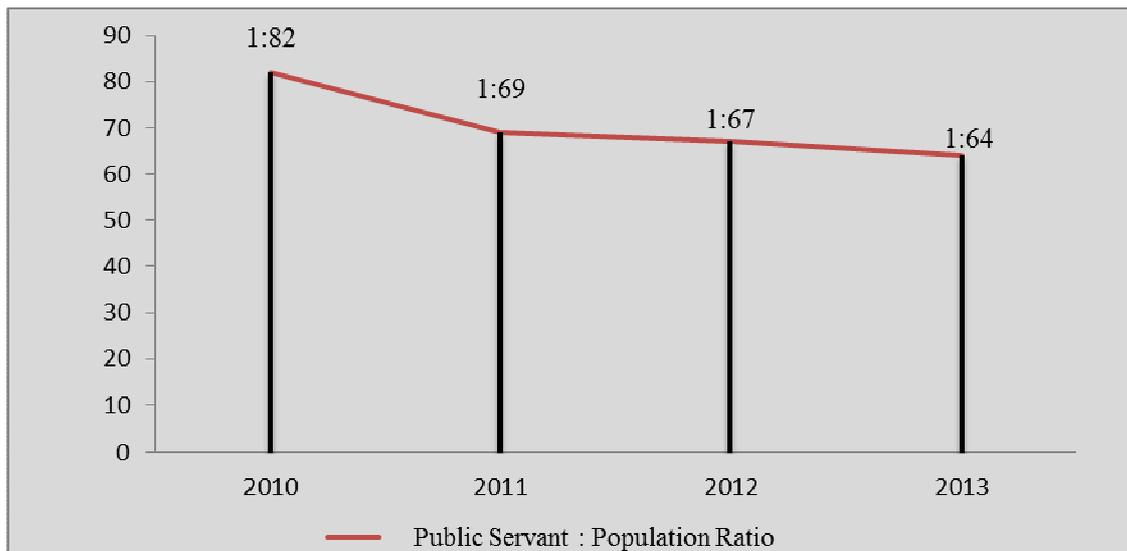


Figure 4: *Public Servant to Population Ration*
Source: Gebre Miruts Ph.D Dissertation, 2014

Figure 4 depicts that, the public servant to population ratio decreased from 2010 to 2013, meaning that the CSR in Tigray National Regional State has brought services closer to the people. The civil service structure of the Region reaches up to Kebele level particularly in major sectors (health, agriculture, education and civil service office, among others). As part of the district level decentralization program, major government sector offices are extended down to kebele level. Hence, in Tigray Region, civil servants at kebele level are helping the people ensuring socioeconomic development, good governance and democracy. However, as indicated above, higher educational level in the workforce remains to be desired.

3.2. Capacity Building Programs in Tigray Civil Service

The civil service reform implementation strategies call for effective capacity building programs than ever. Those who view development as people-centered and non-hierarchical believe that unless civil service capacity building interventions are participatory and transparent, intended results cannot be achieved. Civil service capacity building programs usually aim to alter the behavior of government agencies, strengthen efficiency and effectiveness and maximize performance values (Purcell, 2000). The Ethiopian Government appreciates the successful execution of good governance, democracy, sustained socioeconomic development and quality service provision. In this effort, the capacity building program is designed as a central building block for the Ethiopia's poverty reduction strategy (PSCAP mid-term evaluation report, 2007).

To ensure this scenario, the Ethiopian government launched an inclusive National Capacity Building Program (NCBP) in 2001 and the Public Sector Capacity Building Program (PSCAP) by the end of 2003 (PSCAB mid-term evaluation report, 2007). This program was introduced during the time that the government declared its intention to rapidly scale-up the implementation of its core reform program like the CSR by applying capacity building interventions under PSCAP.

The Civil service capacity building programs designed to implement CSR effectively in Tigray Region is highly aligned with the national program in the PSCAP. The CSR in the Region was the PSCAP pointer and was central to its triumph. The overall discipline of CSR places an organizational guide on human resource development that helps to strengthen managerial, professional and technical skills in a particular government organization.

