St. MARY'S UNIVERSITY COLLEGE

FACULTY OF BUSINESS

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ASSESSMENT OF TRENDS OF HUMAN RESOURCES MANAGEMENT: THE CASE OF MISHA WOREDA, HADIYA ZONE, SNNPR, ETHIOPIA

BY

ERMIAS BONKOLA

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Abstract

Human resource management is the most important thing in the process of development but empirical studies indicate that civil servants in developing countries are usually overlooked and mistreated due to lack of good management. The objective of the study was to assess nature of human resource management the performance of Misha Woreda in terms of decentralized HRM capacity building since 2002. Data for this research were collected from primary sources with the help of questionnaires, interviews and focus group discussions. The study was conducted in one selected Woreda. The total sample size of the research was 87, and 7 experts and 18 civil service committee members were also approached to supplement the responses to the questionnaires. To achieve the objective, related literatures on the subject have been examined. The findings of the study indicates that decentralization of HRM gave councilors discretionary powers to recruit, promote, dismiss and discipline the Woreda civil servants without prior approval by the RCSC, Zonal and Regional bureaus. The RCSC has reserved some sensitive powers to itself. Among these Classification and reclassification of positions, abolition and merger of offices, enhancement of grades are most rated. The capacity of both civil servants and councilors is too weak to successfully accomplish the delegated powers and responsibilities and enhance good governance at the Woreda level. In addition; some offices are found unmanned which have increased the workload of the rest of the employees. There are no HRNA, training impact assessment and central personnel data base which are basic for systematic planning and forecasting of manpower. Among the recommendations made to solve problems are the importance of delegating some powers and responsibilities to Woredas, the establishment of Civil Service Commission and Administrative Tribunal, the necessity of HRNA and training impact assessment, and the use of technology and central personnel data base.

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Acronyms

BPR	Business Process Re engineering
CSRP	Civil Service Reform Program
FDRE	Federal Democratic Republic of Ethiopia
FGD	Focus Group Discussion
HRM	Human Resources Management
HRNA	Human Resources Need Assessment
ICT	Information Communication Technology
JSRP	Justice Service Reform Program
RCSC	Regional Civil Service Commission
SMART	Specific, Measurable, Achievable, Reliable, Time bound
SNNPR	Southern Nation National and People's Region

CHAPTER ONE

1. Introduction

1.1. Background of the Study

The concept human resource management refers to administration of people. Human resources management has different usage in different countries. In Britain, the term used to explain a field of people's management that deals in the areas of skill, organizational behavior and personnel

management (Storey, 1995; Ivancevich and William G.1989). The term personnel/human resource management can be used interchangeably and can be defined as a function of organization for effective utilization of employees to achieve organizational and individual goals (Ivancevich and Williams G., 1989).

Regarding to Human resource management, studies indicate that civil servants in developing countries are usually overlooked and mistreated. There is misuse of power, and neglect of civil service rules and regulations in the areas of recruitment, promotion, discipline, transfer…etc. by local authorities, which hampers good governance. Appointments of personnel in most important positions are based on political loyalty, which is against the merit principle. Performance evaluations are not based on objective reality (Kassahun and Aklilu, 2000).

The same situation is in Ethiopia particularly in meddle and lowest administrative levels. For example, mass evaluation (Gimgema) criteria for the government offices in Ethiopia usually are high degree of politicization of the evaluation system. For instance the usual criteria are free from corruption; readiness and attitude for changes and leadership capacity; professional ethics; efficient utilization of time and other resources; consistent preparedness for job, presence of initiation for work, confidentiality, indiscrimination, and voluntarism and readiness to accept missions. As a result, this reduces employees' confidence, job security due to arbitrary and mass dismissals, career development, the rightful prospects of promotion and increases the chances of punishment. All these create frustration, resentment, anxiety, and suspicion among the civil servants and between the politicians and the employees (Kassahun and Aklilu, 2000).

