Graduate School of Development Studies

THE HUMAN RESOURCE MANGEMENT FUNCTION IN ETHIOPIA:

Focus on Civil Service in Southern Regional Government (SNNPRG)

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List of Acronyms

ACR	Annual Confidential Report
BPR	Business Process Reengineering
BOFED	Bureau of Finance and Economic Development
CBB	Capacity Building Bureau
CSA	Civil Service Agency
CSRP	Civil Service Reform Program
EPRDF	Ethiopian Peoples Republic Democratic Front
FCSA	Federal Civil Service Agency
HR	Human Resource
HRD	Human Resource Development
HRM	Human Resource Management
NPM	New Public Management
NWS	Neo-Weberian State
PSCAP	Public Sector Capacity Building Program
PM	Personnel Management
PA	Public Administration
SAP	Structural Adjustment Program
SNNPRG	Southern Nation Nationalities Peoples Regional Government

Abstract

Unlike the derge regime, the current ruling party EPRDF devolves its power to the federal and regional government. In the same line, each regional government also formally devolve adequate decision-making power to lower administrations level. This aims at promoting decentralisation and getting the people together. Consequently, each regional government level has among other things, the right to use its public administration, recruit, transfer and promote. This research attempts to assess the implementation of HRM functions in SNNPRG under a decentralised context in Ethiopia using questionnaires collected from five sectors and secondary official HRM documents of the region. The finding reveals, better performance of HRM practice compared to centralised administrative system.

However, promotion, performance assessment and reward system are not performed well as there are some indications from the findings. Moreover, to some extent the current wage structure and the minimum requirement criteria set by CSA hinder sectors effort to attract the best candidates. Similarly, selection often distorted by interference. The study also depicts the need for additional training, as the performance at the zone and woreda level is not satisfactory. Besides, in some instance, lack of equal access for training and need assessment is also improper.

The execution of ROPA also shows that the need to make the working environment more conducive. Like wise, in some sectors, the uniform salary scale the country follows does not attract various professionals and hence not fully improve service delivery. Finally, the support of CSA to the sector bureaus is minimal. Despite the above stated problems in the region, there is a positive link between decentralisation and HRM as it gives each level of government to exercise their power in making decision on HRM issues with out waiting another decision maker. Moreover, conducting training, creating strong link between performance and reward, making the performance assessment system more open and carrying out continuous follow up should make the decentralisation process more sustainable.

Relevance to Development Studies

Effective HRM and HRD is a corner stone for institution building in the public sector, which in turn has an impact on the development performance of the country in general, and the region in particular. As the finding shows, in the regional government there is a positive relation ship between HRM and decentralisation. However, some of the function for instance, promotion, performance assessment and reward implementation is sluggish. Similarly, Linkage between reward and performance is loose, training is inadequate and access is uneven. Related to this, in some sectors the homogenous salary structure does not allow them to attract the best candidates. Therefore, this research helps the writer to identify the gaps in the regional government and to make recommendations for the way forward.

Keywords

Chapter 1
Introduction

1.1   Background of the research Study

This research assumes that if an organization hires poor performers, it cannot be successful even if it has perfect plans, a sound organizational structure and finely tuned control systems. Competent people must be in post to ensure that organizational goals are attained. Even though many organizations have access to advanced information technology, the people are the one who make the real differences. Therefore, focal attention should be given to human resource activities. In Ethiopia, depending on the government's ideology the country's policies and strategies are executed. From early times up to now different governments with different policies, rules and regulations came in to power. Based on this the country's fate has been determined by the ruling party's attitude towards development. For instance, the Derge regime (1974-1991) had its own socialist idea with a centralized policy system (Paulos, 2001). Consequently, designing of policies and decision-making took place in a centralised system. In addition to this, all the Civil Service organizations were highly centralized.

Unlike the Derge regime, the 1995 federal constitution assigned powers and authority to the Federal Government, the nine Regional State governments, and two Autonomous administrative regions. In doing this, the Government of Ethiopia initiated a Civil Service Reform in 1996 to build the capacity and implement devolution. According to the constitution, each regional government has a quasi-sovereign status with considerable power and authority; among other things grants the right to use its own public administration and own courts. In addition to this, each regional state government must formally devolve adequate decision-making power to lower administrations level such as zone, woreda and kebele. This aims to promote democratic decentralization and get government closer to the people (UN-HABITAT, 2002:89). As a response to this nation wide scheme, the Civil Service Commission of the Southern Nation Nationalities Peoples Regional (SNNPRG) also decentralized the major human resource management decisons in 2004. Among many are recruitment, selection, promotion, transfer of employees and delegated custodial & manual, trades and craft job positioning to regional, zonal, and woreda level bureaus. In contrast, compensation and benefits (allowance), position classification, decisions on region to region transfer, updating organisational structure, recruitment of foreigner, cases related with appeals and extension of service for a retired employees were not devolved to the bureaus due to there nature.

1.2   Statement of the problem

As opposed to centralization, decentralization is often supported on the grounds that it promotes efficient and effective service delivery. Several

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countries in Sub Saharan African undergoes through this process. However, these decentralization programmes are designed on an ideological basis rather than on pragmatic reality on the ground (Olowu, 2001:1). This is further worsened by lack of information regarding local political economy issues that may hamper the success of decentralization (Olowu, 2001:1).

Similarly decentralized Human Resource Management, (HRM) functions are of concern, as Olowu (2001:22) stresses that many professionals are reluctant to work in local government for fear of reductions in their status or job security. Further more, problems such as high incompetence, lack of effective personnel to perform all-round recruitment and selection tests exist (Adebabay, 1998:27). These have mainly prevented civil service organisations from delivering effective service.

In the year 1995, the current government (EPRDF) decentralized the Ethiopian Civil Service sector's power. This process is somehow new to the sector in comparison to the previous system. Because of this process of decentralization, many employees are not satisfied with the new arrangement in relation to placement to woredas and posts. What makes the situations worse is that recruitment and selection of employees takes place not based on manpower planning but rather on the basis of solving immediate problems. Training is not given for immediate personnel's, no accountability procedures are in place to take measure whenever decision makers commit mistakes within their authority, inter-organisational transfer of employees is based on personal contact, promotion is not based on performance, inadequate screening (examination and interviews) not based on merit principles (Federal civil service agency,2003) cited in Paulos (2007:362). In the same line, the recently introduced result oriented performance appraisal system suffers from poor human capacity, lack of transparency, weak follow-up, loose linkage between performance and reward that hamper the system (Solomon, 2005:36).

1.3   Relevance and Justification

Due to the fact that the process of decentralization is a recent phenomenon generally in Ethiopia and specifically in the region, little research has been conducted in this topic. This study looks at the implementation of HRM issues in regional Government under decentralized context in Ethiopia. There has been little attention put on HRM issues at various level of regional Government. Studying the employment function of an organization has various advantages, in this particular case; the research will add on the existing literature on the execution of decentralization policy especially the human resource management issues and propose ways of enhancing harmony and performance in service delivery for civil servants at regional level.

1.4   Research Objectives and Research Question

The general objective of this study is to analyse the prospects and constraints in the implementation of human resource management functions within the context of decentralisation in SNNPRG of Ethiopia. As well, the study has the following specific objectives:

- To asses the effect of decentralization on HRM functions in the regional Government;
- To asses the HRM problems that occur after the policy of decentralization is implemented and suggest some aspects to overcome these problems;
- To suggest workable recommendations how effective performance of recruitment, selection, performance appraisal, training and development and reward system can sustain the policy.

1.5 Research Question

This research mainly addresses the question: What is the link between decentralization and HRM function in the public sector in Ethiopia? More specifically, what are the HRM practices at decentralized level? How does implementation of HRM activities affect the effectiveness of decentralization? Why do the problems associated with HRM implementation at local level occur?

1.6 Scope of the study

The study concentrates on one of the four forms of decentralization involving the transfer of power from central government to regional government. Devolution tackles HRM dimensions of recruitment and selection, training and development, performance management, and reward system. Because these functions have important aspects such that the impact of HRM best felt in these four main drivers as a change engine, other aspects of HRM, safety and health measures to mention but a few will not be emphasised in the study.

1.7 Methodology

The study uses both primary and secondary data in order to get a view on the implementation of HRM in regional government. Qualitative and quantitative methods were used. For primary data collection, questionnaires were sent out. Questionnaire was taken as a preferable data-gathering tool for this research because of two reasons. It allows the researcher to collect information on facts and attitudes from a wide range of sources. Moreover, the researcher was unable to do the fieldwork and administer data to be collected; it is one of the most important tools to guide the respondent since it gives clear choices to check. The questionnaires were administered to a sample purposively drawn from HRM officers as well as staff from selected departments within the regional government of SNNPRG. The sampled officers were all responsible for conducting their office recruitment and selection matters. This includes Civil Service Agency (CSA), Agriculture, Finance and Economic Development (BOFED), Health and Education bureaus. The rational of selecting the mentioned offices is as follows. Firstly, CSA is the executive organ of the region established to control the execution of HRM rules and regulations and provide HRM services to attract and retain a diverse, productive and creative workforce for the achievement of an excellent service for the regional state, communities and other stakeholders. Besides the researcher studies on behalf

of the CSA as a staff member to lay a base line for identifying the gap and forward possible recommendation for the future. Telephone interviews with the heads of documentation department and organization and job classification department was also used as a means of getting additional information. Concerning the other offices (Agriculture, BOFED, Health and Education) even if there are many offices governed by the rules of CSA, in terms of manpower and financial aspects they have a wider scope than the others do. In addition to these, they are core economic and social sectors of not only the regions but also the country. From each of these five offices minimally 10 respondents were selected. Annex one showed that the number and arrangement of respondents to the questionnaire from the above-mentioned sectors. Furthermore, secondary data sources were used to analyse the situation after decentralisation and to put the study in the context of Ethiopia specifically (SNNPRG). Sources included mainly books, journal, government regulations and internet. Finally, the researcher's experience of serving as an official of the regional CSA is also used.

1.8   Organization of the paper

The research paper is divided in to five chapters. Chapter 1 gives the background information and statement of the problem. It sets out relevance and justification, objectives and research question, scope of the study, methodology, organization of the entire paper and limitations. Chapter 2 discusses the key concepts that are used in the paper to place the problem in a broader perspective of literature. Chapter 3 concentrates on the historical background of HRM functions in the public sector in Ethiopia, and the implementation of HRM function in regional governments. Chapter 4 presents the findings and analyse. Finally, chapter 5 summarizes the main findings in the conclusion part and gives recommendations to assist the agency in the future.

1.9   Limitations of the study

Although there are many HRM functions, this research limits itself only on four functions namely: Recruitment and selection, performance appraisal, training and development and reward. Similarly, it is impossible to cover the whole sectors in the region because of time constraints. Therefore, it will not give the full picture of HRM functions in the region. Moreover, since little research has been done in this area, it mainly depends on primary data and secondary office documents. Finally, the primary data has been collected by research assistants and it will affect the accuracy of the data.

Chapter 2
Literature review and Conceptual framework

This chapter reassesses the literature in New Public Management theory, Human Resource Management and Decentralisation. Literature of New Public Management will cover issues associated with HRM and Personnel Management. This section focuses on the discussion of NPM and provides an idea of its link to HRM and decentralization.

2.1   New Public Management Theory (NPM)

The concept of new public management (NPM) has been considered as inspiring the initiation of many reforms to improve public service delivery (Poladino, 1999: 1). The fundamental nature of NPM can be described by the new trends in the public administration to shift some important insights and values from the private sector strategy to the public sector to enhance service delivery. These include efficiency, effectiveness, flexibility, responsiveness, competition, result oriented management, more explicit and measurable performance standards, more active control based on preset output indicators and answerability. However, the achievement and failure stories propose that the outcome of the implementation of reforms to improve service delivery relies on the general context and mainly on local contingency factors than general national characteristics (Polidano, 1999:5).

Furthermore, it necessitates:

New legislation, analysing the status quo, and subsequently to design, formulate, refine new operating procedures, train staff how to work with them, define new roles and appropriate reward and appraisal systems, set new measurement system in place, inform customers and other stakeholders and work hard to reduce the anxiety all these novelties have probably caused, both among users and staff (Pallet and Boukaert, 2000:7-8).

According to Haque (2007:9-10), the major reasons for the adoption of NPM model includes: (a) reduction of public sector's direct role, redefinition of its role as a facilitator, and involvement of private sector in service delivery through means such as downsizing, outsourcing, and partnership;

(b) Restructuring of the public sector for more internal competition among its various units by introducing performance contracts and market-type mechanisms like the competitive pricing and market testing of various goods;

(c) Expansion of management's operational autonomy and flexibility in financial and personnel matters (as found in business management) through the so-called agencification or conversion of public organizations into various businesses like autonomous agencies;

(d) Assessment of public sector performance by evaluating its final outcomes or results (rather than inputs or procedures) based on the preset performance targets or standards; and

(e) Reinforcement of customer-orientation by providing greater customer choice and ensuring better service quality based on user charges.

Different commentators have variously described the doctrines of public sector management encompassed by NPM and some have identified different phases in the development of NPM. Nonetheless, there is still a good deal of overlap among the different accounts of what NPM entails. Hood (1995: 96) pointed out seven components of NPM. First, shift to disaggregation of units in public sector that is, breaking up large corporatized units around products, funded separately and dealing with one another on an arms length basis. Second, shift to greater contract based competition both between public sector organization and between public and private organizations, move to rivalry as the key to lower cost and better standards. Third, stress on private-sector style of management practice like, flexible hiring and reward system. Fourth, stress on greater discipline and parsimony in use of resource by cutting direct cost, raise labour discipline. Fifth, greater emphasis on visible hands-on top management, where managers are provided more freedom to manage by discretionary power which in turn contribute to sufficient accountable administration. Sixth, explicit standards and measure of performance, goals are defined and performance are set for success being expressed in quantitative terms. Seven, greater emphasis on output control, resources are directed to areas based on measured performance because of the need for greater stress on results. Although NPM in certain ways has been a success, it is too untimely to conclude that the old public administration model is unsustainable. It has significant capacity to adapt and is both robust and flexible, even after a long period of NPM reforms and emerging post-NPM reforms. There is no stable movement towards a new isomorphic model of Civil service systems. Most governments still share some of the traditional system of public administration. Nevertheless, some strong common trends towards modernizing public services are emerging across groups of countries (Christensen and Laegreid, 2007: 9).

