

Civil Service Reform and Leadership Role in Ethiopia: The Case of Tigray Regional State

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Abstract

This study was about the civil service leadership role to implement civil service reform in Tigray Region. In Ethiopia, civil service leaders are required to contribute towards the development of public sectors. To this regard, the district level decentralization in Ethiopia let civil service leaders to provide high quality public services and to ensure freedom of choice and customer participation since early 1991. The 1990s was the period of change in government from Central Planning to Federal system. It was during this time that the government has tried to restructure the civil service system as a structural adjustment with federal outlook. Not only theoretically but also in practical discipline, civil service leaders have the responsibility to implement effectively government policies and strategies. It was with this intention that, the autonomous Ethiopia civil service institutions in general and that of Tigray region's in particular were established and the civil service leaders were begun to operate independently the civil service organizations. It is believed that, a successful leadership is the cornerstone of government institutions to implement public policy which intern can have a direct impact on the development performance of a nation. However, some empirical evidence indicates that, the civil service leadership approach is inhibited by many administrative bureaucracies. Therefore, the objective of this journal article was to examine leadership role in implementing civil service reform in Ethiopia: the case of Tigray regional state. To examine the leadership role, the relevant data was collected both from primary and secondary data sources. Finally, the factors that impede the role of leadership to implement the civil service reform were identified and the discussion was concluded that regardless of the institutional framework in-place, the civil service leaders were ineffective and were not played their role effectively as a result of the inadequate appointment of civil service officials and process owners.

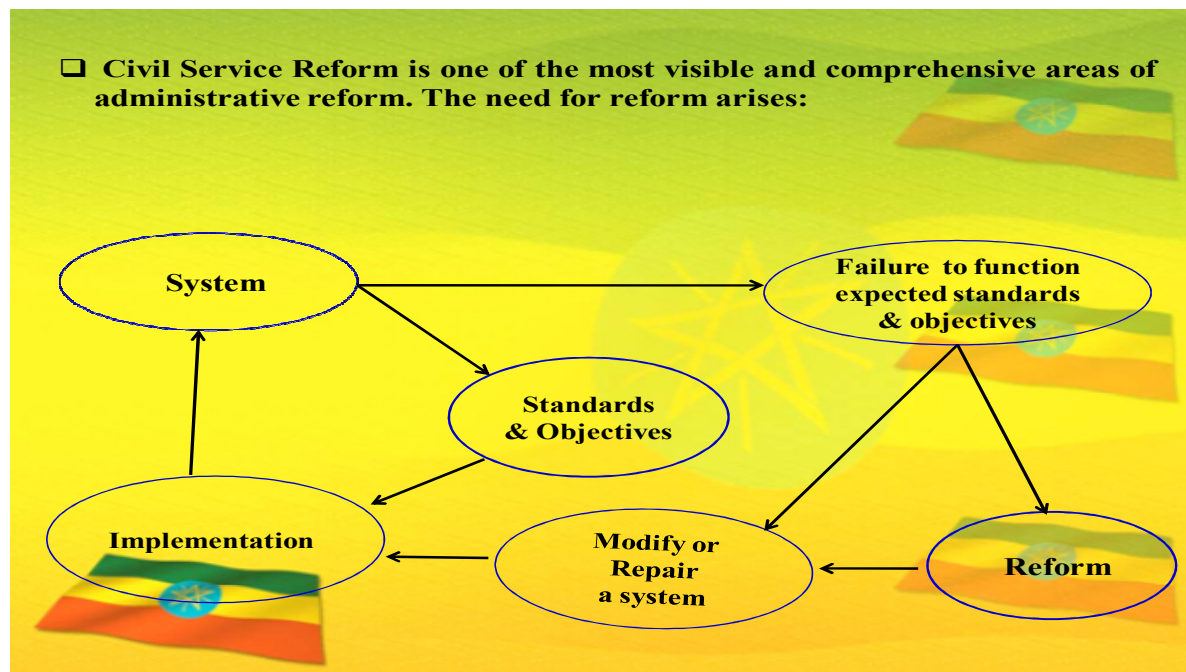
1. Introduction

Institutional transformation and new organizational changes need effective leadership to know the new directions and to build impetus. With this intention, since the early days of the 1980s, as an innovative insight of the optimal organizational arrangement and techniques of institutional management, governments have been observed in reforming their civil service. The Civil Service Reform (CSR) was initiated with the newly adopted New Public Management (NPM) model. The NPM model was desired as an alternative to the traditionally hierarchical and authoritative public administration (Vidaek, 2000 cited in Gebre, 2014).

The institutional transformation and new organizational change to be succeed; the new direction (CSR) has to be reflected in the behaviors and attitudes of all concerned bodies. Whatever the change/reform initiative is top-down, bottom-up or some combination of the two, the whole organization needs to end up pulling in the same direction (Quinn, 2004). The NPM is considered as a new paradigm shift to provide high quality services, increasing managerial autonomy, evaluating and prizing both the performance of an organization and individual public servant, capacitating public managers in terms of human resource, financial and physical asset, and technological support to achieve the expected outcome (Polidano and Ewalt, 2001).