The Tigray civil servant Proclamation No. 189/2011 clearly defines how and when to conduct human resource training. It dictates that civil servants be trained to improve their capability and attain better performance and/or to prepare them for higher responsibility based on career development. The responsibility to train civil servants was given to Regional Bureaus, *Woredas* and sub city sector offices. These offices were charged to identify the training needs of their institutions and the civil servants, prepare plans and budget for the training (Tigray Civil Servants Proclamation No. 189/2011, 2011).

Likewise, the guiding principle of capacity building includes that the responsible organization is required to prepare a training policy and get it approved by the Regional Council and supervise its implementation upon approval (Tigray civil servants proclamation No. 189/2011, 2011). Hence, it is necessary to discuss critical components of CSR implementation including the legal framework, skill gap analysis, continuity, relevancy and equal access. These elements are discussed below.

3.2.1. Policy and Legal Framework

According to Purcell (2000), the investment in civil service training and development largely depends on the strength of the legal framework in which civil service training and development activities take place. The legal framework embraces the policy and planning processes and the systems for analyzing training needs and to assemble appropriate management information. However, the survey results indicate that majority of the civil servants were not yet aware of the existing capacity building policy and legal framework in Tigray.

As summarized in the Table 1, the respondents were asked whether or not there is policy and legal framework that govern capacity building programs in the civil service organizations. 44.2% of the respondents answered there is no capacity building policy and legal framework and 31.6% of them replied that they did not know. Less than 1/4th (24.1%) of the respondents replied in the affirmative confirming the existence of capacity building policy and legal framework in Tigray.

Table 1: Sex * Is there any legal framework which governs the Policy of capacity building program in your Woreda/sub city? Cross-tab

			Capacity building Policy and legal framework			
			Yes	No	I Don't Know	Total
Sex	Male	Count	45	81	66	192
		% within Sex	23.4%	42.2%	34.4%	100.0%
	Female	Count	26	49	27	102
		% within Sex	25.5%	48.0%	26.5%	100.0%
Total	Count		71	130	93	294
	% within Sex		24.1%	44.2%	31.6%	100.0%

Source: Field survey, 2013/14

In the crosstab, 42.2% of the male and 48% of the female respondents reported that there is no capacity building policy and legal framework in Tigray. However, 23.4% of the male and 25.5% of the female participants stated that there is capacity building policy and legal framework in Tigray. On the other hand, 34.4% of the male and 26.5% of the female respondents were not aware of whether there is a capacity building policy and legal framework in the region or no.

Similarly, most respondents both in the interview and focus group discussion held with the civil servants pointed out that it was true that the mandate was given to the Bureaus and *Woredas*/sub-cities to train their human resources. In practice, however, neither the regional government nor the *Woredas*/sub-cities has any capacity building policy and legal framework. Though mandated by law, the little training that takes place is done by urgings from higher officials and/or the Ethiopian Civil Service University. Respondents also stated that, there is no standardized capacity building program at *Woreda*/sub-city level. What exists rather is the "Gemegamawi sltena", which means evaluative training.

Some of the interview respondents said that they did not know why, but, when the regional Bureaus call to give on the job training, while the mission of the training was known, sector officials observed endlessly sending trainees to attend training sessions that was not directly related to their job. Furthermore, according to some of the focus group discussants, regardless of contributions made by several universities, the Ethiopian Civil Service University is fully charged to capacitate the civil service.

The problem was that when this university calls for long and/or short-term training, the region distributes invitations to all *Woredas*/sub-cities and at same time, those organs intern distribute the invitations to sector offices. Due to the absence of capacity building legal framework, the selection procedures about who should attend the training was based on the university's criteria. The sector offices post to announce the planned training and inform all civil servants to submit their CV based on the criteria stated by the university. Once a civil servant accomplishes the criteria he/she needs to be reviewed by the so-called "Meseretawi Wudabe" comprised of party members for final clearance. The participants also stated that once the university determined who is to attend the training sessions, all civil servants who accept to attend sing a contract agreeing on how many years he/she will serve after graduation and what percentage to pay from his/her salary during the course work, among others. Nevertheless, the official at all level argue that there is a clear guiding principle about how and when to train a civil servant and they confirm about the contract.