Mohammad and Farzana (2003: 44) based on the developments taking place in the Northern world argued that, for the last two decades it could be safely said that the NPM has come to stay. There will be more market orientation to the public sector. The tripartite relationships between the public sector, NGOs and the private sector will be strengthened. Nevertheless, in the case of the Southern countries, the condition is comparatively doubtful. Most developing countries are adopting the model without considering the socio-economic and political connotations. Possibly, because of their susceptible position at the global level, these countries are being forced to adopt the model.

Martin Minogue (2001) as cited by Mohammad and Ferzana (2003:45) asserts that before exporting NPM model, it is necessary to consider a two-step evaluation. First, one should assess the experience of how a policy model is working in its original setting. Second, one should try to assess how the model will work in a new setting. For instance, the problems recognized concerning the execution of NPM in its original setting show a number of pitfalls that should warn developing countries not to import the models.

2.1.1. Critics of New Public Management

There is no clear definition what New Public Management is. Christensen and Laegreid, (2001:19) state that the concept is loose and multifaceted and offer a kind of shopping basket of various elements for reformers of public administration. Furthermore, NPM, as a reform measure, is being undertaken in many countries of North and South. However, it is not foolproof and generates some complexities in implementation. Some also have pointed out that in many countries the avowed objectives of the model are not being attained. Some of the theoretical justifications are also highly questionable (Paulos, 2001:4).

NPM is by definition a managerial initiative, which concentrates on control of subordinates to ensure effective accomplishment of objectives and increase efficiency. NPM therefore tends to bread management not necessarily in terms of numbers rather the search for more effective means of control in the name of accountability. There is increasing pressure to specify and evaluate outcomes beyond output and changing process. Furthermore, it can be argued that while the decentralisation of personnel management has reduced bureaucratic transaction in one way, it has enhanced them in another through contracts. A huge amount of time and energy is spent on procedural specifications and negotiations, statement of corporate intent and purchasing agreements compared to the preceding, more traditional administration (Gregory, 2001: 237-38).

In addition to these, Drechsler (2005:17) asserts that "in the middle of 19th, in Public Administration it was still possible to believe in NPM, although there were the first strong and considerable critiques, lately in early 20th highly developed Public administration (PA) scholarship itself NPM is on the defensive if taken as a global view, rather than as one of several useful perspectives for PA reform. The question here is more whether one favors post-NPM or post-post NPM, Weberian-based PA, the latter being the most advanced, and the most sophisticated, and now termed the Neo-Weberian State (NWS). What was an option a decade ago is not an option any more today. In the same line, he argues that in the year 2005, NPM is not a feasible concept anymore. However, in many areas, both of researcher and the world, as well as in policy, NPM is very alive and very much kicking".

The analytical framework (figure 1) below is the reflection of the preceding theoretical framework. Nevertheless, to make clear, I briefly described it hereunder. Despite its critics, NPM is said to be stimulating many reforms around the world making citizens in developing countries aware of improved public service due to knowledge transfer. Moreover, one of the driving forces for the emergence of NPM is that the need for decentralised management so as to break up the vast public bureaucracies to more self-governing executive agencies and giving managers increased control over budgets along with accountability (Paulos, 2001:2). Even though, deconcentration, delegation and privatisation may have also an impact on service delivery, in the context of Ethiopia the government is developing participatory structures at the local level and devolving administrative power away from the centre. Therefore, having this in mind this research assumes that devolution of power to local government, as one forms of

decentralisation will lead to change in the implementation of HRM functions, which in turn results in enhancement of service delivery in the regional government.

Figure 1: Analytical Framework
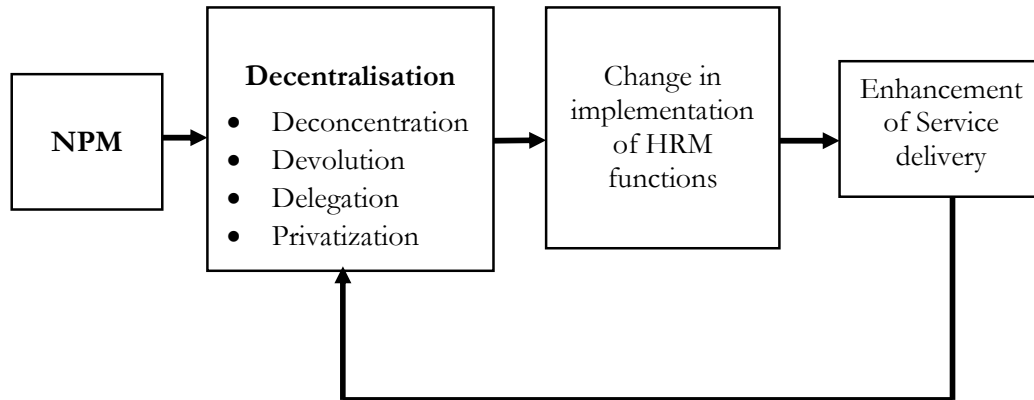
Source: Author

As stated above, one of the driving forces for NPM is a shift from centralised system to decentralised one. As shown in the figure one forms of decentralisation is devolution and if power is devolved to the local level, it will bring a change in HRM executions and hence, it improves service delivery, but if the HRM functions are not performed as expected the effect will be wastages of resource.

2.2 Human Resource Management (HRM)

In this section, the literature on HRM will be reconsidered, by defining the concept and explaining its link with Personnel Management (PM). Emphasis will be given on the practice of HRM in the public sector.

The term HRM does not have a widely accepted definition. Storey (2001:5) cites various HRM writers, like Noon (1992:17) who is uncertain whether HRM is a map, which lays claims to being a diagnostic tool aimed mainly at practising managers. As a model or theory, HRM is elevated to a position of scholarly and practical significance in terms of its analytical and predictive powers; and Keeony and Anthony say that to explain HRM is to destroy it. Bratton and Gold (2007:7) define:

> Human resource management (HRM) is a strategic approach to managing employment relations which emphasizes that leveraging people's capabilities is critical to achieving competitive advantage, this being achieved through a distinctive set of integrated employment policies, programmes, and practices.

Most private sectors compete with each other so as to gain their productivity and hence to make profit. In contrast, competitive advantage is important in Civil Service Sectors to enhance effective and efficient service delivery for different stakeholders. HRM, as Bratton and Gold portray it, underlines a belief that people really make the difference; people as employees, among other resources, have the capacity to generate value. Moreover, human knowledge and skills are a strategic resource that needs to

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be skilfully managed. To this end, it is necessary to integrate employment policies, programmes and practices with organizational strategy. Therefore, if the employee is so crucial for organizational success, the responsibility for HRM activities rests with all line managers and should not be left to HR specialists.

Whereas HRM in different hands may carry mixed connotations it has hard and soft models (Storey, 2001:7-9). The 'hard' version emphasizes the term 'resource' and adopts a 'rational' approach to managing employees, that is, viewing employees as any other economic factor, as a cost that must be controlled. The 'soft' HRM model emphasizes the term 'human' and thus advocates investment in training and development, and the adoption of 'commitment' strategies to ensure that highly skilled and loyal employees give the organization a competitive advantage (Bratton and Gold, 2007:6). Besides, the hard dimension finds its impetus and legitimation in a market-responsive mode of action. It emphasizes detached and coolly rational planning. It reflects also the business strategy focus frequently found in HRM accounts. In contrast, the soft face of HRM traces its roots to the human-relations schools and emphasizes on communication, motivation, culture, values and participation (Storey 2001:9).

2.2.1. HRM and Personnel Management (PM)

According to Armstrong (2001:18), some personnel regard HRM as just a set of initials or old wine in new bottles. It could indeed be no more or no less than another name for personnel management, but as usually perceived, at least it has the virtue of emphasizing, the virtue of treating people as a key resource, the management of which the directed concern of top management as part of the strategic planning process of the enterprise. Although there is nothing new in the idea, insufficient attention has been paid to it in many organizations. The new bottle or label can help to over come that deficiency. It is also argued that PM and HRM have something in common. First, both have strategies, which emanate from the business strategy. Second, both recognizes that line managers are accountable for administering people. Third, the values of PM and at least the 'soft' model of HRM are similar with regard to 'respect for the individual', balancing organizational and individual needs, and developing people to attain their highest level of competence both for their own satisfaction and to facilitate the accomplishment of organizational objectives. Fourth, both recognize that one of their most vital functions is that of matching people to the dynamic organizational requirements: assigning and developing the right person in and for the right job. Fifth, both use the same selection, competence analysis, performance appraisal, training and development, and reward management techniques. Sixth, like the soft HRM model PM attaches importance to the process of communication and participation within an employee relations system. Despite their similarities, Legge (1989) as cited in Armstrong (2001:19) identified three features, which seem to distinguish HRM and PM: 1) PM is an activity aimed at non-managers while HRM is less obviously focused but it certainly more concerned with managerial staff. 2) HRM is much more incorporated in line management activity but personnel management seeks to influence line management.3) HRM emphasizes management of culture by senior management but PM has

always been rather suspicious of organisation development and linked unitarist, social-psychologically oriented ideas.

Armstrong (2001:20) asserts that although the similarities outweighs the variations, concepts like strategic integration, cultural management, commitment, total quality and investing in human capital, together with a unitary philosophy (the matching of interest between management and employees), are the important part of the HRM model. This version fits the way in which organizations have to do business and manage their resources in the environments where they now live. This is why, despite the reservation articulated about HRM by intellectuals, the term HR is increasingly being used in businesses as a replacement to Personnel Management.

2.2.2. HRM in the Public Sector

Effective human resource management is a critical function in today's public sector. HRM in the public sector has been characterized by the creation of structures that are more flexible and processes, the elimination of highly centralized agencies and service-wide consistency of rules and greater responsibility accorded to line managers and supervisors in the management of employees through flatter management structures and programmes of decentralization and devolution. At the job level, broader and multi-skilled jobs were introduced. There was also a greater concentration on performance and output measures (Brown, 2004: 307).

According to Olowu and Adamolekun (1999:87), the practical importance of the recent HRM orientation for African public administration systems is that, it underlines the transformation of personnel departments in public sector organizations from a preoccupation with inactive roles of administering obsolete rules to actively developing and pursuing policies for synergizing the personnel function with overall proactive strategic management within the organization, focused on among other things recruitment and selection, performance appraisal, training and development, and reward system of which will be discussed in the next section.

2.3   Recruitment and Selection

Ensuring that the right people are in the right place at the right time is a critical factor in gaining and maintaining competitive advantage. Recruitment and selection have always been crucial processes for organizations. They are integrated activities. (Bratton and Gold 2007: 239-247) refers to recruitment as "the process of generating a pool of capable people to apply to an organization for employment. Selection is the process by which managers and other use specific instruments to choose from a pool of applicants the person or persons most likely to succeed in the job(s), given management goals and legal requirements". Recruitment and selection represent the entry point activities. Hence, emphasis may be placed on admitting only those applicants who are likely to behave, acquire skills and show attitudinal commitment in line with the requirements of the organization's strategy. Effective recruitment relies on the degree to which overall management philosophy supports and strengthens an approach to HRM that focuses on the deployment and development of new employees once they have gained entry to an organization. In doing this, there

needs to be an intelligent uses of recruitment channel. An organization has two sources of labour supply-the internal and the external labour market. Internal recruitment involves words-of-mouth, recommendation or notice board advertisements. In contrast, recruitment in the external labour market involves different ways: advertising, job centres, employment agencies, walk-in and professional associations (Sisson and Storey, 2000: 170). Merit-based recruitment and promotion is widely acknowledged as the hallmark of well performing public administration systems (Olowu and Adamolekun, 1999: 89-91). They further assert that the African experience of applying merit in the public service has also underlined the significance of balancing merit with other considerations aimed at ensuring some degree of representativeness like race, ethnicity and gender to ensure equal employment opportunity. Merit involves dealing with people based on their knowledge, skills and other capabilities rather than irrelevant characteristics (Lee, 1993: 37).

2.4   Performance Appraisal

Performance management is, of course, about performance. According to Armstrong and Baron (1998) as cited in (Armstrong, 2001: 467-470), "Performance management is defined as a strategic and integrated approach to delivering sustained success to organizations by improving the performance of the people who work in them and by developing the capabilities of teams and individual contributors". It is concerned with performance improvement, employee development, satisfying the needs and expectations of all the organization's stake holders-owners, management, employees, customers, suppliers and the community. Finally, it is concerned with open communication and involvement. It creates an environment in which a continuing discussion between managers and the members of their teams takes place to define expectations and share information on the organization's mission, values and objectives. Performance management is an on-going process, which holds the following activities. First, defining role, in which the key result areas and competence requirements are agreed. Second, the performance agreement or performance-planning phase, which defines expectations. Third, performance development stage. Fourth, implementation phase which focuses on providing feedback on performance, conducting informal progress reviews, updated objectives and where necessary, dealing with performance problems and counselling. Fifth, performance review phase which is the formal evaluation stage that can lead to performance ratings (Armstrong, 2001: 475).