As asserted by many scholars, the rules of the game for civil service organizations in every sector are changing and changing rapidly. If not revolution, the pace of change/reform suggests that rapid evolution is under way and change is likely to continue apace as organizations attempt to move into the new economy. To lead the implementation of CSR even during challenging times, civil service leaders have to dig deep inside themselves to gather wisdom and courage (Quinn, 2004).

Similarly, most government believes that, as leadership is not one-size-fits-all. The civil service reform scenario also takes in to account the different situations require different roles, skills and behaviors while all leadership involves a blend of conceptual, technical, human relations skills and the right combination varies skills (Jay, 2003). However in most cases, the leadership role to implement the CSR effectively was claimed by many scholars due to poor leadership support and commitment.



Source: Adopted from Gebre Miruts Ph.D. Dissertation power Point Presentation, 2014

Ethiopia is a country of long independent history. The long bureaucratic history of the country also has its own contribution on the establishment modern civil service. With this mentality, the current Ethiopian government has taken the initiative of reforming the civil service since it came to power in 1991. The purpose of reforming the old civil service system was to avoid the undesired practices that hindered public service delivery and the socio-economic development of the country. The May 1991 change of government (Socialist to Federal) was a turning point for the civil service to respond to a mass of new political and socioeconomic changes that occurred in the country (AH Consulting, 2010 in Gebre, 2014). The government conducted a continuous reform to restructure the civil service system with the intention of multi-party democracy and market driven economy (Tilaye, 2007). Therefore, the main role of the civil service is changed and the civil service leaders begun to serve based on an autonomous institution (Ministry of Capacity Building, 2004).

The government tried to restructure the civil service in three phases. The 1st phase (1991-95) was a Structural Adjustment Program to skip from the Socialist Ideology to Federal System, the 2nd phase (1996-2002) was instituted to build a capable civil service to promote democracy, federalism and good governance, provide citizens with friendly service delivery and support government's socio-economic development policies and the development of private sector and the 3rd phase (2003 to date) was launched and great emphasis was placed on improving Quality Service Delivery.

The agenda for quality service delivery in Ethiopia was designed intentionally to strengthen the public institutions by establishing an effective leadership, improve managerial effectiveness, and empower private and civic society organizations and higher education (Tilaye, 2007). However, some research findings and government reports indicated that, the role of effective leadership to implement the CSR was challenged by poor planning, inadequate monitoring and evaluation system, insufficient inter-organizational communication and poor leadership motivation.

High level leadership support and commitment is an essential prerequisite for successful CSR implementation. However, Corruption and lack of proper monitoring and evaluation are of the evils of implementing CSR. According to the Tigray complaint hearing process owner annual report (2012), in small towns and cities of the region, there was the existence of problems of land and land related corruption, rent seeking mindset of the tax assessors and collectors, failure to implement government policies and strategies as well as inability to take corrective measures and poor monitoring system are of the short comings in most civil service institutions. In addition to this, according to the Federal Anti Corruption Commission annual report (2009), of the corrupt practices taken before the law, 86% were government employee and 4% were government officials which can affect negatively the effectiveness of CSR implementation.

Likewise, as Tigray Bureau of Finance and Planning (2010/11) stated in its Growth and Transformation Plan, the effectiveness of the civil service is militated by inadequate organizational alteration, poor service delivery system and ineffective public participation. For instance, the success of organizational change to promote and strengthen operational systems was 33%, the establishment of transparent and accountable service delivery system in all government organizations as well as the public satisfaction was 60%, in the movement to

attain fast, successful and sustainable development, public participation was still 35%. But, why this is so needs further investigation.

But, the question is why is this takes place and how it is beyond the capacity of the civil service organizations? Therefore, the main objective of this Journal Article was to examine the Root Causes of the factors that inhibited the effective role of civil service in Tigray region. Based on this main objective, the Article tried to address the research questions:

1. How the civil service reform is implemented in Tigray Region?
2. What practical challenges are facing the role civil service leaders?
3. What are the root causes of the factors that inhibit the role of civil service leaders?

The overall objective of reforming the civil service is to improve the capacity of the public sectors. Therefore, regarding to the significance of the study, the government administrative bureaucracy cannot be discussed with finding the balance requires that individual leaders and teams of leaders step-out of their comfort zones and adapt to what the organization needs from them to accomplish its goals. This is because, leader's job requires mental, analytical as well as diagnostic abilities to acquire and interpret information from multiple sources in order to make complex decisions that affect the organization as a whole and they must manage a complex array of relationships on an on-going basis.

On the other hand, in many instances, incapability, poor commitment and ineffectiveness are among the critical challenging factors that impede the effective role of leadership to implement the CSR. Therefore, this study was an attempt to contribute towards filling the gaps in civil service leadership to promote the implementation of CSR. 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 Leadership in the Civil Service

The umbrella to provide quality service and good governance is the implementation of the white paper of CSR. Therefore, leadership from a management perspective refers to influencing and directing the behavior of individuals and groups in such a way that they work willingly to pursue goals of an organization (Smit, 2002). Thus, high level political commitment and support is an imperative precondition for triumphant CSR implementation. The commitment to institute a public servant who is more qualified with due attention on performance and less influenced by patrimonialism and ethnic loyalty is required in implementing the reform (ibid).