This, no doubt, will have a major bearing on good governance and development that the Government is trying to bring. Ethiopia has decentralized its civil service system in line with the federal arrangement. In order to deliver adequate and quality service to the people and successfully implement the delegated powers and responsibilities, the civil service at all levels of administrative echelons requires capable, trained and motivated civil servants. However, decentralization of power to regions is not accompanied by the supply of enough number of trained and skilled personnel to implement the delegated authority. Thus, the critical challenge for Ethiopia's decentralization in general is lack of skilled, well-trained and adequate civil

service. Different researches indicated that the shortage of trained and adequate personnel is severe at woreda level administrative hierarchies (Kassahun and Aklilu, 2000).

As the powers and responsibilities over HRM functions, shifted pattern and structure of the civil service will be changed to handle the decentralized powers and functions. The legal establishment of different civil service committees on recruitment, promotion, discipline transfer, training is indication of participation of employees in their service affairs, but an observation of the real powers and mandates of these committees (which are nominal) shows the presence of excessive interference of authorities that make committees subservient to the interests of the executives. The effectiveness, efficiency and independence of grievance handling and inspection units and the regional administrative tribunal for hearing employees' grievance are very important for the prevalence of justice and good governance within the civil service, which in turn affect the service delivery.

Therefore, this paper intends to provide insights into trends in the study Woreda about human resource management, and aspects relating to human resource capacity building.

1.2. Statement of the Problem

Since 1992, Ethiopia has been implemented decentralization as a major agenda and an instrument for rapid social, political and economic development. Ethiopia has decentralized powers and functions to regional/national states by issuing Proclamation No. 7/1992, Proclamation No. 33/1992, and Proclamation No. 41/1993. Furthermore, the 1995 FDRE constitution and regional constitutions have recognized different levels of administrative levels.

However, most regional states failed to further push decentralization to lower-level administrative units and, therefore, some argued that powers and resources are still concentrated at the regional bureaus. In other words, the decentralization of real powers and resources is still away from the local people (Asmelash, 2000). Though the government of Ethiopia has entrusted the legal framework and regions and woredas have been vested with a considerable amount of powers and functions, decentralization has not yet resulted in local government exercising full

autonomy and authority in decision making. Woredas continue to depend on zonal and regional governments (MOCB, 2003, and WB, 2001).

Although most regional states failed to further decentralize decision-making power including human resource functions to the Woreda administrations, recent initiatives and endeavors by some regional states is good. Nevertheless, little has been researched on the decentralization of Personnel/ HRM functions and the attendant impacts on local governance. In this regard the attempt made by scholars like Meheret and Paulos (2000) and Kassahun and Aklilu (2000) Yigremew (2001), Getachew (1997) and Tegegn and Kassahn(2004) are praise worthy.

Critical problems that HRM functions are shortage of qualified manpower to effectively interpret and implement the rule and directives; higher labor turnover; lack of implementing capacity; deterioration of employee morale; lack of strong monitoring and evaluation mechanisms; financial constraints and delayed budget release; deterioration of sense of responsibility and accountability, extreme shortage of office equipments and offices; duplication of works etc.

The above mentioned negative consequences of the hurried decentralization of HRM functions were compounded by(1) the absence of effective controlling, inspection and grievance handling mechanism, and(2) the high intervention of politicians in the redeployment activities. These problems are resulted in the weakening of the rule of law, created opportunity for contravening employees' legal and constitutional rights and generally deteriorate the endeavor for successful human resource decentralization and good local governance (MOCB, 2003).

Although Woredas are legally empowered aspects of human resources functions like recruitment, promotions, demotions, discipline, dismissal, etc, the shortage of skilled manpower in all sectors, including the lack of capacity of Woreda council members and civil servants, and the absence of sound controlling, regulatory and accountability mechanisms are deteriorates local level governance.

1.3. Basic Questions

To investigate the above-mentioned problems, the study attempts to answer the following basic

questions.

1. How far power and functions are delegated to Woredas with regard to human resources functions?

2. What is the performance of Woreda with regard to recruitments, promotions?

3. Is there discipline, dismissals, grievances handling, etc after the decentralization of human resource functions without central control or prior approval?