Providing and demonstrating better value and improving performance is at the centre of any public sector organization today. In order to do this, organizations need to agree on strategic priorities and then measure and manage those to achieve better results. However, McCourt and Eldridge (2003: 216) declare that in most African countries the Public service still practiced the annual confidential report (ACR) to decide on internal and seniority base promotion. For instance in Ethiopia, performance management as part of Civil Service Reform Program (CSRP) has in its original design (Solomon, 2005: 36). Feedback is an important element in appraisal. Metcalfe (quoted in McCourt and Eldridge (2003: 212) found that the successful appraiser were those who

allowed their staff to participate. This is done by making an annual interview between manager and employee the focus of the procedure. Frequent communication is desirable and important to good management and assists to maintain good performance throughout the year. Thus, emphasis in developing appraisal should be on developing managers' appraisal skills. The appraisal interview tries to assess, as honestly as possible, where performance has succeeded, where not and why. It presumes that employees, with guidance and encouragement, can identify and deal with their own weaknesses. Consequently, appraisees should be able to communicate without fear of unhelpful blaming, and without inhibition due to the appraiser's higher rank. Yet, organizations vary in degree of openness. Therefore, the communication style has to be acceptable to both parties in a way that it reflects national and organizational culture (McCourt and Eldridge 2003: 219).

Preparing for the appraisal interview is important. The appraiser and appraisee should establish an appropriate time and place for the appraisal meeting. The meeting location should be free from interruptions like office visitors, general conversations. Both parties should have ample time to prepare for the appraisal meeting. Prior to the meeting, the supervisor should take time to review the employee performance related documents, and prepare questions on areas where he/she is weak. In the same line, self-assessment can be a significant part of the appraisal process. Working with their supervisor, employees are encouraged to prepare a self-assessment appraisal if required. Employees may also wish to provide a report of accomplishments, factors that affect their performance and any comments or questions in advance of the appraisal meeting. This in turn will assist the appraiser in planning and conducting the actual performance appraisal meeting and report. The interview technique should thus be constructive, encouraging learning and improvement McCourt and Eldridge (2003: 219-220). According to Elaine (2004:1-4) performance management systems, which typically include performance appraisal and employee development, are the "Achilles' heel" of HRM. When a performance management system is used for decision-making [which is described in the hard model of HRM], the appraisal information is used as a basis for pay increases, promotions, transfers, assignments, reductions in force or other administrative HR actions. When a performance management system is used for development [which is described in the soft model of HRM], the appraisal information is used to guide the training, job experiences, mentoring and other developmental activities that employees will engage in to develop their capabilities.

2.5 Employees training and Development

Training and development constitute an ongoing process in any organization. "Training is the formal and systematic modification of behaviour through learning which occurs as a result of education, development and planned experience (Armstrong, 2001: 543)." In contrast, staff development refers to the development of supporting, technical and professional staff in organisations, such us local authorities, in which such staff form a large proportion of those employed. Its aim is to enable such employees to perform their current and future role effectively (Collin, 2001:305).

According to Olowu and Adamolekun (1999: 99-100), enormous resources have been committed by national governments and by Africa's development partners to the training of public servants. Training was expected to meet a variety of objectives, particularly skill development and improvement and socialisation in to a public service culture. Considerable training infrastructure was also developed in almost every African country. However, training has had a rather limited quantitative and qualitative impact in many African countries. This is because of the following reasons. First, not all employees are exposed to training; second, training is often treated as a discrete event, not part of an overall programme of organizational improvement; third, selection of the trainees takes place on the basis of bureaucratic politics and patronage rather than on the basis of the greatest need; fourth, competent trainers are rare, as training is itself a poorly developed profession; fifth, training curricula and models are usually based on borrowed models that are rarely updated, sixth, training evaluation are usually limited to assessing happiness level rather than the impact on knowledge, attitude behaviour and job performance; seven, most training institutions are poorly financed and managed and are usually dependant on government. Consequently, in some civil service organisations some employees were urged to leave their job and joined the private sector. Nevertheless, some countries have taken a major review of their training programme, funding, management of training and have produced training policies that lay down the principle of mandatory training and retraining for all staff.

Effective training can minimize learning cost; improve individual, team and corporate performance speed and overall productivity, upgrade operational flexibility by extending the range of skills possessed by employees, attract high-quality employees by giving them learning and development opportunity. It increases the job knowledge and enhances their skill thus enabling them to obtain more job satisfaction to gain higher reward and promotion. Furthermore, it helps employees to identify organisation goals and mission, helps not only managing change but also developing positive culture in the organisation, which in turn may lead to providing higher level of service to stakeholders (Armstrong, 2001: 544). On the other hand human resource development (HRD) acts as a triggering mechanism for the progression of other HRM policies that are aimed at recruiting, retaining and rewarding employees, who are recognised as the qualitative difference between organizations. The investment in employee learning is a way of creating a primary internal market, and policies aimed at upgrading skill reduce an organization's dependency on external source of skill (Bratton and Gold, 2007: 306).

2.6   Rewards

In the context of managing people, the reward system underlines a core feature of the employment relationship. According to Bratton and Gold (2007:360), "Reward refers to all the financial, non- financial and psychological payments that an organisation gives for its employees in exchange for the work they perform." Reward practices engendering debate among academics and organizational leaders on the role that it plays in achieving substantive

employee behaviours like task performance, flexibility, quality and commitment. It is also argued that the design and management of reward systems holds one of the most difficult HRM tasks for general manager. Regardless of any other rewards it gives to its employees, an organization must make three main decisions about monetary reward: how much to pay, for whom to pay (individual or group) and how much emphasis should be placed on monetary reward as part of the total employment relationship.

In the past decade in Africa the pay and benefits view have been dominated by three issues. "First, the attempt to set up the principle of equal pay for equal work within the entire public service. It is this principle that helps to decide the salary scales that are paid to various grades of personnel in the service. The second issue is how to guarantee that salaries are adjusted periodically in response to inflationary trends and in combination with the pay for comparative work in private sectors of the economy. The third issue is how to confirm that benefits really serve as motivators, as if the salaries do. In many African countries the remunerations are invisible, even though they have come to denote a high percentage of personnel costs, and most often they are not effectively used to give necessary services (Olowu and Adamolekun, 1999:102)." In the same line, they also argued that the search for a decent wages has led to efforts to modify salaries up-ward almost in many countries to correct inflation and wage erosion. Much endeavour has also gone into trying to decompress the wage structure, but only a few countries have succeeded in this area. For instance, in 1995 Ethiopia raised salaries for public officials for the first time since 1975. This gave special salary increase for professional group such as doctors and teachers. Nevertheless, like other African countries, it has not succeeded in paying salaries in the private sectors, international and non-governmental organizations. Likewise, the most serious challenge that confronts many African countries in the area of reward is not only how to develop systems of performance-related pay and incentive, but also lacking the resource to pay for scarce skills these countries have focused their efforts on monetising benefits, since benefits often constitute a large percentage of total compensation.

2.7   Decentralization

It is a complex and multidimensional concept. According to Rondinelli (1981:137), decentralization is defined as "the transfer of responsibility for planning, management, and resource raising and allocation from the central government to:

(a) Field units of central government ministries or agencies,

(b) Subordinate units or levels of government,

(c) Semi-autonomous public authorities or corporations,

(d) area-wide regional or functional authorities, or

(e) Organizations of the private and voluntary sector"

On the other hand, the term decentralization refers to a political arrangement involving devolution of specific powers, functions, and resources by the central governments to sub-national level government units like regional

or provincial and local governments, which are independent of the central government and have legal status. Normally their existence is enshrined in constitutions in federal and qusai-federal or hybrid (both federal and unitary) systems. For example, Ethiopia (Adamolekun, 1999:49). Several African countries have undertaken major decentralization programmes in the 1990's that focus on popular empowerment. However, decentralisation reforms confront two types of problems in many African countries. The first is the absence of capacity in central governments and in the localities to undertake the responsibilities that would make decentralization function as expected. The second problem is to overcome the negative attitude on the part of central officials who see the involvement of regional or local communities as a zero-sum (win-lose) rather than a potential positive-sum (win-win) power game between central and local officials (Olowu, 1999:130). Generally, decentralization has been classified as deconcentration, devolution, delegation and privatization.

2.8   Devolution

Devolution refers to "the transfer of legislative, political, administrative and financial authority to plan, make decisions and manage public functions and services from central government to local governments. The primary aim of devolution is empowerment (Olowu, 2001:3). On the other hand, according to Paulos (2007:53) devolution is the most extensive type of decentralization. In addition to this devolution is intended to reduce the gap between government and local population and also to increase control and direction over utilization of resources and ensure effective and efficient service delivery (Ademolekun 1999:50-52). In terms of effectiveness and efficiency, Ademolekun (1999:57) stated, "the development performance of local government is more often than not affected by the financial and human resource available to them."

Devolution improves the HRM functions by placing a greater degree of authority and answerability in the hands of mangers at the department and regional level. It is a tool, which will ensure that the civil services have the capacity to do the HRM tasks in an effective and efficient way by giving them the power to recruit and select, to promote, to train and to reward accordingly in appropriate manner. Analysing devolution will help us to understand the administrative, political, fiscal and geographical aspects of decentralisation. Hence, this study views decentralisation as devolution or the transfer of decision-making power and authority from the centre to local entities, which have officially demarcated geographic and functional realm.

2.9   Uniform Personnel System

Whereas the regional governments have had been given the right to hire and fire, transfer and promote, train, and develop their human resources, they lack the effective power to perform those tasks. The central governments has overall power to determine the two critical elements of HRM job structure and salary administration that are the basis for carrying out recruitment, selection and promotion activities Paulos (2007:370). Olowu and Wunsch as cited in Paulos, assert that like other many African countries the Ethiopian system of

human resource management forces sub-national governments to adopt a uniform personnel system, hire the same type, number, and quality of staff, and pay the same wage irrespective of the regional differences. "The effect is that local governments are not in a position to make decisions concerning which staff they should hire and which they do not need"(Paulos,2007:370).

2.10 Rationale of decentralizing HRM functions

Civil services at all levels of government need a capable, motivated, and efficient staff in order to deliver quality services to its customers. When HRM functions and structures are decentralized, existing bureaucratic patterns must be reorganized, as roles and accountability are transferred. Decentralization thus strengthens the need for capable staff and increases the importance of capacity-building programmes (MCB, 2003:12). Proponents of decentralising responsibilities to managers assert that decentralization increases the efficiency and effectiveness of HRM and public administration in general. Decisions can be taken faster, recruitment be tailored to the specific needs of the organisation, less complex procedures are needed. In addition, effectiveness is increased, because decentralisation increases the manager's discretion, thus enabling him to recruit, evaluate, offer incentives, promote, suggest training needs and communicate directly (Demmke, 2006:7-8).

In contrast, highly decentralised systems may cause a decline in the professionalism of the core civil service and a certain loss of a civil service ethos as well as the disintegration of policies from a strategic point of view. In addition to this, the problem with a decentralised approach is the increased possibility of conflicts among the different actors and institutions, ministries, agencies or HRM authorities if central coordination mechanisms are ineffective or non-existent. The success of decentralization also seems to depend on the skills of managers and HR professionals to carry out their task and responsibilities. Thus, greater autonomy and decentralisation of responsibilities require considerable investment in management qualifications at all levels. It is important to combine decentralisation efforts with additional management training to provide the professional skills that are crucial for managing in a decentralised environment. Fairness and equity are another important issue to be considered (Demmke, 2006:7-8).

Chapter 3
Background to the executions of HRM functions in Ethiopia

This chapter traces the implementation of HRM functions in Ethiopia before and after decentralization. In the next part, it summarises the HRM guidelines in the SNNPRG of Ethiopia.

3.1 HRM Practice in Ethiopia pre and post decentralization

For the last four decades, Ethiopia has had formal rules and procedures in accordance with the principle of developing a meritocratic/professional civil service. However, serious failures in execution marked the two previous regimes (Paulos, 2007:361).The Civil Service is the operational arm of the government charged with the implementation and administration of public policy. The origins of the "modern" civil service in Ethiopia dates back to 1907 when Menelik II initiated the formation of a few ministries with the aim of lending an orderly and efficient arrangement to the workings of government. Nevertheless, such inspiration and great enthusiasm for instituting better and modern civil service was not fully materialised as desired by the ruler of the day. Mainly, Menelik's subsequent illness until his death in 1913 stunted further modernization. Though, the institution underwent a series of changes commensurate with a host of new needs and imperatives, the period was marked by weak leadership until Haile Selassie succeeded Menelik's daughter, Zewditu, in 1930 when he embarked upon an unprecedented process of centralization (Getachew and Richard,2007: 368).

In the following year, Emperor Haile Selassie undertook a series of institutionalisation and restructuring measures. His aim was focused mostly towards bringing about an effective and efficient civil service governed by homogeneous rules and procedures. The civil service made structural and functional change during this reign especially after issuance of the Public Services Order No.23/1961, which was latter amended by Legal Notice No. 20/1962 and created the Central Personnel Agency (CPA) currently Federal Civil Service Agency (FCSA). It is an organ of the Federal Government Administration, which is responsible in all matters related to civil servants' recruitment, selection, promotion, transfer, salary increment, position classification, salary scale and exclusive right to issue regulations after approval by the council of ministers (Alemayehu, 2001:2-4).

Notwithstanding there were problems. These were the lack of strong participation from the concerned organs especially in the preparation of position classification, salary scale and job descriptions; and lack of trained personnel to prepare the same and inclusive policy. Furthermore, the absence of strict devotion to the civil service rules and regulations and political intervention in personnel matters were seen as chronic problems of the time (Paulos, 2001:7).The Dergue (1974-1991) replaced the imperial era.

It was a highly centralised unitary government following a soviet-inspired centralised economic planning and command economic system. Throughout this period there were no fundamental reform measures propagated to change or modify the functioning and management of the civil service. Except for the introduction of a few reform measures, the civil service operated under the various orders and decrees issued during the reign of Haile Sellassie (Paulos, 2001:7).

As Atkilt (1996: 46-47), puts: Although continued to be directed by identical administrative rules and regulations, the civil service excessesively grew in volume and quantity and it was centralised and at the same time not structured. The civil service was neglected; political attachment and patronage rather than merit were prevalent; discharge of civil servants was based on political ground. There was also low morale of civil servants due to incommensurable pay and working conditions. Moreover, during the Dergue regime the rate of corruption had extremely amplified and reached its peak. Outright plunder, giant commissions, bribes, and misappropriation characterized the period.