Thus, leaders should be well informed during the implementation of government policies and should have the ability to harmonize strategic participatory planning, inter-organizational communication, effective monitoring and evaluation system, set complaint handling mechanisms and provide reliable and relevance reporting system (Ali, 2004). However, in most developing countries like Ethiopia, due to lack of capacity, poor anti-corruption system, inadequate HRM, lack to access and skill to use ICT results slowdown to implement CSR which all resulted from poor leadership support and commitment (Kiragu, 1998).

The civil service leaders are expected to contribute towards the economic advancement and to provide high quality services and to ensure freedom of choice and citizen participation. Civil service managers are expected to realize and contribute to CSRs. For that matter, they have to provide open, accessible and customer-focused services. Civil service organizations should have high ambitions with regard to professional standards, citizen satisfactions, cost control, healthy working environment and continuous human resource development (Campbell and Samiec, 2005).

The Civil Services have to show appreciation for high quality leadership, and further efforts will be encouraged. At the same time civil service managers are encouraged to take a critical view of their own leadership. This applies to civil service managers at all levels, whether they are at the beginning of their careers or have long management experience. Leadership in civil service requirements and expectations change over time, and responsibilities and roles must therefore be reviewed at regular intervals (Campbell and Samiec, 2005).

Leadership in the civil service is important. However, according (Avolio, 2005), its effects are not always visible. In crisis situations, major restructuring processes or particularly demanding individual matters high quality leadership tends to be both visible and decisive for a positive outcome. But good leadership is also important in the day-to-day work of the civil service because: political objectives must be realized with a view to ensuring the best interests of the public and the environment in an increasingly diverse society; employees need stimulation and support in order to ensure that their combined competence is made best use of in solving tasks; and efficiency and willingness to set priorities are needed to ensure that limited resources are used effectively (Campbell and Samiec, 2005).

3. Result and Analysis

3.1. Leadership Support and Commitment to Implement the CSR in Tigray

The ultimate goal of leading government policies, strategies and programs by exemplary is to provide quality

services and increase productivity to satisfy the public interest. Many literatures to this regard indicated that, the effective implementation of CSR needs political commitment and support from above. The Top Management System (TMS) sub reform program in Ethiopia in general and that of Tigray in particular was introduced as one of the components of the CSR programs. It was intentionally incorporated to provide and strengthen strategic regional planning, monitoring and evaluation, to improve regional performance and productivity, to advance and equipped the workforce among others.

Civil Service managers according to Campbell and Samiec (2005) are required to contribute towards improving the public sector and have responsibility to overcome the challenges of government policy and CSR implementations. The ideal approach of NPM also calls for public service managers to have high aspirations of professional standards, commitment to support government policy implementations and create conducive working environments, customer satisfaction, cost control and continuous human resource development. Table 1 recapitulates this conception.

Table 1: Sex * How do you evaluate the leadership commitment to support the implementation of Civil Service Reform in the Woreda/sub city? Cross-tab

			Leadership support and commitment				
			Highly Committed	Somewhat Committed	Weak/ poor	Insignificant and full of meddling	Total
Sex	Male	Count	16	89	54	33	192
		% within Sex	8.3%	46.4%	28.1%	17.2%	100.0%
	Female	Count	8	42	25	27	102
		% within Sex	7.8%	41.2%	24.5%	26.5%	100.0%
Total		Count	24	131	79	60	294
		% within Sex	8.2%	44.6%	26.9%	20.4%	100.0%

Source: Field Survey, 2013/14

As part of the Tigray CSR program, TMS sub reform was established with the objectives to strengthen regional planning, to monitor and evaluate government programs, develop regional structures and reporting systems, manage regional projects and value for money, among others. However, in practice, as illustrated in Table 1, only 8.2% of the participants appreciated the high leadership commitment to support the implementation of CSR in the region and the other 44.6% of the respondents replied the leadership was somewhat committed and supportive during the implementation of CSR. Nevertheless, 29.6% and 20.4% of the contributors stated that the leadership support and commitment was poor, insignificant and full of meddling, respectively.

3.2. Pre-Stated Standards and Objectives: As a Pre-requisite to Implement CSR

The Ethiopian Government's policy standards and objectives in general and that of Tigray's in particular are governed by the overall goals of the PASDEP and later the Growth and Transformation Plan (GTP) to provide concrete and more specific evaluation standards. The GTP gives emphasis on the need to establish performance indicators against which the ongoing performance will be measured. The implementation of CSR and the GTP in Tigray are inseparable. In Tigray region, the fundamental goals of CSR programs were documented as a pre-requisite to implementing the sub reform programs and the standards and objectives to be achieved were placed at regional, Woreda and Sub-city levels based on the reform totality. Table 2 summarizes this notion.