4. What measures have been taken to upgrade the capacity of civil servants and councilors at the Woreda level?

5. Are there instances of violation of rules and procedures which is against the merit system?

6. Does the system of grievance handling and inspection units work effectively? If not why?

1.4. The Objectives of the Study

This paper intends to provide insights into trends in the study Woreda about human resource management, and aspects relating to human resource capacity building. The major objective is to assess the performance of the Woreda in terms of HRM and capacity building in post–2002 decentralization.

1.4.1. The specific objectives of the study are to -

1. Analyze the real powers, responsibilities, and performances of the Woreda after the decentralization of human resource functions since 2002.

2. Examine measures taken to upgrade the capacity and skill of civil servants and councilors (training programs, workshops etc), so that they could perform well and be ready for the challenges of decentralization;

3. Explore the state of manpower resources in the Woreda;

4. Critically examine whether there are institutional mechanisms for appeal by aggrieved individuals(parties),so that statutory protection of Woreda government employees (civil servants) can be provided and that rule of law and accountability can prevail;

1.5. Significance of the Study

This study will provide information on decentralized human resource function in empowering Woreda when it accompanied with sound accountability and regulatory mechanisms; defending

and protecting statutory (legal) rights of employees that helps to nurture local democracy and good governance; in human resource capacity building and governance at local levels.

1.6. The Research Design and Methodology

The method of this research is survey. It is partly exploratory and descriptive. The study uses a combination of qualitative and quantitative data collection tools. While the first is chosen for its convenient to help identify the nature and reasons (causes) of problems and their consequences, the second helps for quantification of certain variables in a study population.

1.6.1. Sampling Procedures

There are 10 Woredas and 1 town administration in Hadiya Zone,SNNPR; of these Misha Woreda were selected as a study area. The reason for selecting the Woreda is that the researcher had some experiences in the area about the problem during his working time in the woreda as officer. For the sake of homogeneity, the study population in the Woreda were grouped or stratified into two. These are government employees and political officials. The first is taken as a homogenous group since they are all permanent and accountable to the elected officials. Civil service rules, directives and regulations also govern them. The second group, political authorities, is also believed to be a homogenous group in that they are elected and appointed officials who are directly accountable to the people and their party. As they have also similar political affiliation, all members of this group were taken as a sample that deserves different treatment and interventions

1.6.2. Sample Size

After the classification of the study population into two groups, the first group 80 civil servants were taken as respondents using simple random sampling techniques. Accordingly, the names of the Woreda's civil servants were listed and samples drawn using the 'lottery' method of selection. The second group 7 political authorities were taken. In addition, interviewees 7 were selected one from each pool in the woreda. Furtherer more, two Focus Group Discussions were held 18 with members of civil service committees in the woreda.

1.6.3. Data Gathering Tools

Multiple data gathering techniques were used to collect data from the study area. Thus, Questionnaires, unstructured interviews, focus group discussions and document analysis were employed to gather data.

1.6.4. Statistical Tools

After collecting primary and secondary data using multiple data gathering techniques, statistical tools like ratio, mean and percentage have been employed in this study for the simplification and interpretation of the data.

1.7 Scope and Limitations of the Research

In terms of area, the study covers only one selected Woreda, Misha Woreda of Hadiya Zone in SNNPR. The reason is that in the presence of financial and time constraints. In addition, in this research there is no intention to address all aspects of HRM decentralization, capacity building. Only some aspects of human resource functions namely, recruitment, promotion, discipline, grievances handling, dismissal, evaluation, transfer and training (capacity building) were thoroughly addressed.

1.8. Organization of the Paper

This paper is arranged under six chapters. The first chapter is an introductory part, including background, statement of the problem, objective, significance, methodology and scope of the study. The second chapter is literature review. The third chapter devoted to the background of the study Woreda. The fourth chapter deals with the discussion of the findings. Fifth chapter deals with summary of the study conclusions and recommendations. At the end, there are references, and a few annexes.