Consequently, the above stated problems could give rise to the fall of the administrative system of the Dergue regime. The Ethiopian government has since steadily improved the economic performance of the country following market reforms. However, the 1990's also witnessed the intensification of the involvement of international institutions. The adoption of structural adjustment programmes (SAPS) focused on two major areas: macro economic policy and institutional reforms Getachew and Richard (2007: 368).

As it was discussed earlier, Ethiopia was among the few independent African countries, which introduced what was called "Administrative Reform" in the early 1960s. No progress was made until the fall of the military regime in 1991. The foundation of state governance has changed from a highly centralized apparatus to a decentralized federal structure. The regions are largely responsible for their respective social and economic development (Alemayehu, 2001:2).According to Getachew and Richard (2007: 369), following the consolidation of power in May 1991, the Ethiopian People's Republic Democratic Front (EPRDF) also acknowledged the deep institutional constraints on basic functions like policymaking, service delivery and regulation. Core public management at federal and regional levels were hampered by outdated civil service legislation and working system; the absence of a medium-term planning and budgeting framework; ineffective financial and personnel management controls; inadequate civil service wages and inappropriate grading systems; poor capacity for strategic and cabinet-level decision making; and insufficient focus on modern managerial approaches to service delivery.

In identifying of these limitations, the government embarked on a comprehensive Civil Service Reform Program (CSRP) in 1996. Devolution of powers from the federal government to the regional governments, reorganization and restructuring ministries and agencies, manpower rationalization and salary enhancement efforts were intensified by launching a national capacity-building programme (Alemayehu, 2001:8). In the same year, the government established a task force aiming to assess problems in the civil

service system. The task force found that the orientation, attitude and work practices of the bureaucratic machinery were ill suited to the needs of the new policy environment of the country. Some of the problems included: attitudinal problems, lack of clear national service delivery policy; insufficient recognition of citizens' rights; lack of accountability; excessively hierarchical organizations; giving priority to the convenience of providers, not customers; more concern on inputs and routine activities, less on achieving tangible outputs; lack of consultation with clients, lack of complaint handling mechanism and lack of capacity (Government of Ethiopia, 2001: 2).

Accordingly, the government initiated its second phase (1996-2003) programme in the form of comprehensive Civil Service Reform Programme (CSRP) that included five major sub-programs: expenditure control and management reform, human resource management reform, service delivery reform, top management system reform and ethics reform sub-programs. The most recent reform phase began in September 2001, with the launch of the Public Sector Capacity Building Program /PSCAP/Getachew and Richard (2007: 369). Following the launch of this programme, in May 2003, the government initiated the third phase of its reform agenda in the form of five-year Public Service Delivery Capacity Building programme aiming to strengthen working systems, improve organisational effectiveness and rapidly developed human resources in public, private, civil society and higher education sectors(Tilaye,2007:18).

3.2   Human Resource Management Guidelines for SNNPRG of Ethiopia.

The overall objective of devolution is providing effective and efficient services to the public. Hence, the Regional government based on the constitution of the Region issued the Civil Servants Proclamation No. 47/2002. In line with this, for the implementation of this proclamation the Regional Government CSA apart from its support and supervision role issued an HRM manual. This manual has two volumes. The first one is dealing with, the execution of recruitment, selection, salary increment, reward, promotion and transfer. Similarly, the second one concerns with the handling of disciplinary and inspection measure. These manual enable bureaux to perform the HRM functions using their authority and to create sense of accountability. Moreover, to ensure merit based personnel administration and equal employment opportunity in the region.

The following diagram depicts the position of the sector bureaus under the regional council. In each office, there exist HR function department, which is responsible for handling the personnel matters of the corresponding sectors. In this regard, according to DNG 2002 Article 87 the role of CSA includes supervising implementation of the proclamation, regulation and directives issued here under. CSA has three departments namely, job classification, HRD and policy survey, inspection departments. Besides, it has also administrative tribunal, statistics and documentation division. Each of this department and division has a section. As shown in the structure it performs its executive role using 48 line manager and 22 supporting staff. In line with BPR

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implementation, as the arrow indicates the Agency will on the process of merging with regional CBB. In order to exercise its power and duties; CSA at any time either sends inspectors to government offices to examine files or orders sectors to submit files and records. Besides, in performing this activity if an inspector discovers that the law is infringed or a discriminatory act is committed, the agency has the power to order the authorization of the wrongdoing. Finally, cause the taking of administrative measures against the official or the civil servant responsible for the act.