Table 2: Sex * There are sector specific pre-stated objectives and standards to be achieved in your Woreda/Sub City Cross-tabulation

			Sector specific pre-stated objectives and standards					
			Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree	Total
Sex	Male	Count	27	38	2	78	47	192
		% within Sex	14.1%	19.8%	1.0%	40.6%	24.5%	100.0%
	Female	Count	13	35	1	37	16	102
		% within Sex	12.7%	34.3%	1.0%	36.3%	15.7%	100.0%
Total		Count	40	73	3	115	63	294
		% within Sex	13.6%	24.8%	1.0%	39.1%	21.4%	100.0%

Source: Field Survey, 2013/14

In the Tigray regional GTP, of the basic objectives stated, creating modern and merit-based civil service administrative system was among others. The regional government clearly justified the target that preparing clear system of planning and utilization of manpower to achieve government development agendas. Hence, the outlook in stretching the GTP objectives was an opportunity to implement the CSR effectively.

With this in mind, respondents were asked to share their satisfaction about the sector specific objectives and pre-stated standards to be achieved in their organization. The crosstab table 2 above points out that, 60.5% of the participants were replied and approved the existence of sector specific pre-stated standards and objectives regardless of their qualities. Only 38.4% of them disagreed on the existence of sector specific pre-stated standards and objectives.

The regional government act in this regard generally was impressive. However, the determination of sector specific objectives and pre-stated standards was not gender biased but was participatory. While 65.1% of the male respondents agreed positively on the issue of specification, 47% of the female contributors rejected the existence of sector specific prolonged pre-stated standards and objectives. Consequently, if the planning is not inclusive, it can impact the implementation process and effectiveness of CSR program.

3.3. Inter-Organizational Communication

The establishment of interface among public organizations helps to complement the gap in one another while implementing CSR. Since the introduction of the BPR doctrine in Tigray, civil service organizations are welcomed with the principles of inter-organizational communication and the policy standards and objectives were communicated to implementers with sufficient clarity (Tigray region BSC guideline, 2013). Even though, the regional government report shows the effectiveness of the inter-organizational communication in the civil service, however, there observed poor practicing of the spectrum.

Table 3: Sex * In your Woreda/Sub City, there is an effective inter-organizational communication

		Inter-organizational communication					
		Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree	Total
Sex Male	Count	32	63	8	68	21	192
	% within Sex	16.7%	32.8%	4.2%	35.4%	10.9%	100.0%
Female	Count	9	49	0	33	11	102
	% within Sex	8.8%	48.0%	.0%	32.4%	10.8%	100.0%
Total	Count	41	112	8	101	32	294
	% within Sex	13.9%	38.1%	2.7%	34.4%	10.9%	100.0%

Source: Field Survey, 2013/14

A smart plan alone cannot create a successful civil service organization unless the tactics are communicated vertically and horizontally. In the study area, there was a guiding principle on how and with whom to formulate inter and intra interfaces. Nevertheless, table 3 shows that the majority of the civil servant respondents (52%) rejected the practice of effectiveness in intra-department and the inter-organizational communication. Moreover, female civil servants were left out from the inter-organizational communication as 56.8% of the female contributors disagreed with the premise of such communication.

However, 45.3% of the participants appreciated the successful application of inter-organizational communication in their organization. The inter-organizational communication appears to have involved male civil servants since 46.3% of the male respondents agreed with the effectiveness of the inter-organizational communication. During the implementation of CSR, if planned objectives and standards are not communicated to the implementers, inconsistency of information and conflicts in interpretation of standards and objectives may prevail and this is what the program intends to avoid.

The new intention of NPM and the concepts of BPR illustrates that inter-organizational communication is of the best ways of interaction to implement government policies and the CSR. Thus public sector organizations, whether they are located at rural areas or in urban centers all the government organization are expected to communicate within departments and outside of their department with other sector offices. Therefore, the researcher has attempted to compare the inter-organizational communication of the study area. See figure 1 as follow.