CHAPTER TWO

2. Review of Related Literature

2.1. Definitions

2.1.1. Meaning Decentralization

Decentralization is a major governance theme in recent years that form an item in reform agenda and has too many definitions. However, common definitions made by different writers are focused in this definition.

According to Liou (2001), decentralization is transferring authority and responsibility from the central government to field units or agencies, corporations, nongovernment and semi-autonomous public authorities etc to plan, manage, raise and allocate resources. It is the devolution of resources, tasks and decision-making powers to lower-level authorities, which are elected and independent of the central government.

Nsibambi (1998) generalized decentralization as de-concentration or delegation of authorities to field units of the same department or devolution of authority to special statutory bodies or local government. It is important to distinguish the types of decentralization since they have different characteristics, policy implications and conditions for success.

A. **Political decentralization**: aims to empower citizens or their elected representatives by giving more power of decision-making. Political decentralization is usually based on constitutional reforms, the development of multi-party politics, the presence of strong legislatives and the encouragement of effective public interest groups (WB,1997).

B. **Administrative decentralization**: is the sharing of authority and responsibility between Headquarters and field offices. (Meheret, 1981; Vander Loop, 2002). It aims to redistribute authority, and resources among different levels of government. The three major forms of administrative decentralization are - deconcentration, delegation and devolution.

C. **Fiscal decentralization:** is the transfer of decision making power and responsibility to raise adequate revenues.

D. Economic decentralization: is the shift of responsibility from public to the private sector. It is the complete form of decentralization (Andrew, 1989).

2.1.2 Human Resource Management

According to Storey (1995), the term HRM is controversial due to variability, ambiguity and contradictions of meanings and values attached to it and one could find similarities and differences between personnel management and HRM (Storey, 1995). It is agreed that the concept human resource management refers to administration of people though it has different usage in different countries. In Britain, the term used to explain a field of people's management that deals in the areas of skill, organizational behavior and personnel management (Storey, 1995; Ivancevich and William G.1989). The term personnel/human resource management can be used interchangeably and can be defined as a function of organization for effective utilization of employees to achieve organizational and individual goals (Ivancevich and Williams G., 1989).

HRM comprises of a broad range of functions and activities like job analysis and design, staff selection and recruitment, career and succession plans employee transfer, promotion, training, performance evaluation, remuneration, appeal and grievances handling, human resource planning, safety and health, equal employment opportunity etc (Getachew, 1997; Ivancevich and Williams G., 1989).

2.1.3 Human Resources Capacity

There are terms like 'capacity' and 'capability' which are often confusing and misunderstood, Capacity refers to the overall ability of groups and individuals to actually perform their assigned responsibilities. It includes the capability, the overall size of tasks, resources, and frameworks within which they are discharged. Capability, on the other hand, refers to the individual's or group knowledge, skill, and attitude and their competence that is necessary to accomplish their assigned tasks and responsibilities. It is a critical element of capacity and one major determinant of efficient and effective performance (Franks, 1999; and Hussein, 2003).

Turner and Hulme (1997) defined capacity as the process of identifying and developing the management skills that help to address policy problems; attracting, absorbing, and managing financial, human and information resources; and operating programs effectively, including evaluating program out comes to guide future activities (Turner and Hulme, 1997).

Capacity building or capacity development is an integral part of the decentralization process. Is a continuous process aims to increase individuals as well as organizational abilities to help them solve problems, achieve the set objectives and sound performance. It focuses primarily on human resource development mainly through training and education (Horton et al, 2003; Franks, 1999). In this regard, the major focus of capacity building in Ethiopia is on human resource, procedures, systems, and institutions (Tegegn and Kassahun, 2004). Capacity building is also an issue of sound governance, bureaucratic transparency and accountability, and empowerment of citizens at all levels (MOCB, 2003).