Figure 2: Organisational Structure

```
                    ┌──────────────┐
                    │   REGIONAL   │
                    │   COUNCIL    │
                    └──────┬───────┘
                           │
                    ┌──────┴───────┐
              ⟸     │   CAPACITY   │    ⟹
                    │   BUILDING   │
                    └──────┬───────┘
                           │
                    ┌──────┴───────┐
                    │ CIVIL SERVICE│
                    │    AGENCY    │
                    │      70      │
                    └──────┬───────┘
        ┌──────────┬───────┼────────┬──────────┐
  ┌───────────┐ ┌──────────┐ ┌──────────┐ ┌──────────┐
  │AGRICULTURE│ │ EDUCATION│ │ BUREAU OF│ │  HEALTH  │
  │  BUREAU   │ │  BUREAU  │ │FINANCE & │ │  BUREAU  │
  │   (146)   │ │    58    │ │ ECONOMIC │ │   227    │
  │           │ │          │ │DEVELOPMENT(49)│ │      │
  └───────────┘ └──────────┘ └──────────┘ └──────────┘
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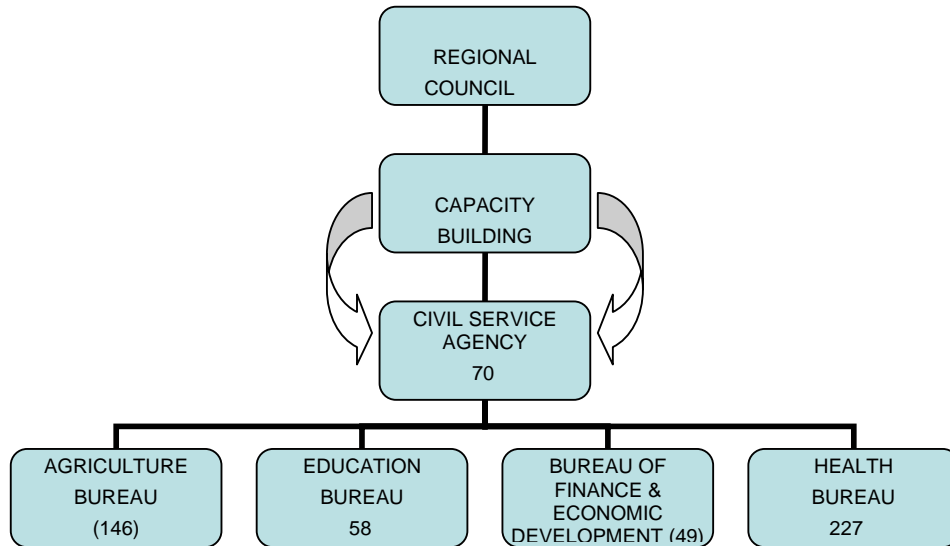
Source: CSA, 2008

* The number indicates the size of staff.

Based on the above explanations the following section describes the implementation of recruitment and selection, performance appraisal, training and development and reward.

3.2.1. Recruitment and Selection

According to the DNG 2002 article 14 (1 and 3: 5) of the region, each regional, zonal and woreda level government office has the right to advertise every vacant position. Moreover, every government office may solicit graduates of higher educational institutions for recruitment in cooperation with institutions. In doing this, each office shall follow the regional HRM manual. The vacancy announcement should be widely advertised to attract the best candidates from the labour market. Exceptionally, for those civil servants having social and health problem, for employees who upgrade them selves based on their office manpower planning, position like top-level manager executive secretary, cabine members' driver and cashier, it is possible to assign with out advertisement. However, those employees who were assigned in this manner must fulfil the minimum requirement of the vacant post (SNNPRGCSA, 2006:8).

Furthermore, the recruitment and selection committee of each office conducts selection and appointments based on merit (SNNPRGCSA, 2006: 12-15).

3.2.2. Performance Appraisal

The Regional State offices follow a Result Oriented Performance Appraisal (ROPA) system. Preparation of the performance appraisal plan, must be participatory, transparent, result oriented, measured based on work quality, quantity, cost and time dimensions. Besides, it should be extracted from the general institutional strategic plan. The Regional Government council then the zonal and woerda level respectively approve both the Regional Strategic and ROPA plan prior to its implementation (SNNPRGCBB, 2004:8-9). Generally, the ROPA system in the region has five phases: 1) Planning which includes deciding target, preparing measurement and deciding tasks. 2) Follow up performance and give feedback. 3) Conduct training for poor performer. 4) Measuring performance based on performance report. 5) Giving reward for best performer (SNNPRGCBB, 2005:7).

3.2.3. Training and Development

In the region, every government office shall have the duty to identify the training needs of the office, the civil servants, to prepare plans and budget for training and thereby ensure that the civil servants receive the necessary training and furnish information there on to the commission currently the (Agency). The Agency in turn shall train HRM staff based on the training needs of government offices, coordinate and support the training program of the different government offices. In addition to this to make training of civil servants effective, the Agency shall issue a policy with regard to the conditions of their training locally and abroad and supervise the execution of same (DNG, 2002, Article 50/1-3/:13).

3.2.4. Rewards

Reward is one instrument of motivating employees to execute to the maximum degree of their capacity. According to the regional Capacity Building, manual 2004-section 13 subsections 13.6 if an employee performance results will be above satisfactory level he/she will be rewarded based on performance-related pay system. In addition to this as stated in the civil servants HRM manual section 8.3 subsection 8.3.1 B-C of the region if, an employee performance result will be higher or highest for the first time the organization prepares a thanks letter and put it on the notice board together with his picture, if he/she repeats this result again, he/she will get a reward of 50% and 75% of his/her salary respectively. However, within a year if an employee performance result is below satisfactory level with the first six-month evaluation time he is not entitled for any reward (SNNPRGCSA, 2006:36-37).

Chapter 4
Finding and Analysis

This section examines the human resource management practices in SNNPRG of Ethiopia in the context of decentralisation. First, it analyses the response from CSA and then from the four sectors. Finally, a comparative analysis is made based on some of the findings.

4.1 Analysis of the response from CSA

The SNNPRG Civil Service Agency is established in 1993 to take over the FCSA in line with the decentralization process to enable the regions to carryout administrative functions. Its power and duties includes issuing directives and guidelines, control and monitor all personnel activities in the region, determine the function classification and grades to which all positions in the government offices shall be distributed as well as the qualification requirements for each class of position. Moreover, the agency conducts studies on salary scales to be applicable to civil servants, submit these to the regional state council for approval and administer their proper implementation. It also provides support by conducting training based on the need assessment of the bureaus. The agency also has the duty to collect and compile statistical data related to civil servants. Besides, the administrative tribunal will hear and decides appeal brought by civil servants (DNG, 2001). Having this in mind, the following section analyses the response from CSA.

Table 1
Compared to the previous system has decentralisation facilitated HRM functions? (CSA)

HRM functions	S.disagree + disagree	Neutral	Agree + S.agree	Total (%)
Recruitment	0	30	70	100
Selection	0	40	60	100
Promotion	20	60	20	100
Training	10	40	50	100
Performance appraisal	10	30	60	100
Monetary incentive	10	40	50	100

Source: data collected by Author.

Table 1 illustrates that compared to the centralized system as more than 50% of the respondent's replied decentralisation has facilitated almost all of the HRM functions in the region. This implies that, decentralisation helps to solve problems by reducing the bureaucracy involved in decision-making and the

time of work process. Moreover, with a couple of limitations, decentralising activities in the form of devolution creates avenue for communication, accountability, transparency, independency of doing activities, exercising power and responsibilities. This in turn fastens service delivery in the regional government. The finding on recruitment, selection, training, appraisal and incentive is in agreement with Demmke (2006) as he asserted, decentralisation increases the efficiency and effectiveness of HRM and public administration in general. The result showed that the HRM practitioners in CSA also are of the opinion that decentralisation has helped them in their work. With one exception: Promotion. The reason for this could be that it is related with the evaluation of individual performance, which does not yet function very well.

Table 2
Ability & skill level to carry out HRM tasks

Item	Alternatives	Total %
Do you feel that staff at regional, zonal & woreda level is adequately prepared for the task?	Yes	20
	No	80
Total		100
Item	Alternatives	Total %
Do employees at the woreda level have the appropriate skill level?	Yes	10
	No	90
Total		100

Source: data collected by Author

The above table is used to asses the respondents' opinion concerning employees' ability to handle the HRM functions. As we have seen in table 2, majority of the respondents felt that staffs who are responsible for the implementation of HRM functions in their offices were not adequately prepared. This implies that before the execution of any policy conducting training for the work force within the organisation, assessment of human resource in terms of size and quality to take over the responsibilities and financial resource is necessary. As Demmke (2006) argued, the achievement of decentralization effort depends on the skills of managers and HR professionals to carry out their task and responsibilities. However, table 2 also showed that a large proportion of the respondent replied employees at woreda level are perceived not to have the appropriate skill level to manage the devolved HRM functions. As stated above in chapter three each woreda level has the right to recruit, transfer, promote train and develop their human resources. Conversely, it is seen that they lack capacity to execute these tasks. Respondents reported that at woreda level they see inability to exercise their power, misinterpretation of guidelines, irregularities in decision making, sticking to outdated manual and dependency on regional and zonal offices. All this results in poor performance. This implies that unless the above stated problems get immediate solutions especially at the woreda level it is impossible to bring sustainable development.

Training

In the regional government, the CSA is responsible to train HRM staff based on their office need assessment. It also coordinates and supports the training program of the different government offices. To make the programme effective, it issues policies to facilitate training locally or abroad. The agency gives one week training tentatively on recruitment, selection, transfer, promotion and discipline measure before implementation of the HRM manual.

Table 3
Training Assessment (2)

Item	Level	Alternatives		Total %
		Yes	No	
Is this training sufficient?	Region	40	60	100
	Zonal	20	80	100
	Woreda	0	100	100
		Alternatives		Total %
Item	Level	Yes	No	
Are you satisfied with the result of that training?	Region	50	50	100
	Zonal	20	80	100
	Woreda	0	100	100

Source: Data collected by Author.

As shown in table 3 above, although the regional CSA provided training, it is considered to be not sufficient irrespective of the level. Respondents claimed that, there is a lack of budget to conduct intensive training and improper selection of trainees by bureaus. In theory, training is not a one-time task and it could not be taken as a separate activity rather as part of the organisational strategic plan. This entails that even if training is costly, as part of the Civil Service Reform Program capacity building at all levels of government should be considered as an important part of decentralisation to address the problem of access to service. As Olowu (2001) argued, the primary goal of devolution is empowerment. Moreover, investment in employee training is one method of creating a primary internal source, which reduces organisations dependency on external channel. Similarly, table 3 also depicted the respondents' opinion concerning the effect of training given by CSA at all levels. The result revealed that half of the respondents were satisfied at regional level. Nevertheless, for zone and woreda level the majority of the respondents were not satisfied with the outcome of the training. The reasons given as also illustrated by table 2 are that, the staffs at regional, zonal and woreda levels are not adequately prepared. Second, they did not have the appropriate skill level to handle their tasks especially at woreda level. Consequently, the result is not satisfactory. This results in weakening of the decentralization effort.

A question was asked whether a new type of training has been conducted by the regional CSA or not. The majority of the respondents replied that recent training schemes on HRM such as Business Process Reengineering (BPR) involving pilot sectors are already given at regional and zonal level with

the exception of woreda level. This supports the earlier finding that employees at woreda level are not adequately prepared often lacking the appropriate skills. As this result in poor performance, immediate attention should be given to extend BPR related training.

Attitude towards performance of bureaus

Organizational success depends on effective handling and implementation of HRM functions like recruitment, selection, promotion of employees and performance assessment upon accomplishment. When the attitude of respondents towards the performance of HRM functions at each level of government is analysed the performance at regional level is better than that of zone and woreda (See annex D). It was felt that, before the implementation of decentralisation, the existing situation was not assessed along financial human capacity and infrastructure lines. Besides, as the finding in table 3 indicates sufficient training was not given and most employees lack capacity. This shows that the focus will be on supporting and conducting training at zonal and woreda level.

For the question asked whether or not there exists poor performances, more than half of the CSA respondents replied the performance of HRM practice at woreda and zonal level is not as expected. Some of the main reasons for the unsatisfactory performances as argued by almost all of respondents include lack of extensive training on HRM, ignorance of HRM by the top-level management and lack of HRM professionals. Consequently, experts trained in different specialisations such as Language, Education, and Accounting were responsible for undertaking the tasks needed. Furthermore, misplacement of professionals, misuse of power, budget constraints, lack of ethics, absence of continuous support and supervision, lack of accountability and lack of proper guidelines are related problems.

The above respondents also state the possible courses of action to be taken in order to improve the practice of HRM function in the region as a whole. When the response is summarised to make the HRM practice effective, at woreda and zonal level empowering and conducting extensive training on HRM and manpower planning; monitor and evaluate the implementation of HRM practice; ensure assignment of the right person on the appropriate place so that employees will be encouraged to perform their tasks as expected.

At regional level, assign qualified professional on HR position who can train zone and woreda level experts based on sector and assign employees based on merit. Moreover, arrange awareness creation session from top-lower level managers so as to give due consideration for HRM, as earlier cited in Bratton and Gold (2007) since success of an organisation depends on employees, the responsibility for HRM activities rests with all line managers and should not be left to HR professionals.

Concerning the question related to the role of Civil Service when any bureau make mistake in the field of HRM, all the respondents stated that the Agency will try to influence bureaus and there exist controlling mechanism where-by it uses to take corrective action. First, it orders the rectification of

the irregularities, and then suspends the execution of the matter until decision is made there on. Finally, initiate the taking of administrative measure against the official or the civil servant responsible to act, as previously cited in DNG (2001). This entails the effort made by the CSA.

Performance Appraisal

Since 1996, after the declaration of CSRP in Ethiopia, efforts have been made to implement (ROPA) in the regional government. In 2002, it started to execute result oriented performance appraisal system replacing the traditional appraisal system (ACR). According to the regional capacity building ROPA preparation manual, before the bureaus start to carry out the new appraisal system training was given to employees' in order to create awareness. The following section shows the response on ROPA.

Table 4
Assessment of ROPA

Note: Strongly agree: 5, agree: 4: neutral 3, disagree: 2 strongly disagree: 1				
Case/Level				Total %
	1+2	3	4+5	
Staffs are aware of ROPA.	10	40	50	100
ROPA improved performance	0	20	80	100
Working environment facilitate ROPA	10	60	30	100
Employees feel happy by the result of appraising their performance.	30	40	30	100
Department heads feel happy of the results of apprais-ing their performance.	10	60	30	100
A positive performance lead to reward	0	20	80	100
A negative performance lead to a sanction	0	20	80	100
There is transparency & continuous follow up when evaluating employees.	50	20	30	100
There is a strong link between performance & reward in your office.	60	40	0	100

Source: Data collected by Author

As indicated above in table 4, performance appraisal system is perceived to have improved the performance of the regional government and some of the employees understood its purpose. However, 10% of them replied the working environment was not facilitating performance assessment and majority of them were neutral. Similarly, as ROPA system is expecting to improve the performance of the region both civil servants and department heads are partially happy with the result of the assessment since the new system gave chance to improve performance. However, 30% of the