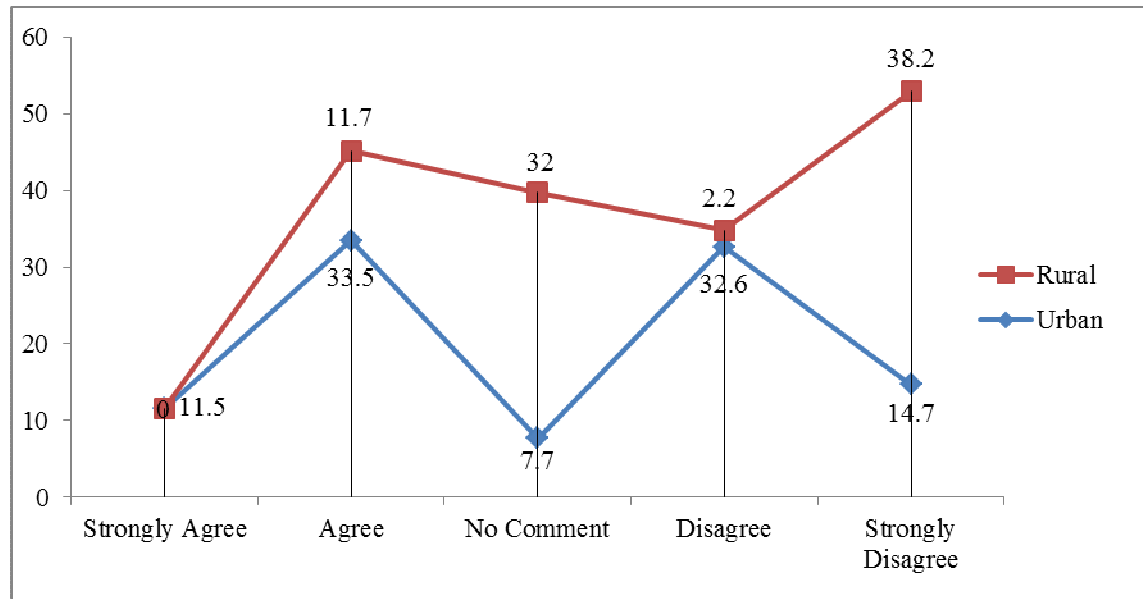


Figure 1: *Inter-Organizational Communication in Comparison to Urban-Rural*

Source: *Field Survey, 2013/14*

As one can observe from the figure above, 11.7% of the rural *Woreda* respondents were agreed on the practice of inter-organizational communication and 40.4% of them were rejected to accept the existence of inter-organizational communication. On the other hand, 32% of the respondents at rural *Woredas* were not voluntary to comment and they were reserved. Similarly, when we look into the urban centers, 45% of the contributors were appreciated the functionality of the inter-organizational communication and 53.3% of them disagreed on its practicality. But, 7.7% of the respondents were reserved from commenting the issue.

What we can understand from the discussion is that, in comparison to the urban-rural internal communication process to implement the CSR, urban centers was better in communicating each other. Nevertheless, what can be cited here is that, the poor performance of the urban centers internal communication when seen generally and the absenteeism of civil servant respondents at rural *Woredas* in which respected organs of the study area can take it into account to address such observations.

3.4. Monitoring and Evaluation

In a dynamic social system, the implementation of government policies and strategies calls for effective leadership to monitor and assess performances. The results of a good planning are also ensured by the effective monitoring and evaluation system because the assessment result helps to bridge the gap between “where we are and where we want to go” (Hammer and Champy, 1996). Based on the district level decentralized system of the study area, there expected participatory planning, inclusive program implementation, effective monitoring and evaluation systems among others. However, regardless of the inspiring sector specific pre-stated standards and objectives, the monitoring and evaluation system in Tigray was not impressive. The crosstab table 4 below validates this scenario.

Table 4: *Sex * There is good monitoring and evaluation system in your Woreda/Sub City Crosstab*

		Good monitoring and evaluation system					
		Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree	Total
Sex Male	Count	26	85	3	66	12	192
	% within Sex	13.5%	44.3%	1.6%	34.4%	6.3%	100.0%
Female	Count	7	51	6	30	8	102
	% within Sex	6.9%	50.0%	5.9%	29.4%	7.8%	100.0%
Total	Count	33	136	9	96	20	294
	% within Sex	11.2%	46.3%	3.1%	32.7%	6.8%	100.0%

Source: *Field Survey, 2013/14*

The dynamic manager to subordinate relationship determines the effectiveness of program monitoring and evaluation system. According to (Maxwell, 2011), Leadership is about achieving results. To achieve the positive results there need to use the right tools of monitoring and evaluation. Because, according to (Avolio,

2005), using the wrong tool to monitor and evaluate development programs is more than just ineffective. The district level decentralization in Tigray has given the opportunity to administer local development agendas closer to the local community at the grass root level. In spite of some positive achievements, the totality of the implementation of the CSR however lacks proper monitoring and evaluation system in the region. For this reason, as shown in table 4 above, 57.5% of the contributors were refused to accept the effectiveness of monitoring and evaluation system in the civil service.

Unlike the above discussion, 39.5% of the survey respondents were valued the success of program monitoring and evaluation in the civil service. According (Kotter, 1996), Effective leadership is the process of achieving desired results through people. Nonetheless, when compared the male and female respondents observation, 57.8% of the male respondents and 56.9% of the female participants were claimed the goodness of the program monitoring and evaluation system in Tigray region at a relatively equal rate. Therefore, though good planning in Tigray region, there was a poor executing the intended CSR and other development programs.

Monitoring and evaluation as an approach to government policy implementation needs a clearly pre-stated schedules when and how to conduct this management function. In the regional civil service Bureau, *Woreda* and sub cities annual plans, there was a clearly predetermined how to monitor and when to evaluate each and every programs in the forms of the BSC. However, the monitoring and evaluation system was applied arbitrarily out of the planned one.