2.2. Options in Personnel/Human Resource Decentralization

Human resource decentralization can be classified into three typologies (Lubanga, 1998). This are-

1. The separate personnel system: In this system local governments have the final and decisive power to hire, fire, promote, punish their employees .They have also the power to abolish offices in their jurisdiction or local public services. On the contrary, although the Chinese civil service system is unified, each government office has the responsibility to establish job categories, job descriptions, define the responsibilities and qualifications required for each job as the base for recruitment, promotion, training, etc (Zhu, 1995). The separate personnel system seems more appropriate for countries that are exercising decentralization, especially in the form of devolution. In this situation decentralization, if properly implemented, empowers local governments and may promote good governance. A separate personnel system offers more opportunity to district councils and civil society to monitor, evaluate, reward and sanction local government authorities (Lubanga, 1998).

2. The unified personnel system: In this case, the local officers are appointees of the central government. A national or local government Civil Service Commission takes promotions, demotions and disciplinary measures. Local governments have the right to employee human resources but all staff is organized uniformly under national or local government CSC or Board. Officials who opted for the unified human resource management system argue that, it would provide officers (employees) with job security and insulate them

against the arbitrary measures of the local politicians. Proponents of unified human resource system argues that this system affords local employees the opportunity to be transferred from one local government to another and provide a better career path that is absent in the separate human resources system. But, different stakeholders have different outlook about human resources decentralization based on the opportunity and threats it presents to them.

3. The hybrid personnel system: This is mostly exercised in developing countries by blending the above mentioned two systems. It must be clear that the question of deconcentration, delegation or devolution HRM functions to the lower level units can be determined by several factors.

According to the WB (1997) study, the twin tasks of local capacity building and designing sound coordinating mechanisms are critical factors that determined the level and degree of decentralization. In other words, the availability of local capacity to effectively discharge powers and responsibilities and the existence of efficient and effective coordinating instruments will determined the scope and extent of decentralization of HRM functions to sub national governments. For instance, the presence of legal and constitutional frameworks to protect the employees from victimization and curb the irregular and unlawful practices is critically important. In addition to vibrant civil society organization and watchdog institutions, it is possible to establish grievance handling units and autonomous and independent Administrative Courts to guard the institutional rights of employees at the appropriate levels of administrative hierarchies.

With regard to local capacity building, the WB country study indicated that creating institutional and legal framework and strengthening personnel management capacities are very critical for successful decentralization of HRM functions. Furthermore, decentralization of HRM functions will be succeeded where there are adequate financial and managerial capacity at the local level (WB, 1997).The study concluded that a unitary HRM is appropriate where there are shortages of skilled man power at the local level but with great caution not to curtail the management options of local stakeholders(ibid). Centralization and decentralization is not an either or question. Ratherit is a question of degree. Both systems have their own advantages and disadvantages.

2.3. Building Local Human Resources Capacity for Decentralization

Since decentralization comes after decades of tight central control, the scope and pace of decentralization in developing countries are issues of concern. The major critical problem is weak administrative capacity at local level. According to the WB(1992),there are three solutions to mitigate such problems(WB,1992:21-22).These are(1) strengthening the institutional and human resource capabilities of local governments by increasing the efficiency and effectiveness of previous training programs; (2) strengthening the institutions and coordinating capacity of local government administration; and(3) strengthening the oversight function of national government. Thus, capacity building is the most critical factor for effective local governance. Although it is well recognized that capacity building is not a remedy for all problems, it can support the decentralization program at local levels.

It strengthens the efforts to sustain development made at district level and helps to train human resources including a district council member. It is seen as a 'missing- link' in development (Henock, 1998:79). It entails both skill enhancement and institution building.

Capacity building must be continuous to ensure sustainability of changes and strengthening the new roles responsibilities given to local governments (Ndorukwigria, 1998:91). According to Franks (1999) cited Alaerts et al. Capacity building includes the creation of an enabling environment with appropriate policy and legal framework, human resource development and strengthening ofmanagerial and institutional development (Franks, 1999).