respondents indicated that employees did not feel happy by appraising their performance. The possible reasons for this could be lack of objective and effective performance evaluation mechanism, loose linkage between performance criteria and evaluation, lack of training and unattractive remuneration.

Regarding the question whether a positive performance leads to reward and vice versa, majority of the respondent replied that if an employee perform well he will be entitled for reward if not he/she can't get any reward. Unless, employees are rewarded based on their performance, it creates resentment up on their task and hence influence service delivery. As stated above in chapter three in the regional HRM manual (SNNPRSCSA, 2006) higher performer employees are rewarded and poor performer cannot be rewarded.

As cited by McCourt and Eldridge (2003) Metcalfe asserted that the success of performance appraisal depends on participation of employees. Nevertheless, transparency and continuous follow up concerning evaluation is also weak. If employees are not allowed to participate and communicate openly with their appraiser, they do not have the chance to know about their strength and weaknesses. This implies that in some instance the annual confidential report system is still in place. As Solomon (2005) argued, the main problems in Ethiopian civil service performance appraisal system are the absence of transparency in managing employee performance and weak follow-up of corrective measures. His final finding is that absence of strong link between performance and reward system in the office. As stated above in the first paragraph, lack of linkage between performance and reward is the main drawbacks of the appraisal system in the civil service.

Informants claimed that, a positive performance leads to reward and a negative performance leads to sanction. However, the finding concerning linkage between performance and reward revealed a negative result. This implies that, even if it is written in the regional HRM and ROPA manual, in practice its implementation is inconsistent in the region as the finding from sector bureaus revealed. The reason for this could be that, the manual is not binding, and there exist budget constraints. Hence, the above stated problems make the assessment system to be sluggish.

Support

One of the most important roles of CSA is to provide the necessary support on personnel matters for sectors, consistent with its proclamation. The Agency plays its supporting role by conducting training, guidance and counselling concerning HR manual, issuing HRM manual, handling complaints, updating organogram and supervising the bureaus while performing the HRM functions.

To find out more about this supporting role, we have asked CSA staff how they thought that the Bureaux valued their support. The responses are in table 5.

Table 5
Assessment of CSA support (2)

Item	Alternatives	Total %
How do you think people in the bureau value the support of CSA?	Valued very much	40
	Much	10
	Not good-Not bad	40
	Not	10
	Not at all	0
	Total	100

Source: Data collected by Author

As shown in table 5 above, CSA staff felt that a significant number of people in the bureaus would not valued the support from the agency that much. The reasons for this might be the attitude of external customers towards the Agency. Customers perceived that CSA as an office, which is still sticking to the traditional approach, having bureaucratic nature, consists of unskilled employees and characterised by unattractive salary. *[1]

Performance of HR officers

Effective and efficient service delivery depends on institutional capacity and the availability of skilled manpower in an organisation. The following table is used to assess the performance of HRM officers at the three level of the region.

Table 6
Assessment of HR officers

Item	Level	Alternatives		Total %
		Yes	No	
Do HRM officers in the Bureaux take their work seriously?	Region	80	20	100
	Zonal	40	60	100
	Woreda	20	80	100

Source: Data collected by Author

While, the HRM activities were decentralised, as shown in table 6 unlike regional bureaus, HR officers in zone and woerda are considered not to perform their task as expected correspondingly. Reasons of inadequate training and lack of capacity, negligent of HRM by higher management body explain the situation.

When the comments given by the CSA respondents are analysed, currently the Agency is undertaking BPR to bring radical change in service delivery. Furthermore, they stated that CSA should issue directives that create accountability regarding unjustifiable expenses of HRM functions emanating from lack of enforcing mechanism. Implementations of human resource management information system could play a role in simplifying the civil

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[1] As we shall see- see p.44- the bureaus held a different view: 85% of the informants still were not satisfied with CSA support.

service file handling system in the regional government. Finally, there is a need to differentiate the duties and responsibilities of the regional Capacity Building bureau and CSA to avoid overlapping of duties.

This finding and results lead to the analysis of sector bureaux as to how they undertake recruitment, selection, training and development, performance appraisal and reward system using their power.

4.2 Analysis of the response from Sector Bureaus

The following section analyses the response of the four selected sectors namely BOFED, Education, Agriculture and Health Bureaus in a summarized manner.

Table 7
Compared to the previous system has decentralization facilitated the HRM functions? (Sectors)

HRM functions	Disagree + S. Disagree	Neutral	Agree + S.agree	Total %
Recruitment	8	15	77	100
Selection	10	30	60	100
Promotion	5	25	70	100
Training	5	38	57	100
Performance ap-praisal	25	38	37	100
Monetary incentive	33	27	40	100

Source: Data collected by Author

As shown in table 7 above, majority of the respondents indicated that, decentralisation has facilitated recruitment, selection, promotion and training. However, performance appraisal as 25% and monetary incentives 33% of the informants indicated, in comparison with the other functions both has some problem. The reason for this could be, lack of awareness and commitment, lack of budget and bureaus failure to prepare budget schedule for reward purpose. This shows that, overall, decentralisation facilitates the HRM functions. Yet, attention should be given for the proper implementation of ROAP and monetary incentives.

Recruitment

In the regional government after the devolution of power, each sector has the right to recruit employees to fill vacant posts. To do so, they either use internal or external channels to attract the best candidate that can suit unoccupied post. Table 8-10 depicts responses on recruitment.

Table 8
Recruitment Channel

Item	Alternatives	Total %
When you were recruited for the first time to join your bureau, how did you find the job opening?	Radio	0
	Newspaper	17.5
	On-campus	10
	Television	0
	Word of mouth	25
	Others	47.5
	Total	100

Source: Data collected by Author

As shown in table 8, majority of the employees were recruited by other methods. This is because, in the regional government according to the HRM manual (2006) except Finance; Health, Education and Bureau of Agriculture, vacant posts are mostly filled directly by their respective bureaus. For instance, health professionals, teachers and development agent workers. Among those who joined their bureaus through other methods, 10 % of them were recruited through by submitting an application for a vacancy announced. Yet, administrative and other professional posts are filled using notice board advertisements. One fourth of the respondents were recruited through word of mouth, which is an informal and internal source of recruitment. It usually has an adverse effect upon reaching other job seekers. Since the sectors depend only on the internal source using internal promotion, new applicants cannot get the chance to be recruited. However, there are cases where some of the respondents obtained their jobs through information by newspaper advertisement and on-campus recruitment.

Recruitment Procedure

The impact of HRM on achieving and retaining employees is seen using some of the underlying issues related to human resource. To this end, a sound HRM procedure and practice have become increasingly important. The following table shows whether the regional civil servants recruitment procedures allow bureaus to recruit the right candidate for a right position or not.

Table 9
Recruitment Procedure (1)

Item	Alternatives	Total %
Do you think that the current recruitment procedure allows bureaus to recruit the right person to the right job?	Yes	27.5
	Sometimes	67.5
	No	5
	Total	100

Source: Data collected by Author

As shown in table 9, more than half of the respondents replied that, the current recruitment procedure of the region sometimes allows bureaus to hire the right person to the right post. Nevertheless, only 5% of them responded that the procedure has some drawbacks. The possible explanation for this could be the severe competition in the external labour market and the restricted recruitment condition in civil service organizations, which makes finding candidates impossible who meet the requirements for some positions. The minimum requirements, which are prepared by the agency, are some of the limiting factors to recruit professionals from the labour market.

The ability of an organisation to attract competent applicants is the base for improving service delivery in the regional government. Table 10 depicts the responses related to attraction of suitable applicant for a vacant post.

Table10
Recruitment Procedure (2)

Note: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1	Level			
Item	Disagree (1+2)	Neutral 3	Agree (4+5)	Total %
Your bureau is able to attract suitable applicants to fill vacancies.	12	30	58	100
The current wage attracts the best recruits for the various posts.	40	37	23	100

Source: Data collected by author

According to the HRM manual, the recruitment process in the regional government civil service sectors begins with filling a requisition form of vacant post from department or sections by checking whether it is supported by budget or not. As shown in table 10, 58% of the respondents indicated that, their bureaus have the abilities to attract suitable applicant. Only 12% of the respondents express their disagreement. The reasons given as also illustrated in table 9 are that, the minimum requirement, which is prepared by the agency, is the restraining factors to recruit professionals from the labour market. Besides the other possible explanation for this might be, some of the bureaus did not follow manpower-planning, poor screening, which results from lack of capacity, and absence of merit based recruitment. On the other hand, the table also revealed that the current wage structure of the civil service was not fully attracting the best candidates for various positions although it is agreed that if performed well recruitment improves service delivery. As Paulos (2007) argued, the structures of the Ethiopian public sector pay system are uniform in most of the institutions, except those who were administered by career-based payments, like Health and Education Bureaus professionals. For the remaining civil service professionals' salary scale has based on their position and seniority. Similarly, this is also the case in the region.

Selection

The goal of selection process is to make a proper match of employees with jobs and the organisation. To do so the practice in the regional government concerning selection of candidate is based on the selection criteria set by the CSA manual. Table 11 and 12 shows the responses on selection.

Table 11
Selection Criteria

Item	Alternatives	Total %
Is the selection Criteria Set by Civil Service Agency manual useful?	Yes	93
	No	7
Total		100

Source: Data collected by Author

As shown in table 11, almost all of the respondents replied that the criterion prepared by the regional CSA manual has practical importance. In the

absence of consistent criteria, it is impossible to select the best candidate and create a proper match between people and jobs. In order to make the selection process simple CSA set selection criteria, which is useful when conducting recruitment and selection. It is divided in to two parts based on the nature of the position. The first one is for those tasks, which demand practical, written exam and interview. The second category is for those tasks, which require written exam and interview only. In both case affirmative action is also considered. Although using these criteria the bureaus are exercising to select the right person among a pool of candidates, as indicated by few respondents regardless of the criteria selection might be distorted by interference of an outsider.

Table 12
Selection Procedure

Note: Strongly agree: 5, agree: 4,Neutral: 3, disagree: 2 strongly disagree: 1				
Item	1+2	3	4+5	Total %
Selection is based on merit only	27	40	33	100
A candidate can influence the decision to be selected	48	25	27	100
An outsider can influence the decision to be selected	40	30	30	100

Source: Data collected by Author

As shown in table 12 above, more than 20% of the respondents replied that selection of candidates is not only based on merit but also some other criteria like personal contact as claimed by the respondent from finance 5%, Education 5%, Agriculture 9% and 8% from Health bureaus. Although, it is also written in the regional civil servants HRM manual, some institutions could not follow the manual often they interpret it wrongly. This finding is in line with Paulos (2007) argument, which states inter-organisational transfer selection is made based on personal contact and promotion is being made not on individual performance.

Although some of the respondents argued that selection is made based on merit only, as 48% of, the respondents indicated a candidate could not influence the decision to be selected. Besides, regardless of the HRM manual, an outsider has the ability to influence the decision to be selected as 30% of the respondents claimed. The possible reason for this could be, interference, which creates an influence on personnel's and may have an effect on hiring new and promoting senior staff. Moreover, the manual is not binding and there is weak monitoring by CSA.

Training

According to the civil servant proclamation, each office has the responsibility to identify and assess training needs, to prepare action plan and budget schedule. Training and development plays a significant role in improving individual and organisational performance. In this respect, CSA and CBB conducted training on civil service reform. Below table 13 shows the response on training.

Table 13
Training & development

Note: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1				
Item	1+2	3	4+5	Total %
The training organized by the Capacity Building Bureau & CSA improves functioning of your department.	22	28	50	100
Training is effective in improving regional Gov't performance in service delivery.	10	27	63	100
Training is effective in motivating employees.	12	15	73	100
Within your office, there is equal access to training employees.	55	25	20	100
Selection for training is based on a proper need assessment.	55	30	15	100

Source: data collected by Author

As shown from table 13, the training organised by the regional CBB and CSA on the Civil Service reform Programmes improved the functioning of the departments. Similarly, it is effective in enhancing the performance of the regional government as a whole in terms of service delivery. Nevertheless, there is no equal access for training and at the same time; selection of trainees is not based on proper assessment as more than half of the respondents indicated it respectively. The possible explanation for this could be during selection of trainees, the relevant organisations were not consulted properly. Consequently, not all employees get the chance for training. Moreover, there is a lack of skilled HRM specialist to carry out training need assessment.

Performance Appraisal

In the region, every government sector implements ROPA. Performance management is one of the most important aspects of HRM. It is the base for enhancing individual and organisational improvement. It needs integrating among other things, information, training and performance related pay. Table 14 below shows the responses on ROPA.

Table 14
Performance Appraisal

Note: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1				
Case/Level	Disagree	Neutral	Agree	Total %
The civil servants understand the purpose of Result Oriented Performance Appraisal system.	22	48	30	100
Performance appraisal has improved the performance of the regional government.	18	42	40	100
The working environment in your office facilitates the appraising of performance.	35	38	27	100
Employees feel happy by the results of appraising their performance.	32	45	23	100
Department heads feel happy of the results of appraising their performance.	17	52	31	100
A positive performance appraisal lead to rewards	30	20	50	100
A negative performance lead to a sanction	31	30	39	100
There is transparency & continuous follow up when evaluating employees.	50	40	10	100
There is a strong link between performance & reward in your office.	70	18	12	100

Source: data collected by Author

As shown in table 14, some of the civil servants understood the purpose of result oriented performance appraisal. Nevertheless, majority of the respondents were uncertain whether the newly implemented assessment system has improved the performance of the regional government or not. Implementation of ROPA system is a recent phenomenon not only in the region but also at country level. Consequently, most employees did not have in depth knowledge.