Table 5: Sex * Monitoring and evaluation is conducted based on schedule time interval in your *Woreda* or Sub City Cross-tabulation

		Scheduled Monitoring and evaluation system					
		Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree	Total
Sex Male	Count	37	77	4	56	18	192
	% within Sex	19.3%	40.1%	2.1%	29.2%	9.4%	100.0%
Female	Count	15	53	0	29	5	102
	% within Sex	14.7%	52.0%	.0%	28.4%	4.9%	100.0%
Total	Count	52	130	4	85	23	294
	% within Sex	17.7%	44.2%	1.4%	28.9%	7.8%	100.0%

Source: *Field Survey, 2013/14*

Table 5 describes that 61.9% of the civil servant contributors were opposed to the notion that monitoring and evaluation programs were scheduled. For that matter, only 36.7% of the participants agreed on the application of scheduled time interval to monitor and evaluate the civil service programs. The justification behind this discussion indicates that, though timetable was clearly stated in the whitepaper, the practice to monitor and evaluate the implementation of CSR and other government programs were mostly done arbitrarily. Especially female respondents (66.7%) affirmed the lack of systematic application of monitoring and evaluation programs.

3.5 Complaint Handling Mechanism

In many instances, during the implementation of any government policies and strategies, there observed service user complaints and providers too. Service user complaints raise their issue when government institutions fail to satisfy the public interest. Service providers on the other hand, complain when rules and regulation that befit them are in threatened. According to (UNDP, 2002), civil servants on behalf of their agencies are expected to provide effective mechanisms whereby citizens can lodge complaints regarding the agencies performance and attain apt remedies. Therefore, complaint handlers should be skilled and have positive outlooks when dealing with complaints.

In relation to this, in the study area, there are core process owner at regional Bureau level and process owners at *Woreda* and sub city levels that are functional for civil servants complaint hearing and handling. The regional government's act in establishing the civil servants complaints handling system was notable. Taking in to account this commitment, respondents were requested to forward their opinion about the existence of an autonomous complaint handling institution and the following table 6 explains the situation.

Table 6: Sex * In your Woreda/Sub City there is an autonomous complaint handling institution Cross-tab

		Autonomous complaint handling institution						
		Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree	Total	
Sex	Male	Count	39	59	3	61	30	192
		% within Sex	20.3%	30.7%	1.6%	31.8%	15.6%	100.0%
	Female	Count	20	54	1	13	14	102
		% within Sex	19.6%	52.9%	1.0%	12.7%	13.7%	100.0%
Total		Count	59	113	4	74	44	294
		% within Sex	20.1%	38.4%	1.4%	25.2%	15.0%	100.0%

Source: Field Survey, 2013/14

In Tigray, regardless of the complaint handling institutional setup, the practice to hear and handle the complaints in the civil service accordingly was poor. As elucidated in table 6 above, most of the respondents (58.5%) were criticized the existence of really self-directed complaint handling institution in the civil service. Furthermore, a large number of female contributors (72.5%) were opposed the role of complaint handling institutions in reviewing cases autonomously. On the other hand, 40.2% of the respondents replied that, the complaint handling institutions in the civil service were handle complaints autonomously. As discussed before, the imposition of political criteria in to merit disciplines can also affect the independency of complaints handling sectors in the civil service.

Similarly, the other topic that must be considered is the way complaints heard and handled. A sound complaint hearing and handling mechanism is of the best indicators of an autonomous institution. Hence, once the researcher has used to observe the independency of the complaint handling institution, during the survey, participants were appealed to contribute their surveillance on the civil service complaint hearing and handling mechanisms. Therefore, the following table 7 summarizes the results.

Table 7: Sex * There is good complaint hearing and handling mechanism in your Woreda/sub city Cross-tabulation

		Good complaint hearing and handling mechanism						
		Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree	Total	
Sex	Male	Count	37	73	7	55	20	192
		% within Sex	19.3%	38.0%	3.6%	28.6%	10.4%	100.0%
	Female	Count	16	51	2	23	10	102
		% within Sex	15.7%	50.0%	2.0%	22.5%	9.8%	100.0%
Total		Count	53	124	9	78	30	294
		% within Sex	18.0%	42.2%	3.1%	26.5%	10.2%	100.0%

Source: Field Survey, 2013/14

As can be observed from Table 7, regardless of the institutionalization of complaint handling subdivisions, the mechanisms used to hear and handle the grievances were not satisfactory. 60.2% of the respondents reported absence of good mechanisms. The researcher found gender insensitivity in the system that was borne out by the finding that 65.7% of the female respondent rejected the acceptability of the complaint hearing and handling mechanisms in the civil service. On the other hand, only 36.7% of the civil servant contributors indicated the acceptance of the current grievance hearing and handling mechanisms.

The CSR in Tigary is implementing all over the regional bureaus and all sector offices at locality level. In needs of a successful leadership support and commitment to implement the reform effectively and efficiently, both the federal and regional governments are working on the top management system sub reform program to capacitate the top, middle and lower level managers for stirring the implementation of CSR effectively.