Building human resources capacity including local councilors to have strong competence for effective performance requires the presence and implementation of effective policies and procedures etc. In this case sensitization and training programs at local level can help enhance the capacity of local level bureaucracy and politicians (Lubanga, 1998: 84- 85). However, inadequate access to resources, like finance, qualified personnel and other resources can be cited as the most crucial constraining factors for capacity building efforts at local levels. Yigremew (2001) cited Cheema and Rondelli argued that most countries who are implemented decentralization encountered all kinds of skill shortage and the lack of coordinating and controlling capacity at sub-national units (Yigremew, 2001: 105). Before decentralization, local governments must be strengthened to help discharge their new responsibilities.

Experiences of decentralization in some Asian, Africa and Latin American countries and result of the woreda study in Ethiopia by the WB indicated the shortage of skilled manpower in the areas of budgeting and accounting at the woreda level (WB, 2001: ii). The lack of trained personnel and leadership, particularly in rural areas, are critical constraints for successful decentralization. Decentralization policies require technical skills and organizational capability, which are actually scarce at lower- level units. Hence, support from the central government is an important precondition for successful decentralization policy (ibid: ii). However, researchers like Kefyalew(1990) argued that all problems are not directly related to training and cannot be cured by training. Improper job design and 'over loaded jobs' are, for example, cited as reasons that lowers performance (Kefyallew, 1990).

However, governments should endeavor to build the capacity of lowerlevel employees and councilors if they need to empower and bring good governance. By doing so, governments can implement development policies and can sustain the results gained. To achieve the objectives of promoting development and good governance, capacity building is a major tool. Building the capacity of both district employees and councilors is and important measure through training, sensitization programs, workshops etc. But identifying the training needs of districts or human resources need assessment (HRNA) should be given priority. The targets of capacity building should be both civil servants, appointed and elected officials. The experience of Uganda indicated that sensitization, induction and orientation seminars and workshops about policies, new institutional frame works and their relationships and the emerging centre-local linkages could be approaches for capacity building (Lubanga, 1998).

As it has been discussed earlier in this paper, capacity building is not a panacea for all ailments. But, the assumption is that, most local problems, particularly problems in public service delivery, can be reduced through capacity building and this in turn enhances good governance at local level. To implement socio-economic development plans and policies, Meheret (1995) argued that adequate and capable labor forces are crucial factors at regional and local levels. Unfortunately, Civil servants found at the local level have insufficient experience and skill to successful shoulder the challenges of decentralization.

Unfair distribution of trained man power, critical shortage of manpower in some areas such as engineering, management, nursing, medicine, accountancy and town and municipal administration characterized local governments in Ethiopia (Meheret, 1998:17).Van der loop cited Poland (2002) commented that the two constraining factors of Ethiopian's decentralization are shortage of trained and experienced manpower and scarce financial resources. In addition, lack of coordination, monitoring and follow-up systems are cited as the major handicaps to effective decartelization in Ethiopia (Van der loop, 2002).

In addition to the above-mentioned constraints that faced districts, the writer mentioned his concern about district councils serving as field agents of the regional state, which can have negative consequences over their independence and autonomy. District councils have also serious capacity constraints to discharge their responsibilities (ibid: 18).According to Shin (2001) appropriate timing and capacity building (Institutional, personnel, fiscal and information capacities) are the most crucial factors for successful decentralization at local levels (Shin, 2000).

With regard to the importance of HR capacity, Shin (2001) emphasized the necessity of the central government support to local governments by providing training and technical assistance. He explained further the need of long-term personnel capacity building program as follows: Effective recruitment standards, monitoring and performance Systems, a better pay and incentive training and retraining programs that are tailored to specific needs of local governments are the most critical factors to strengthen human resources capacity at local levels (Shin,2001: 1097). The emphasis for local level training is not to neglect the role of other factors for successful decentralization. Capacity building will bring success together with other elements like the presence of adequate resource and its utilization, rule of law, mutual trust, and the presence of vibrant civil society organization etc at local level.