According to the SNNPRGCBB reform manual (2006) although intensive training has been given, lack of awareness, bureaus attitude in preparing the assessment based on job description than institutional strategic plan; evaluating behaviour than performance, failure of institutions to change government key objectives into implementable targets and lack of participation during preparation were some of the reasons. The table also showed that the working environment was not facilitating performance assessment in the region. This is shown by 35% of the respondents. Similarly, some of the employees and few of the department heads are not satisfied when assessment is conducted. A study conducted at country level showed that, apart from the reason stated in table 4 above, lack of commitment, hatred from employees as the assessment system is new, misunderstanding of employees that ROPA as a political agenda than a management approach and in most organisations there exist a tendency to meet deadlines and not to go further. Sometimes a lot of time is wasted in meeting. However, if appropriately executed, ROPA will add value for the improvement of performance culture (Yeknoamlak, 2007:125).

The same number of respondents replied that neither positive performance lead to reward nor negative performance leads to sanction. The possible reason for this could be inconsistent implementation of reward. As Armstrong (2001) claimed, ROPA is concerned with open communication and involvement. Follow up is also necessary when implementing assessment since it helps to take remedial action upon informal progress. Yet, as indicated in table 14, more than 40% of the respondents indicated that, transparency and continuous follow up during evaluation were not that much. Besides, majority of the respondent also replied that there is no strong link between performance and reward in their office. In reality, motivating employee is one factor of enhancing performance. Though it is cited in the regional Capacity building bureau (2005) and CSA manual (2006) that based on individual performance there is a means of rewarding employees, it is not practiced except in some organisations in the region. A study conducted at country level also showed that, the performance appraisal system suffers from lack of transparency, weak follow up and the linkage between performance and reward system is loose Solomon (2005). From the finding, this is also the case at regional level. This leads us to the assessment of the reward systems in the region.

Reward

Reward system is one means of attracting and retaining potential employees. Table 15 shows response on reward. In the region, every sector is responsible to create a means for rewarding best performers.

Table 15
Reward System

Note: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1				
Item/Level	Disagree	Neutral	Agree	Total %
The regional government has the capacity to put different salary structure.	33	20	47	100
The uniform salary structure attracts different skills and professional.	55	28	17	100
There is a reward system based on performance in your office.	80	5	15	100
Is the current salary structure improving service delivery?	68	30	2	100

Source: Data collected by Author

Regardless of the declaration of a decentralised HRM system, the regional government has not developed its own salary structure. Nevertheless, as Paulos (2007) asserted, the country follows uniform personnel structure, salary is administered at the federal level and hence the regional governments follow uniform salary scale. Consequently, it does not have the capacity to develop different salary structure. There is a little exception to this rule. According to DNG (2001) article 17 whenever necessary, the SNNPRG decides upon recruiting with a payment of salary higher than the base salary after authorized by CSA. For instance, the regional Audit Bureau. As the task of an auditor is sensitive and there exist shortage of Accountants in the region.

Related with this, as depicted in table 15, the homogeneous salary structure did not attract different skills and professionals, as 55% of the respondents replied. Though at country level uniform salary scale has the benefits of restricting region-region brain drain, it hinders regions from recruiting qualified employees. This in turn breaches the decentralised policy of the country and confines the authority of regional governments to attract and maintain employees. This implies that there exists an increase in turnover in the region. However, it is impossible to back up with figure due to lack of information. In addition to the above finding, majority of the respondents indicated that, there is no reward system based on performance. In some case, it is implemented. As claimed by respondents from BOFED 3%, Education bureau 5% and Health bureau 7%.

As 68% of the respondent replied, the current salary structure in the country is not improving service delivery. The finding in table 14 above indicates 70% of the informants respond performance of employees is not attached with the reward system. Consequently, the pay structure may be a necessary but not a sufficient condition for enhancing service delivery. Relatively, non-monetary incentives like recommendation letters and awards might be considered for extensive use.

Support

Support from the regional CSA is expected to improve administrative and technical capacity. However, as shown in annex F, 85% of the respondents indicated that the support from CSA is not sufficient. In theory, however, the Agency has the power and duty to supervise and issued directives for the proper implementation of HRM functions in the region. The possible

explanation for this might be lack of manpower and professional's turnover that makes the Agency not to play its supportive role as expected.

4.3   Comparative Analysis

The following part provides a comparison of the response from CSA and the sectors under the heading decentralisation, recruitment and selection, training, performance appraisal, reward and support.

Decentralisation

In general, the respondents from CSA and the bureaux were of the opinion that decentralisation facilitates the executions of HRM function in the regional government. Regarding recruitment, selection and training the two sets of staff show a great agreement. However, in both cases some respondents were neutral, 20% of the informants from CSA indicated that promotion of employees was not facilitated. It has a direct link with full implementation of ROPA and partially with the incentive system. Compared to CSA, sector bureaus respond positively concerning promotion. The reason for this might be previously it was centralised but currently it is decentralised. Hence, it gives them chance to decide. The finding also revealed some of the respondents from the sectors described that decentralisation is not facilitating performance appraisal (25%) and monetary incentives (33%) in the regional government. The reason for this could be lack of awareness and commitment about ROPA, lack of finance and failure to prepare a budget plan for reward purpose.

Recruitment and Selection

The role of CSA as indicated in the civil servant proclamation is that, preparing and updating the necessary manual. Moreover, whenever necessary approving recruitment of a new employee, who is entitled to a payment of higher salary higher than the base salary by the recruiter office. Similarly, supporting and supervising sector bureaus as to whether they are performing this activity based on the manual or not. In doing this, the finding from CSA (annex-D) concerning performance of sector bureaus in the regional government indicated that, the performance of region is better than that of zone and woreda. The possible reasons for this might be as the finding in table 2 revealed, they were not adequately prepared 80% and they lack the required skill 90%. In contrast as shown in table nine and ten, 5% of the sector bureaus informants claimed that the recruitment procedure set by the agency did not allow sectors to recruit the right person. Besides, 40% of them argued that, the current salary structure was not attracting the best applicants. The reason for this might be the restricted recruitment procedure and the singular wage structure the country follows.

   Related to this, as indicated in table 11, 7% of the respondents claimed that, the selection criteria in the manual are not useful for sectors. Likewise, table 12 depicted that, selection is not made based on merit (27%); an applicant cannot influence selection (48%) rather an outsider can influence selection decision (30%). The reason for this could be interference, lack of enforcing mechanism and weak controlling by CSA.

Training

The regional CSA conducted training on HRM functions for HR officers in the regional government. However, as shown in table 3, informants of the Agency reported that, the training was not sufficient at each level and the result was unsatisfactory. This can be expressed in terms of weak performance as the finding in annex D depicted. In the same line, latter CSA together with Capacity Building bureau conducted training on CSRP. As the finding in table 13 showed, it improves the functioning of sector bureaus. However, in most sectors, access for training is minimal and assessment is improper as similar informants (55%) in both case responded. The reason for the above stated problem could be lack of budget to give tentative training, lack of counselling the relevant organisation and lack of skilled training officer to conduct need assessment.

Performance Appraisal

As shown in annex (figure 5 and 6) in both case, despite different in percentage the response indicated that, some of the employees understood ROPA system. Hence, performance assessment has expected to enhance the performance of the region. In effect from the two sides some respondents were neutral. However, as 10% of CSA and 22% of sectors informants replied that employees did not understand ROPA and it has not improved the performance of the region 18% as given by sector respondents. Similarly, 10% of CSA and 35% of sector informants argued, the working environment is not as such conducive.

The finding also revealed that 30% of CSA and 32% of sectors informants reported employees were not fully happy on the result. Equally, 10% of the agency and 17% of sector bureaux respondents claimed, department heads felt the same. Besides, 80% of CSA informants reported a positive performance lead to reward and vice versa compared to 50% and 39% of sector bureaux respondents respectively. Likewise, half of the respondents from both sides stated that, transparency and follow up is also weak to take corrective measure. Finally, 60% of CSA and 70% of sectors informants argued, the link between performance and reward system is not that much strong. From the above findings, the two sets of respondent show agreement except, issues regarding perception of employees about ROPA, the working condition and weather performance lead to reward or not. The reason for this gap might be, lack of awareness, viewing ROPA as a political agenda, inconsistent implementation of reward, lack of transparency, weak follow-up and loose attachment between performance and reward.

Reward

As the finding in table 4 and 14 revealed, in CSA and sector bureaus the link between performance and reward was not strong. In both case, more than half of the respondents argued respectively. As well, as shown in table 15, response from sector bureaus showed that, the uniform salary structure was unobstacle to attract skilled professionals (55%); employees were not rewarded based on their performance (80%), though some sectors were exercised. Finally, the recent salary scale did not improve service delivery (68%).

Support

Concerning support from CSA as shown in annex E, majority of the respondents replied that the support of the Agency towards the bureau is good. However, the respondent from sector bureaus as indicated in annex F claimed that the support of the Agency towards the sectors is minimal.

Chapter 5
Summary, Conclusion, and Recommendation

5.1 Summary

The paper has explored the link between decentralisation and HRM functions in southern region of Ethiopia in order to answer two interrelated questions of whether decentralisation has facilitated or hampered the implementation of HRM function, and to identify possible problems that occur after the implementation of the policy. The study has established that though, the degree of facilitation differs, decentralisation has facilitated the execution of HRM functions. However, promotion, reward system and performance assessment affected the policy. The findings from CSA and the four sectors on each of the activities are summarised in the next section.

Findings from CSA

The application of decentralisation in the regional government has facilitated the implementation of HRM functions in general. This is shown in table one. However, as 20% of the respondents from CSA indicated, promotion as one function of HRM is not facilitated. The reason for this might be failure in implementing Result Oriented Performance Appraisal. Further, adequate preparation was not made before the implementation of the policy at the regional, zonal and woreda level. As shown in table 2, shortage of skilled personnel's especially at woreda level, in ability to exercise power, lack of information, misinterpretation of manuals and lack of uniform decision-making could be some of the main reasons not to fully attain improvement in some of the HRM functions.

Although training had been given at each level, it was not sufficient and the result was not satisfactory especially at zone and woreda level. As the finding depicted, it results from inadequate preparation and lack of capacity. Related to this, the performance at the region level is better than that of zone and woreda. As the finding in table 3 revealed, this results from inadequacy of training. Moreover, as the informants reported, other problems related to the lack of attention for HRM by top-level management, lack of HRM professionals, which forced sectors to assign non-management graduate. Likewise, misuse of power and misplacement of professionals, were some of the reasons given for poor performance.

The other finding is that, as indicated in table 4, half of the informants claimed that employees were aware of ROPA. However, 30% of them responded that employees were not happy and transparency and follow-up is weak (50%). Furthermore, the link between performance and reward is loose (60%).The reason for this could be that the manual is not binding, some sector use an old system. There is also lack of budget.

CSA supports sectors among others, by conducting training, issuing HRM manuals and controlling. Yet, 40% of the respondent indicated that its support to sectors was not satisfactory. This could be linked to high turnover, and shortage of manpower. Similarly, half of the respondents do not put high value on CSA's support for reasons associated with the attitude of external customers towards the Agency. Looking at the performance of HR officers, it can be said that unlike regions, poor performance of personnel at woreda and zonal level is observed due to shortage of skilled professionals in the area and failure to follow HRM manual.

Findings from Sector Bureaus

Recruitment and Selection

Using their authority each bureau employs both internal and external source of recruitment to fill a vacancy. Nevertheless, as the response showed the current recruitment manual does not allow the bureaus to hire the right person for the right post (5%). This is due to the restricted minimum requirement needed for a specific position. In fact, the bureaus were trying to attract applicants for a vacant post. Yet, as indicated by 12% and 40% of the respondent respectively, their bureaux were not able to attract best applicants as the current salary scale was not attractive. This could also be attributed to failure to follow manpower-planning, absence of merit, lack of training after entry, and the uniform salary scale in the civil service.

Selection of candidates need a parameter to choose the best fit among a pool of applicants. In doing this, as the feedback indicated, the bureaus use the selection criterion. In contrast, selection is not made only based on merit but also friendship and interference. Some respondents claimed that selection has been made based on merit only and insisted that a candidate could not influence selection decision. On the other hand, as some of the respondent replied an outsider could influence the decision to be selected by interfering while it is conducted.

Training and Development

Training and development is vital for the improvement of individual and organisational goal attainment. As the finding in table 3 and 13 correspondingly depict, the training conducted by CSA was not sufficient and satisfactory. While, the training given by regional capacity-building bureau and CSA on CSRP improved the functioning of each office. Hence, there is a change in service delivery. Further, training is effective in motivating employees as majority of them indicated. Nevertheless, there is unequal access to training and the assessment procedures needs attention. The reason for this might be consulting irrelevant organisation and lack of skilled HRM specialist to handle need assessment.

Performance Appraisal