Relating the civil servants capacity building to HRM is important as part of the overall approach to implement the CSR. However, the rationale behind the regional bureaucracy to capacitate the civil servant illustrates that there was no predetermined skill gap analysis and civil servants performance evaluation.

Obviously, the chance given was not to promote high performers or correct low achievers. The role of “Meseretawi Wudabe” confirms that the civil service was not free of politicization.

3.2.2. Skill gap analysis

During the implementation of CSRs, poor capacity was observed as a serious problem to civil service organizations. According to Gusdorf, MBA and SPHR (2009), effective capacity building program is not an isolated event from government organizations to implement development policies and the CSR in particular. Capacity building programs must be strategic designed to improve knowledge, skills and capability to help achieve the CSRs expected outcomes. Therefore, effective capacity building programs have to been done based on SWOT analysis to determine the strengths, weaknesses, opportunities and threats to the civil service organizations.

In the study area, the survey results depict that the skill gap analysis provided to the civil servants before the training was poorly carried out. If capacity building programs are about bridging the gap between civil servants and organizational competencies, as asserted by Purcell (2000), the training unit needs to have updated information concerning the knowledge and skill shortfall in the civil service organizations. The best way of obtaining this information is by carrying out an inclusive training needs analysis. Table 2 shows that (74.9%) of the respondents reported that skill gap analysis was not provided to the civil servants before the training.

Table 2 a: Sex * There is skill gap analysis before training is provided to the civil servant in your Woreda/sub city Cross-tab

			skill gap analysis before training is provided					Total
			Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree	
Sex	Male	Count	56	83	4	34	15	192
		% within Sex	29.2%	43.2%	2.1%	17.7%	7.8%	100.0%
	Female	Count	33	48	2	15	4	102
		% within Sex	32.4%	47.1%	2.0%	14.7%	3.9%	100.0%
Total		Count	89	131	6	49	19	294
		% within Sex	30.3%	44.6%	2.0%	16.7%	6.5%	100.0%

Table 2 b: Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	2.368 ^a	4	.668
Likelihood Ratio	2.506	4	.644
N of Valid Cases	294		

a. 2 cells (20.0%) have expected count less than 5. The minimum expected count is 2.08.

Source: *Field Survey, 2013/14*

As recapitulated in Table 2, though the skill gap analysis is a fundamental requirement of civil service capacity building programs, 74.9% of the civil servant respondents stated that skill gap analysis was not provided before training. 23.2% of the participants, however, appreciated the existence of skill gap analysis that determined the capacity building program in the region. The gender breakdown indicated that 72.4% of the male and 79.5% of the female respondents were disagreed about the function of skill gap analysis before training was given. However, 25.5% of the male and 18.6% of the female contributors confirmed the practicality of capacity building on the base of skill gap analysis.

The result in the Chi-Square test also demonstrates that, the Pearson Chi-Square value was 2.4 with significance (P-value) of .668 which means > 0.05 . Thus, we reject these odds as it was statistically insignificant and we accept the alternative because there was a significance difference between the perceptions of both sexes and the application of skill gap analysis before training was provided to the civil servant. Both sexes were more likely observed the lack of skill gap analysis at different level as a practical challenge in the civil service organizations of Tigray Region.

The overall discussion on capacity building reveals that, the ongoing capacity building program in the study area was held arbitrarily without identifying training candidate needs. Such a situation also can bring duplication in one field and deficiency in the other. Such imbalance intern creates dissimilarity on the CSR implementation and inhibits the totality of the reform agenda. Most of the interviewed civil service officials

have also appreciated the problem.

Similarly, the researcher has tried to compare the feedbacks both from urban centers and rural *Woredas*. See figure 4 as follow.