CHAPTER THREE

3. Background of the Study Area

3.1. Background Information of the Misha Woreda

Misha woreda is found in Hadiya Zone [1], in the southern Nation Nationality and peoples Regional state (SNNPR) of Ethiopia. Misha Woreda is one of 9 woredas and Town administration in Hadiya Zone, SNNPR. These are Limo, Soro, Badawacho, Shashogo, Duna, Gibe, Mirab Badawacho, Gombora, Anlemo and Hosanna Town Administration.

3.1.2. Location of Misha Woreda

Misha Woreda, is located at the outskirts of the great Ethiopia rift valley at the western fringe in the northwestern part of SNNPR. The Woreda is principally a component part of the North Western highlands of Ethiopa (Solomon, 2008; cited in Tamirat, 2012). The Woreda foud in the middle of Hadiya Zone that situated at 7° 3' 19" - 7° 56' 1" north latitude and 37° 23' 14" - 38° 52' 13" east longitude (HFEDB, 2009) and is fully situated north of the equator. It also is found east of the prime meridian. Because of the Woreda's situational location is at tropical high land climatically it resemble mid-latitude countries. GMT time in the Woreda is +3 hours. The wereda is found in an area of average altitude, of about 2143 m above sea level[2].

3.1.3. Climate, Temperature, Rainfall and Relief

The Woreda is fully situated north of the equator. It also is found east of the Prime Meridian. Because of the situational location at tropical high land, climatically it resembles mid-latitude countries. Therefore, it is greatly influenced by location factors. Climate as a weather condition or average conditions of weather of a place it includes temperature and rainfall. Climate influence human activities, distribution of vegetation and the way of life of people. Rainfall distribution in the Woreda is seasonal. The amount of rainfall receives ranges from 156.32mm.to 468.97mm. The rainy season lasts from June to August. This season is called "Hagayee"in

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[1] "Hadiy zone, owes its name from its inhabitants, Hadiya people. Historically, Hadiya was a powerful vassal kingdom of Ethiopia that had marital ties with many of kings that ruled Ethiopian Empire. The earliest record indicates that present of Hadiya people dates back to 13th century AD. The old Hadiya kingdom covers large area apparently on both sides of the Rift valley. Much of these area is presently inhabited by several linguistic groups which either descended from the Hadiya proper or people of heterogeneous ethnic that absorbed substantial proportion of the inhabitants of old Hadiya Kingdom" (Solomon,2008; cited in Tamirat, 2012). Presently, the Hadya zone is much smaller territory and is one of the 13 zones and 9 special woredas in the region

[2] http://www.fallingrain.com/world/ET/54/Morsuto.html

Hadiiyissa.

Temperature data obtained from Hosanna metrology station gives 22.54°c. Annual mean-maximum temperature, mean-minimum annual temperature is 10.54°c. This shows the temperature in the Woreda is moderate except in very low points. Then the Woreda experiences medium temperature or the climate in Misha woreda is mild tropical highland type.

Relief of the Woreda is consisted of high and low lands with small plane lands, and valley at the courses of major rivers. The altitudinal variation between the average highest peak and the lowest point in the Woreda rages from 2940 at Tulla Kebele in the woreda to 800m.

Regarding agro-ecological zone, about 60% is daga, 30 % is woina –dega and about 10% is Kola. Dega is agro ecological zone at an altitude that range from 2500m to 3500m above sea-level and Kola as climate or agro-ecological zone and ranges between altitudes 500m to 1500m. above sea-level. The third one is woina–dega with its medium elevation and moderate climate. It occupies land relief with an altitude ranging between 1500m. and 2500m. above sea level.

3.1.4. Soil Types in Misha Woreda
As usual in most of high land Ethiopia, the dominant soil type in Woreda is largely derived from volcanic rocks by weathering process. Some limited topical studies carried by FAO and MOA indicates widely distributed soil type in the Woreda is Nit soil and Chronic Luvisoil, which are clay in nature. These soils are well drained in high land and the soil is affected by erosion and continuous cultivation. To recover the fertility of the soil in Misha woreda community, government responsible department and some NGOs are acting besides retaining fertility of the soil.