The execution of ROPA is a recent phenomenon in the regional government. Most employees understood its purpose. In effect, it was expected to improve the performance of the region. However, the working environment is not conducive as the finding from sector bureaus revealed. The reason for this could be lack of incentives and training, poor human capacity to set targets, lack of objective performance criteria and lack of commitment. The response also illustrated that some employees and department heads were not happy of the result of their performance. Equally, ROPA gives room for open dialogue but, transparency and continuous follow up is so weak and there is loose attachment between performance and reward. This might be due to lack of participation, inconsistent implementation and lack of resource.

Rewards

The reward system as one major function of HRM has not had facilitated under decentralised HRM context as the finding above revealed. The regional government did not have the capacity to put different salary structure except allowing recruitment with a salary higher than the base salary. As stated earlier, the country as a whole follows uniform salary structure. Moreover, the homogeneous salary scale did not allow some sectors to attract skilled professionals, as the scale is constant; it hampers regions not to recruit qualified employees compared to the scale in private sectors. The salary structure again did not necessarily improving service delivery. Lastly, the support from CSA for sectors needs focus.

5.2   Conclusion

It is clear from the preceding discussions that the regional government devolves recruitment, selection, promotion, training and development, performance assessment and reward system. Their execution showed better performance. However, promotion, ROPA and reward system did not perform as expected, because of resource shortage, lack of capacity and awareness, and loose linkage between performance and reward. Moreover, the current wage structure and to some extent the recruitment criteria in CSA sometimes hinder sectors effort to attract the best candidates. Likewise, selection often is distorted by interference.

The finding also revealed there exists, inadequacy of training, unequal access for training and improper need assessment. Related with this, ROPA was expected to improve regional performance. Nevertheless, the working environment is not fully conducive as responded by sector informants. Besides, some employees and few department heads felt unhappy of the result. Similarly, transparency, follow-up and linkage between reward and performances are also weak.

Regarding reward, the uniform salary scale did not allowing some sectors to attract various skilled professionals and it was not fully enhancing service delivery. Further, the effort to make reward system based on performance is insignificant. Finally, support from CSA towards sectors is minimal. Above all, there is a positive link between decentralisation and HRM functions in the

regional government, as decisions can be made faster, simpler procedures are needed and it raises the efficiency and effectiveness of HRM and public administration. In addition, effectiveness is increased, because decentralisation increases the manager's discretion, thus enabling him to recruit, evaluate, offer incentives, promote, suggest training needs and communicate directly. Hence, this will lead to enhancement of service delivery.

5.3 Recommendations

To overcome the problems that occur in the execution of the policy there is a need for skilled human and financial resources, searching a means to differentiate high and low performers by using performance criteria like quantity, quality, timeliness and budget spend on doing a job. Moreover, competitive advantage in the form of effective and efficient service delivery can be ensured in public sectors if employees get training and development, which is the soft model of HRM. Thus, conducting on the job and of the job training at each managerial and government level using a selection criteria, creating strong link between performance and reward, implementations of non-monetary incentive such as recommendation letter is essential. Besides, making the performance assessment system more open and carrying out continuous follow up, strengthening the monitoring and evaluation role of CSA and providing the necessary technical and interpersonal support from the top-level mangers should make the decentralisation process more sustainable.

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Annex
Annex A

QUESTIONNAIRE (CSA)

INSTITUTE OF SOCIAL STUDIES

Human Resource & Employment Program

The Human Resource Management Function in Ethiopia: Focus in Civil

Service in Regional Government (SNNPRG)

This questionnaire is prepared by Tegene Abebe, a staff member of Civil Service Agency in Human Resource Development Policy Survey department. I am currently on study leave in the Netherlands where I am a postgraduate student at the Institute of Social Studies (ISS) majoring in Human Resource and employment studies. The objective of the questionnaire is to collect data regarding the practice of Human Resource Management in Southern Regional Government of Ethiopia and their impact on a decentralized context, which will be used to prepare a Thesis required for my MA degree. The aim of this research is to contribute to a better understanding of the circumstance under which HRM practitioners in Ethiopia have to function. You (respondent) are kindly requested to read the questions thoroughly and respond accordingly. The result of this survey will be treated with utmost confidentiality and will be strictly used for academic purpose only. I thank you in advance for your cooperation.

Instructions:

- You are not required to write your name on this questionnaire.
- Please answer question by tick mark.

Are you

Male   **Female**

☐   ☐

Note: Below follow, a number of general statements please indicate your agreement or disagreement (5= strongly agree, 1= strongly disagree).

Questions

1. For how many years have you been working in the agency? (Circle)

    a) 1-5   b) 6-10   c) 11-15   d) 16-20   e) 21-25   f) > 26

2	**Note**: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1					
	Compared to the previous system	1	2	3	4	5
1	Decentralisation Facilitated the implementation of human resource management functions in the regional government.					
2	Decentralisation Made recruitment easier for civil service.					
3	Decentralisation Made selection of candidate easier for civil service.					
4	Decentralisation Facilitated promotion.					
5	Decentralisation Facilitated training of civil servant.					
6	Decentralisation improved the quality of performance appraisal.					
7	Decentralisation Facilitated monetary incentive system.					

3. As a result of decentralisation regional, zonal and woreda levels have received more duties. Do you feel that staff at these level is adequately prepared for their task?

        a) Yes ☐   b) no ☐

4. Do employees at the woreda level have the appropriate skill levels?

a) Yes ☐ b) no ☐

5. Is the training given by CSA on HRM sufficient?

	Satisfied	Yes	No
1	Regional		
2	Zonal		
3	Woreda		

6. Are you satisfied with the result of that training?

	Sufficient	Yes	No
1	Regional		
2	Zonal		
3	Woreda		

7. If you could introduce new types of training, what would that be?

For Woreda level: _____

For Zonal level: _____

For Regional level: _____

8. Do you believe that the following activities are performed as expected at each level? Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1

	Level	1	2	3	4	5
	Woreda					
1	Recruitment					
2	Selection					
3	Promotion					
4	Performance assessment					
	Zone					
1	Recruitment					
2	Selection					
3	Promotion					
4	Performance assessment					
	Region					
1	Recruitment					
2	Selection					
3	Promotion					
4	Performance assessment					

9. If you indicated above that at any level a HRM function was not performed well, please indicate what-in your view-the reason for this underperformance could have been?

A) I.   ⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯
II.   ⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯
III.   ⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯

B) What could be done to improve the HRM function?
a) At woreda level: ⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯

⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯

b) At zonal level: ⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯

⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯

c) At regional level: ⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯

⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯⎯

10. When any bureaus make mistakes in the field of HRM (recruitment, promotion, transfer) what can Civil service Agency do?

  I.   _____

 II.   _____

III.   _____

11. Performance Appraisal

Note: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1

	Question	1	2	3	4	5
1	The civil servants understand the purpose of Result Oriented Performance Appraisal system.					
2	Performance appraisal has improved the performance of the regional government.					
3	The working environment in your office facilitates the appraising of performance.					
4	Employees feel happy by the results of appraising their performance.					
5	Department heads feel happy of the results of appraising their performance.					
6	A positive performance appraisal lead to rewards					
7	A negative performance lead to a sanction					
8	There is transparency & continuous follow up when evaluating employees.					
9	There is a strong link between performance & reward in your office.					

  12. Do you think that CSA can adequately support the HRM function in the bureaus?

          a) Yes ☐   b) no ☐

13. How do you think people in the bureaus value the support of Civil service Agency?

a) Valued very much   b) much   c) not good-not bad   d) not
e) not at all

14. Do HRM officers in the Bureaux take their work seriously?

	Level	Yes	No
1	Regional		
2	Zonal		
3	Woreda		

15. Would you have any other comments?

I. _____

II. _____

III. _____

THANKYOU

Annex B

QUESTIONNAIRE (SECTORS)

INSTITUTE OF SOCIAL STUDIES

Human Resource & Employment Program

The Human Resource Management Function in Ethiopia: Focus in Civil

Service in Regional Government (SNNPRG)

This questionnaire is prepared by Tegene Abebe, a staff member of Civil Service Agency in Human Resource Development Policy Survey department. I am currently on study leave in the Netherlands where I am a postgraduate student at the Institute of Social Studies (ISS) majoring in Human Resource and employment studies. The objective of the questionnaire is to collect data regarding the practice of Human Resource Management in Southern Regional Government of Ethiopia and their impact on a decentralized context, which will be used to prepare a Thesis required for my MA degree. The aim of this research is to contribute to a better understanding of the circumstance under which HRM practitioners in Ethiopia have to function. You (respondent) are kindly requested to read the questions thoroughly and respond accordingly. The result of this survey will be treated with utmost confidentiality and will be strictly used for academic purpose only. I thank you in advance for your cooperation.

Instructions:

- You are not required to write your name on this questionnaire.

- Please answer question by tick mark.

	Name of Bureaus	**Bureau(√)**
1	Finance and Economic Development	
2	Agriculture	
3	Health	
4	Education	

Are you **Male**   **Female?**

☐   ☐

Note. Below follow, a number of general statements please indicate your agreement or disagreement (5= strongly agree, 1= strongly disagree).

<u>**Questions**</u>

1. For how long do you work in your bureau? (Circle)

  a) 1-5   b) 6-10   c) 11-15   d) 16-20   e) 21-25   f) > 26

I. Decentralisation

2	**Note**: Strongly agree: 5, agree: 4,Neutral: 3, disagree: 2 strongly disagree: 1					
	Compared to the previous system is	1	2	3	4	5
1	Decentralisation facilitated the implementation of human resource management functions in the regional government.					
2	Decentralisation made recruitment easier for civil service.					
3	Decentralisation Made selection of candidate easier for civil service.					
4	Decentralisation Facilitated promotion.					
5	Decentralisation Facilitated training of civil servant.					
6	Decentralisation Improved the quality of performance appraisal.					
7	Decentralisation Facilitated monetary incentive system.					

II. Recruitment

  1. When you were recruited for the first time to join this bureau, how did you find the job opening? (Circle)   a) Radio   b) News paper   c) On-campus recruitment   d) Television   e) Words of mouth   f) other

  2. Do you think that the current recruitment procedure allows your bureau to recruit the right person to the right job?

a) Yes   ☐   b) Sometimes   ☐   c) No   ☐

3	Note: Strongly agree: 5, agree: 4,Neutral: 3, disagree: 2 strongly disagree: 1					
	Question					
1	Your bureau is able to attract suitable applicants to fill vacancies.					
2	The current wage attracts the best recruits for the various posts.					

4. Is the selection criteria set by the Civil Service Agency manual useful?

a) Yes ☐   b) No ☐

5	Note: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1					
	Question	1	2			
1	Selection is based on merit only.					
2	A candidate can influence the decision to be selected.					
3	An outsider can influence the decision to be selected.					

IV. Training & development

6	Note: Strongly agree: 5, agree: 4,Neutral: 3, disagree: 2 strongly disagree: 1					
	Question	1	2	3	4	5
1	The training organised by the Capacity Building & Civil Service Agency improve functioning of your department.					
2	Training is effective in improving regional government's performance in service delivery.					
3	Training is effective in motivating employees.					
4	Within your office, there is equal access to training employees.					
5	Selection for training is based on a proper need assessment.					

V. Performance Appraisal

7	**Note**: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1					
	Question	1	2	3	4	5
1	The civil servants understand the purpose of Result Oriented Performance Appraisal system.					
2	Performance appraisal has improved the performance of the regional government.					
3	The working environment in your office facilitates the appraising of performance.					
4	Employees feel happy by the results of appraising their performance.					
5	Department heads feel happy of the results of appraising their performance.					
6	A positive performance appraisal leads to rewards					
7	A negative performance leads to a sanction					
8	There is transparency & continuous follow up when evaluating employees.					
9	There is a strong link between outcome & reward in your office.					

IV. Reward System

8	**Note**: Strongly agree: 5, agree: 4, Neutral: 3, disagree: 2 strongly disagree: 1					
	Question	1	2	3	4	5
1	The regional governments have the capacity to put differences in salary structure.					
2	The uniform salary structure attracts different skills and professionals.					
3	There is a reward system based on performance in your office.					
4	Is the current salary structure improving service delivery?					

9. Is support from Civil Service Agency sufficient?

a) Yes ☐   b) No ☐

THANKYOU

Annex C. Respondents

Sectors	HRM officers	Department/Sections			Total
		Training	Reform & Gender Planning	Inspection, Finance, Documentation	
CSA	2	3	2	3	10
Agriculture	3	2	2	3	10
Health	3	2	2	3	10
Education	3	2	2	3	10
Finance	3	2	2	3	10
Total	14	11	10	15	10

Source: Data collected by Author

Annex D. Performance of Bureaus

Do you believe that the following activities are performed as expected at each level? Strongly agree:5, agree:4, Neutral :3, disagree:2, strongly disagree:1						
Grade	1	2	3	4	5	Total
HRM function			**Woreda**			
Recruitment	10	10	60	20	0	100
Selection	10	10	70	10	0	100
Promotion	20	10	50	20	0	100
P.assessment	20	20	60	0	0	100
			Zone			
Recruitment	0	10	60	30	0	100
Selection	0	10	60	30	0	100
Promotion	0	10	70	20	0	100
P.assessment	0	30	40	30	0	100
			Region			
Recruitment	0	0	20	50	30	100
Selection	0	0	20	60	20	100
Promotion	0	0	30	50	20	100
P.assessment	0	10	40	40	10	100

Source: Data collected by Author

Annex E. Assessment of CSA support in the bureaus

(Response from CSA)

Item	Alternatives	Percentage
Do you think that CSA can adequately support the HRM functions in the bureaus?	Yes	60
	No	40
Total		100

Source: Data collected by Author

Annex F. Assessments of CSA Support for sectors

(Response from Sector Bureaus)

Item	Alternatives	Percentage
Is support from Civil Service Agency Sufficient?	Yes	15
	No	85
Total		100

Source: Data collected by Author

Annex G. (Telephone interview)

Getachew Metaferia, Organisation and Job classification Team Leader, Awassa, 15-10-2008. Ethiopia. (CSA)

Shimels Debele, Head of Statistics and Documentation division, Awassa 15-10-2008. Ethiopia. (CSA)
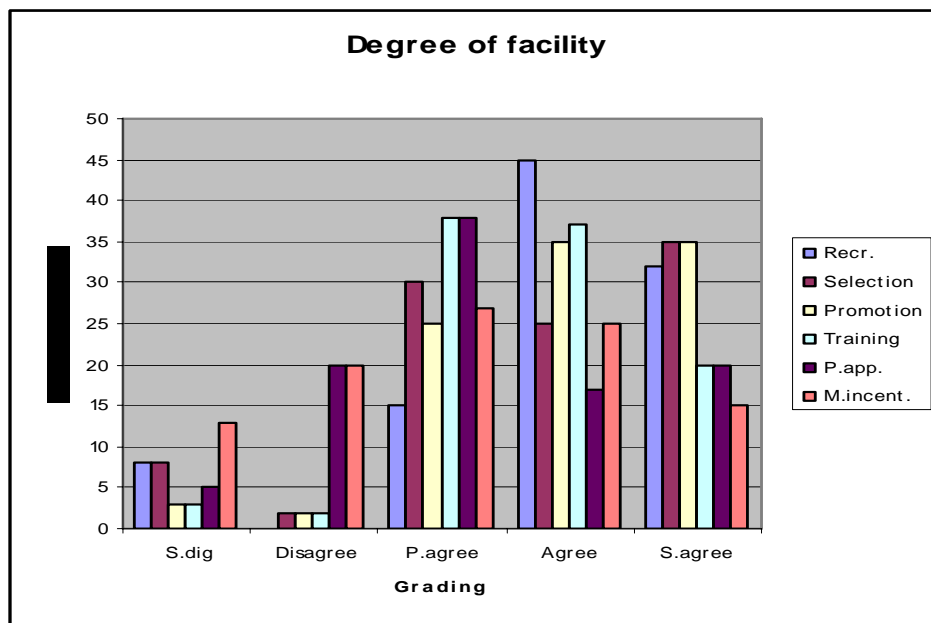
Annex H

Figure 3. CSA (Response on decentralisation)

Degree of facility
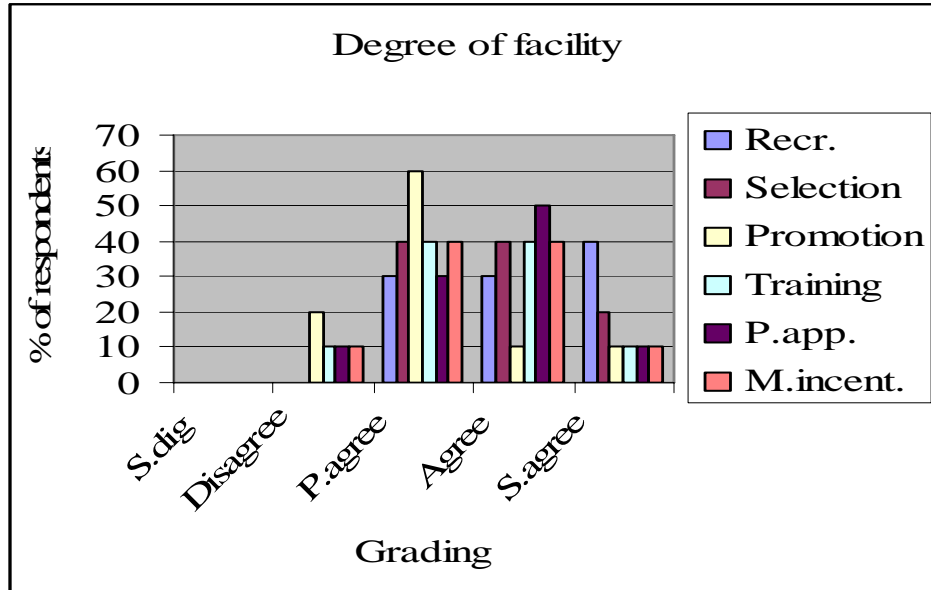
Source: Data collected by Author

Annex I

Figure 4. Sectors (Response on decentralisation)

Degree of facility

Source: Data collected by Author
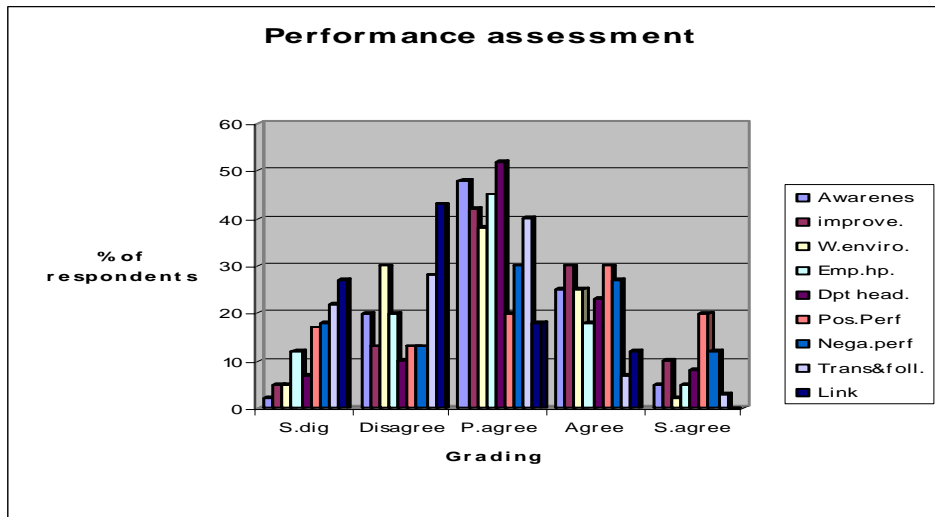
Annex J

Figure 5. Response on ROPA by CSA
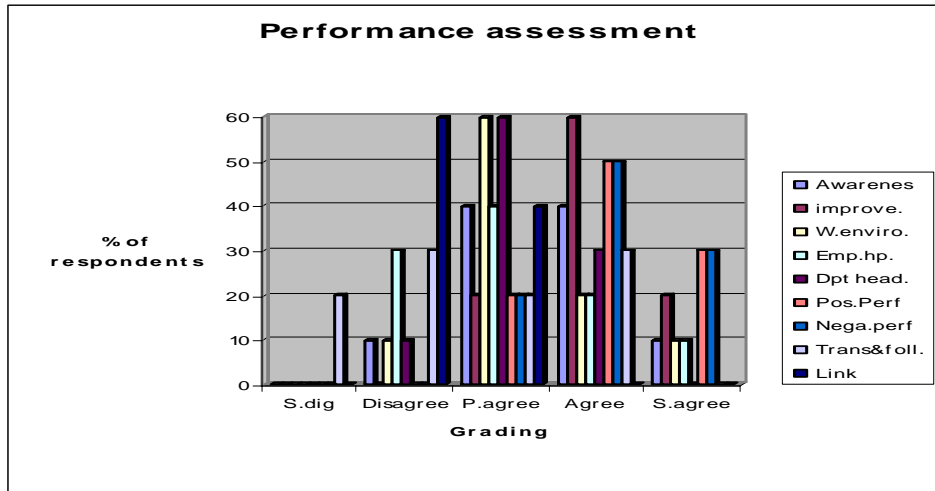
Source: Data collected by Author
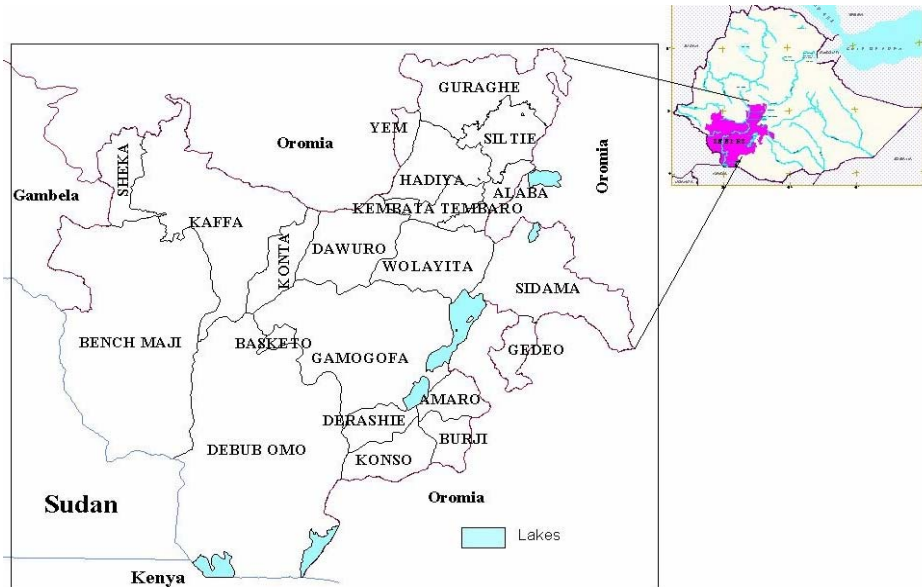
Annex K

Figure 6. Response on ROPA by Sector Bureaus

Source: Data collected by Author

Annex L

Map 1 Map of SNNPRG

Source: BOFED, 2008

Profile

Location: Southern part of Ethiopia

Capital: Awassa

Topography: 500-4500m, above sea level

Climate: warm, mild

Population: 13,293,000

Working Language: Amharic

Distance from Addis Ababa: 275 KM.

Source: http://mfa.gov.et/online