Thus, some officials were consulted to share their experience on the leadership planning skill and inter-organizational communication among others. Most of them accepted the poorness of localized planning system. Most sector officials copy and pest the regional directive plans with some wording modification and even some put the regional plan as it is substituting the word bureau by *Woreda* or sub city. Besides, some also explained that, though local administrators were given the mandate to plan based on their potential through thinking regionally, they depend themselves on the regional plan which was given as directive to widen and strengthen at local level. At its most important, the local administrators in most cases failed to have a consistence inter-organizational communications.

On the other hand, others discussed it taking into account the positive aspects of the local planning systems but the most challenging factor explained was the endless campaign fieldwork. Whatever effective plans,

their implementation remains under a shelf because this fieldwork. In Tigary, there is a good compliant hearing and handling institutional setup but when the compliant handler wants to communicate with respected officials based on the presented complain, due to this campaign no one is in an office. This intern contributed for delaying the decision making process on compliant handling.

Quality public service provision and its delivery as in many civil service reforms, has its own roots in the private sector. Hence, civil Service managers are required to contribute to the development of a public sector and high quality public service provision by adapting this new thinking. The Ethiopian Top management system sub reform program and that of Tigray region in the CSR was a deliberate action to stir the CSR implementation towards the government policy. Thus, the sample service user respondents were requested to share their observation about the leadership support and commitment during the implementation of the CSR.

The Top management of Tigray region is expected to formulate and strengthen the strategic regional planning, to assure effective monitoring and evaluation systems, to improve regional performance and productivity among others. However, the civil service leadership support and commitment to implement the CSR was not impressive.

For this reason, though, 35% of the contributors were replied as it was satisfactory, a relatively equal response (33.3%) was registered as it was ineffective. For that matter, only 31.7% of the service user contributors were appreciated the effectiveness of the civil service leadership support and commitment during the implementation of the CSR in Tigray region. Taking in to account the valid percentage of the satisfactory and effective respondents, the Tigray leadership support and commitment to implement the CSR program was acceptable. Nevertheless, it needs due attention because the civil servants was by large dissatisfied about the leadership practice in the course of CSR implementation and the number of dissatisfied service users were also by any means cannot be ignored.

4.The Implementation Challenges of Civil Service Reform in Tigray Region

The success of CSR implementation depends on the effectiveness of leadership support and commitment of the civil service organizations. Civil service organizations are knowledge intensive and are important centers of expertise in various fields. Recruitment, development and retention of such experts are another challenge. However, during the CSR, many initiatives were undertaken on how Top Management Systems utilized to support the civil service and depict their commitment towards implementing the larger CSR. The Top Management System (TMS) sub reform program in Tigray was also introduced with this intention but the civil service managers were challenged by poor leadership planning and motivation as well as by inadequate inter-organizational communication.

Table 8a: Sex * The most practical challenges of leadership support and commitment to implement CSR Crosstab

			Practical challenges of leadership support and commitment					Total
			Poor leadership planning	Inadequate Inter organizational communication	Lack of pre-stated timeframe	Lack of relevant performance evaluation	Poor Leadership motivation	
Sex	Male	Count	58	28	32	31	43	192
		% within Sex	30.2%	14.6%	16.7%	16.1%	22.4%	
	Female	Count	20	22	12	18	30	102
		% within Sex	19.6%	21.6%	11.8%	17.6%	29.4%	
Total		Count	78	50	44	49	73	294
		% within Sex	26.5%	17.0%	15.0%	16.7%	24.8%	

Table 8b:

Chi-Square Tests

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	7.213 ^a	4	.125
Likelihood Ratio	7.300	4	.121
N of Valid Cases	294		

a. 0 cells (.0%) have expected count less than 5. The minimum expected count is 15.27.