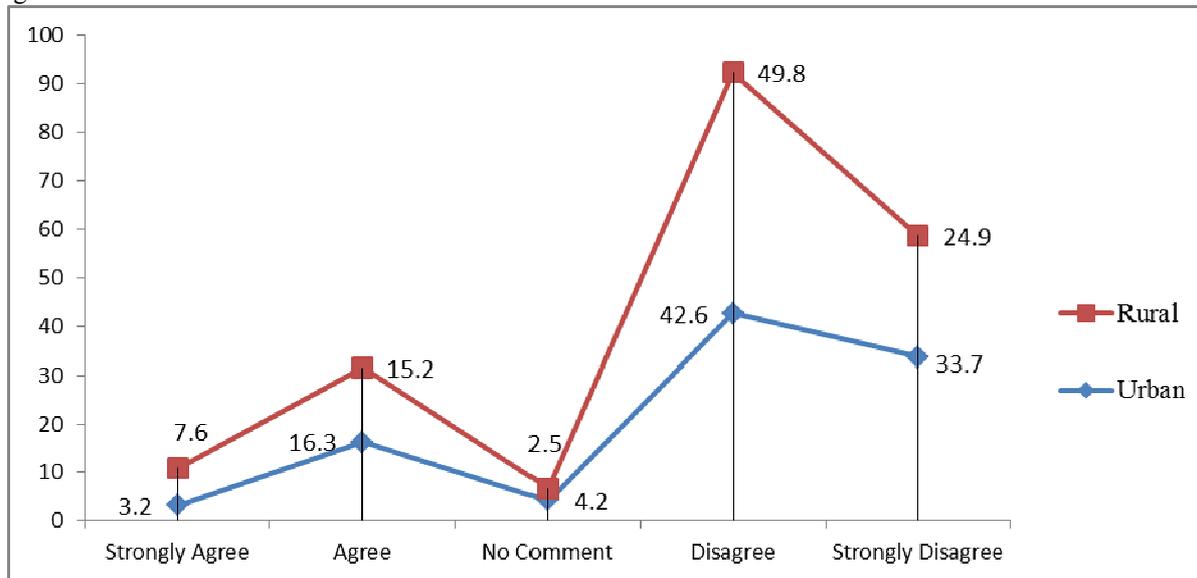


Figure 4: Skill Gap Analysis before Training is provided
 Source: Field Survey, 2013/14

In Tigray, civil service organizations are located both at rural *Woredas* and urban centers. The CSR implementation program is also held at all levels of government structure. Here, in need of the researcher to look into the skill gap analysis before training is provided to the civil servant, rural and urban response was considered. Hence, as depicted in figure 4 above, the highest frequency distribution 74.7% at rural *Woredas* and 76.3% at urban centers were observed rejecting the application of skill gap analysis before training was held to capacitate the civil servant.

However, 22.8% of the rural *Woredas* and 19.5% of the urban center respondents were agreed on the functionality of the skill gap analysis before training was held in the civil service of the study area. This shows us, as there was no significance difference to apply the skill gap analysis before training both at rural areas and urban centers. Therefore, the overall discussion on capacity building reveals that, the ongoing capacity building program in the study area was held arbitrarily without identifying who lacks what and who needs what. Such a situation also can bring duplication in one field and deficiency in the other. Such imbalance intern creates dissimilarity on the CSR implementation and inhibits the totality of the reform agenda.

3.2.3. Continuous, Relevant and Equal Accessibility

It is universally acknowledged that capacity building is a critical component of HRM to change the mind-set in the civil service, promoting team spirit and increasing value of individual civil servants (Bentley, 2013). Such a situation can be ensured if the provided civil service capacity building programs are applied continuously by allowing the workforce to access equally. The regularity of capacity building program was not a problem in Tigray. The survey result in table 3 depicts that, the capacity building program in the civil service organizations were accomplished continuously.

Table 3: Sex * There is a continues capacity building program to the civil servant in your Woreda/sub city Cross-tabulation

		Continues capacity building program					Total	
		Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree		
Sex	Male	Count	40	45	4	75	28	192
		% within Sex	20.8%	23.4%	2.1%	39.1%	14.6%	100.0%
	Female	Count	10	37	1	38	16	102
		% within Sex	9.8%	36.3%	1.0%	37.3%	15.7%	100.0%
Total		Count	50	82	5	113	44	294
		% within Sex	17.0%	27.9%	1.7%	38.4%	15.0%	100.0%

Source: Field Survey, 2013/14

Table 3 also explains the highest frequency mode replayed (53.4%) was respondents accept the continuous provision of civil service capacity building program but 44.9% of the civil servant contributors were rejected the case. Similarly, 53.7% of the male and 53% of the female contributors were reaffirmed the functionality of the continuous capacity building program in the civil service. Even though, 44.2% of the male and 46.1% of the female respondents reacted and refused the continuity of capacity building program in the region. In spite of the fact that, majority of the respondents appreciated the continuity of capacity building program in the study area, a significant number was also rejected the issue. Hence, civil servants need to be aware of what is going on or it needs serious attention for its continuity.

Likewise, many literatures demonstrated that, the vitality of merit based HRM to implement effectively the CSR and capacity building is the flagship of effective HRM. To have an effective civil service capacity building programs, the selection criteria as stated by International Criminal Court (2006), should be part of the civil servants performance appraisal and it must be related to their job-specific and competency. Information needs to be available to all civil servants and the selection process must be transparent. In Tigray Region however, there was a continuous capacity building programs provided to the civil servant but not relevant to the civil servants specific job description. For that reason, the large numbers of the respondents were rejected to accept the provided capacity building programs relevancy to their specific job description.

Table 4: Sex * The training given to the civil servant in your Woreda/sub city is relevant to one's job description Cross-tabulation

		Training relevancy to one's job description					Total	
		Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree		
Sex	Male	Count	39	72	6	54	21	192
		% within Sex	20.3%	37.5%	3.1%	28.1%	10.9%	100.0%
	Female	Count	17	50	1	27	7	102
		% within Sex	16.7%	49.0%	1.0%	26.5%	6.9%	100.0%
Total		Count	56	122	7	81	28	294
		% within Sex	19.0%	41.5%	2.4%	27.6%	9.5%	100.0%

Source: Field Survey, 2013/14

The dynamic and multifaceted implementation of CSR calls for effective capacity building programs. The effectiveness of a capacity building program as asserted by many social science scholars is also ensured by its relevancy to ones future career among others. However, as stated in table 4, 60.5% of the respondents were repudiated to accept the reality that the training given to the civil servants and its relevancy to one's specific job description. But, only 37.1% of them valued its relevancy. The irrelevancy of the ongoing capacity building program was also sensed at a relatively equal rate by the contributors. The provision of irrelevant training is more that wasting resource for nothing.

On the other hand, to implement the CSR effectively, in conjunction with the skill gap analysis and continuous provision of capacity building programs, good information management is needed. According to Purcell (2000), good information management helps to ensure the advantages of capacity building programs and it must evenly stretched across the civil service organizations with no one group dominating it. Because, such a

condition guarantees the balance of capacity building programs provided equal opportunity in the civil service organizations. However, in the study area there observed lack of equal accessibility to join the capacity building programs.

Table 5: Sex * The provided training program to the civil servant in your Woreda/sub city is equally accessible to all civil servants Cross-tabulation

		Equally accessibility of the provided training					Total	
		Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree		
Sex	Male	Count	56	77	4	40	15	192
		% within Sex	29.2%	40.1%	2.1%	20.8%	7.8%	100.0%
	Female	Count	28	48	2	17	7	102
		% within Sex	27.5%	47.1%	2.0%	16.7%	6.9%	100.0%
Total		Count	84	125	6	57	22	294
		% within Sex	28.6%	42.5%	2.0%	19.4%	7.5%	100.0%

Source: *Field Survey, 2013/14*

Under merit principles, the practice of equal opportunity is honored. Despite the civil servants proclamation, equal opportunity principles are compromised by administrative malpractices. Table 5 shows that 71.1% of the respondents disagreed that there is equal accessibility to join the capacity building programs in their organization. Only 26.9% of them agreed that there is equal opportunity. The lack of equal access to capacity building programs was considered a challenge by both male and female respondents. As most females are typically discriminated against in the labor market, the female participants were sensitive to this issue. Consequently, 74.6% of the female contributors disagreed that there is fair accessibility.

The public sector capacity building program (PSCAP) in Ethiopia as well as in Tigray is initiated purposefully to come-up the ineffective public service because of the poor capacity of the CSR implementers and coordinators. The direct impact of the effective capacity building program is the provision of quality service to the public. But, the civil servants were dissatisfied by the way the capacity building programs were held in due of the unequal accessibility of the provided training.