Source: Field Survey, 2013/14

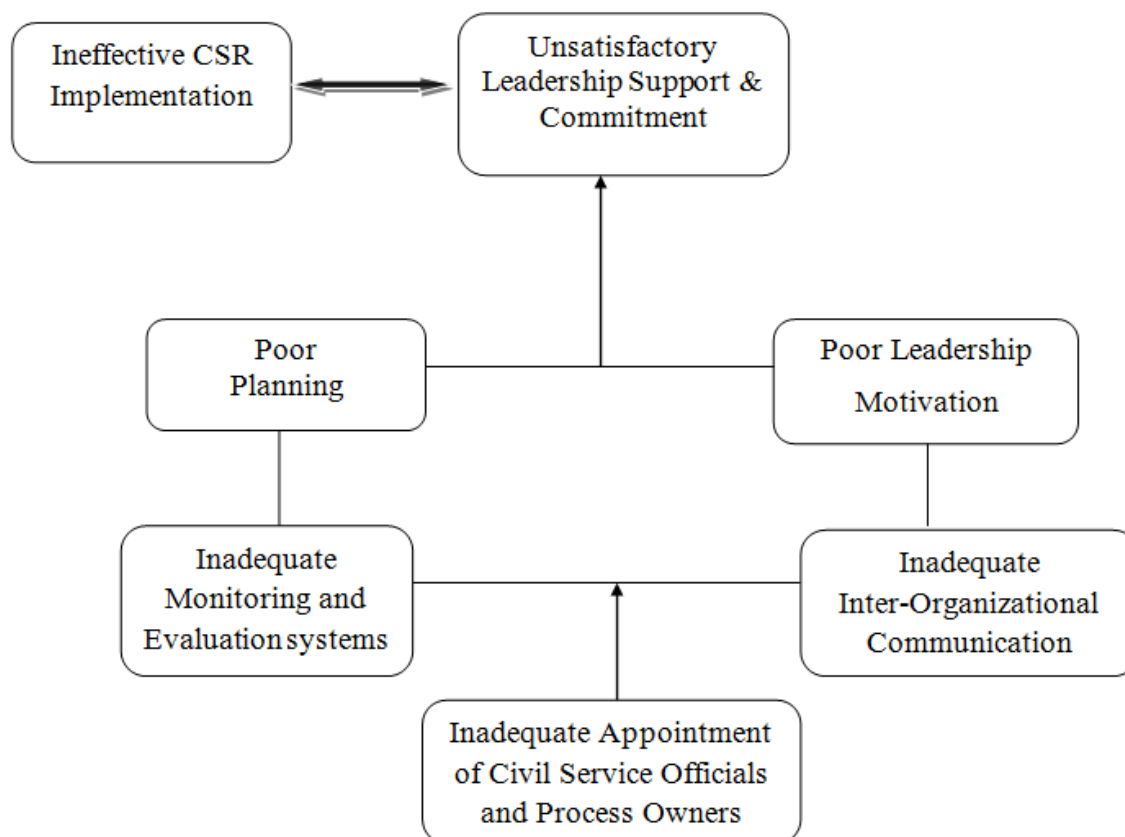
Table 8 summarizes respondent positions on leadership support challenges. Though Top Management System sub reform program was introduced to formulate proper regional planning, to pioneer inter-organizational communication, to monitor and evaluate the CSR performance with a pre-stated timeframe, to ensure relevant performance evaluation methods and to provoke leadership motivation among others; the survey respondents distinguished, poor leadership planning and motivations were of the most practical challenges of the

civil service managers to implement the CSR programs effectively.

For this reason, the Chi-Square test also shows that, the Pearson Chi-Square value of 7.213 with significance value (P-value) of .125 which means >0.05 . Hence, we reject the null hypothesis as it was statistically insignificant and we accept the alternative because there was a significance difference between the perceptions of male and female civil servants and the most practical challenges of leadership support and commitment they faced. Both male and female respondents were more likely observed the practical challenges of leadership support and commitment at different level. Therefore, the leadership support and commitment to implement the civil service was challenged by the poor leadership planning and motivation, inadequate inter-organizational communication, lack of pre-stated timeframe to monitor and evaluate the CSR implementation performance and lack of relevant performance evaluation system.

5.The Root Causes of the Factors that Inhibited the Implementation of CSR

The implementation of government policies and strategies can be affected negatively by different inhibiting factors. However, “*the but why?*” questions should have to be answered. Governments and the academic societies have been seen when assessing and researching the inhibiting factors. Looking into the root causes of the problem helps to focus on the causes instead of its symptoms. Hence, during the implementation of the CSRs, there is need to examine why inhibiting factors exist and to find the right solutions. As asserted by International NGO Training and Research Center (2008), recognizing an authentic solution for a problem means knowing what the real causes of the problem are in the first instance. However, taking action without knowing what factors contribute to the problem can waste time and resources. The West Africans says that, “*If you want to walk fast, walk alone. If you want to walk far, walk together.*” And so, to implement the CSR as effective as possible, there should be joint, holistic and sound solutions found, and for expediency, root causes of the inhibiting factors should be identified.



Source: From the Discussion of This Document

6.CONCLUSION

The top management in Tigray region has the legal ground to implement government programs and their commitment is a rally-point for effective implementation of CSR. The TMS sub reform program was introduced to stir-up the planning systems, to monitor and evaluate performance periodically, to create smart inter-organizational communication and to set a legal institutional set-up for complaint hearing and handling as well

as to provide effective complaint hearing and handling mechanisms. However, the leadership support and commitment was militated by poor planning, an endless campaign fieldwork which contributed plans to remain on shelf, the way the leaders support and committed was not impressive and in some cases it was insignificant and full of middling. Besides, the inter-organizational communication of the civil service organizations was poor and ineffective, there was lack of scheduled time-interval to monitor and evaluate the civil service performances. In Tigary, there was a good compliant hearing and handling institutional setup but it was not really self-directed complaint handling institution. The way grievances heard and handled was also not attractive because of the continual campaign fieldworks. The other serious problem observed was when compliant handler needed to communicate their respected officials regarding the case, they would not find them in their offices and this resulted delay in decision making.

Therefore, the ineffectiveness of CSR implementation in Tigray was emerged for the reason that, the ineffective civil service leadership support and commitment. The **Root Cause** of the overall ineffectiveness of the civil service leadership support and commitment was resulted due to the inadequate appointment of civil service officials and process owners.

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