4. The practical Challenges of Civil Service Capacity Building

Civil service institutions are the engines of equilibrium between the government in power, the public and civil servants. Hence, to implement all public policies and the CSR in particular, civil service organizations need to embark on proper capacity building programs. In this regard, the PSCAP was launched in Tigray as a supporting strategy to implement the CSR and it has played an important role in civil service capacity building programs. Currently, the Ethiopian government and Tigray region have set the foundation to eradicate poverty through the GTP. The effectiveness of these new plans will depend on the quality of the civil service organizations and the capacity of its staff. The human capital index in Tigray supra discussed under public servants educational background shows that, remarkable shift in both male and female professionals. However, in making it fully sensible, the regional government capacity building program lacks skill gap analysis before civil service training was conducted.

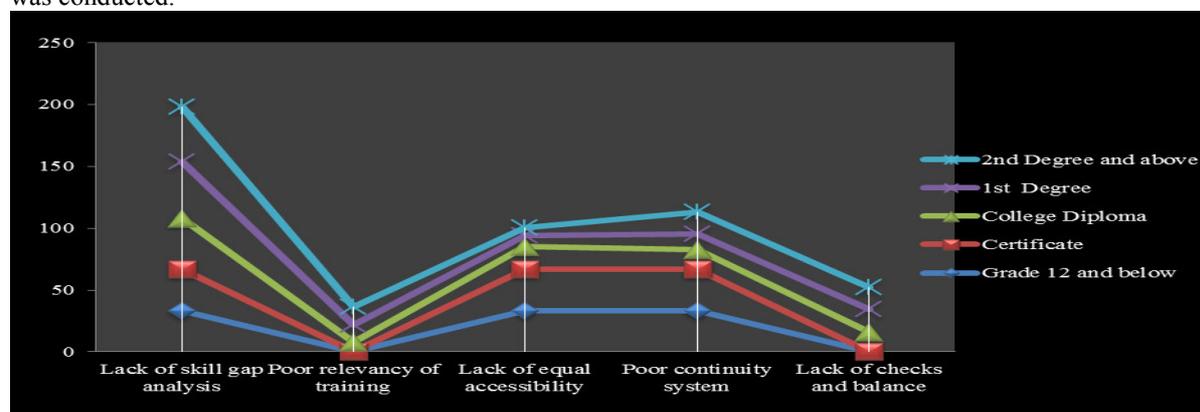


Figure 5: *The Most Practical Challenges of Capacity Building*

Source: *Field Survey, 2013/14*

As stated in Figure 5, during the program held to capacitate the civil servants in Tigray, of the may hindering factors of the capacity building program, lack of predetermined skill gap analysis was documented by all civil servant respondents at different level of educational background as of the most practical challenge of the civil servants capacity building program to implement the CSR. Before civil servants capacity building programs are held, there should be a rational scientific discipline identifying who needs what and which gap to be filled in the civil service so as to execute the implementation of CSR effectively.

Conclusion

The CSR in Tigray Region was the PSCAP pointer and was central to its triumph. The legal ground of the civil service capacity building was comprehensively described in the Tigray civil servants proclamation. It states that staff members must be trained to improve their capability and attain better performance or to prepare them for higher responsibility. In doing so, the regional government was given the responsibility to train civil servants to the Regional Bureaus, *Woredas* and Sub-city sector offices through identifying the training needs of their institution and civil servants. In addition, they were charged with preparing plans and the concomitant budget for training. However, in application, the overall performance of civil service capacity building program was ineffective.

It was ineffective because of many reasons. There was lack of skill gap analysis before training was provided to civil servants. Civil servants were not aware of the existing capacity building policy and legal framework. There was also inadequate application of on the job training. The training package did not match trainee needs and their job description. Sometimes, the program did not offer orientation to their work environment, nor did it provide the necessary training manuals to the respective workforce. As a testament to the weak planning and implementation of HRM, some graduates were idle for 4-5 months after graduation waiting for appointments, while drawing their monthly pay from payroll. Taking other things into account, we can conclude that lack of skill gap analysis was the root causes of all the civil service capacity building challenging factors.

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