3.1.5. Education
Education is a lifelong process. It is the best tool to achieve the highest quality of life and to attain advanced stage in science and technology. Educational organization in different level plays a great role in speeding up the social well-being and economic growth of any nation, region and even zone. Education is the most important and vital for social, cultural, political and economic development of any people. The quality of education is determined by availability of textbooks, furniture, classrooms, and well-trained teachers…etc. The above mentioned quality indicator in

Hadya zone are on the way of progress beginning from kindergarten level to secondary school.

3.1.6. Economic Activities

In developing countries including Ethiopia primary economic activity particularly agriculture is the most widely distributed and predominant .The same it is true in SNNPR including Misha Woreda, Hadya zone. It is the basic livelihood for the people that engaged in crop production and animal rearing. Most crops grown in the Woreda is subsistence level for domestic consumption by rain fed farming system. The major crops grown are cereals such as wheat, sorghum teff, maize and sorghum .Enset[3] is also another plant using for subsistence (HCAMO, 2010).

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[3]Enset (*Ensete ventricosum*) aso known as false banana "is the main crop of a sustainable indigenous African system that ensures food security in a country that is food deficient. Enset is related to, resembles the banana plant, and is produced primarily for the large quantity of carbohydrate-rich food found in a false stem (pseudostem) and an underground bulb (corm). More than 20 percent of Ethiopia's population (more than 10 million people - the precise number of enset users is unknown), concentrated in the highlands of southern Ethiopia, depend upon enset for human food, fiber, animal forage, construction materials, and medicines" http://www.aaas.org/international/africa/enset/intro.shtml

CHAPTER FOUR

4. Presentation and Analysis of Data

This part of the study deals with the presentation and analysis of data gathered through the instruments of data collection, namely: questionnaires, interviews and focus group discussions with the Woreda civil servants, councilors and executive members, knowledgeable experts and members of the civil service committees. In addition, data for this study came from official document analysis and observations.

4.1. Characteristics of Respondents

Generally, four groups of respondents were involved in this study. These include: Woreda permanent civil servants (N=80), Woreda councillors and executive members (N=7), members of civil service committees (N=18), and experts at the Woreda (N=5) and zonal (N=2) levels. Among the total participants 6 3 or (56.25%) were males and 49 or (43.75) were females. The age distribution of the councilors and executive members ranged from 31-40 years constitute 71.4 percent. Likewise, the age category of civil servants ranged from 31-40 years constitutes 46.3 percent. 28.8 and 28.6 percent of civil servants and councillors have working experience of 6-10 and 13 years respectively.

4.2. Demographic Characteristics of the Respondents

As can be seen from Table 4 below, from the total civil servants involved in the study (questionnaire respondents), 43 or (53.8%) and 37 or (46.3%) were males and females respectively. From the total number of councillors and executive members, there is none existence of females. One can see that there are still a gender gap in the decision making power between men and women in the district. Out of 7 or (100%) councillors 14.3 percent are below 30 years old; 71.4 percent are in the age group of 31 to 40 years and the rest 14.3 percent are between 41 to 50 years. Therefore majority of councillors and executives and civil servants are about 3 5 years old and young and energetic. Those civil servants aged 51 and ab ove constitute 12.5 percent.

Table4.1 Demographic Characteristics of Respondents

Characteristics	Civil servants(N=80)		Experts (N=7)		CSC. members(N=18)		Councilors (N=7)	
No.	No.	%	No.	%	No.	%	No.	%
1. Sex								
1.1 male	43	53.80	6	85.70	8	44.44	7	
1.2 female	37	46.20	1	14.30	10	55.56	-	
2. Age/in years/								
▪ **18-30**	16	20.00	-	-	6	33.33	1	
▪ **31-40**	37	46.30	2	28.57	11	61.10	5	
▪ **41-50**	17	21.30	5	71.43	1	5.56	1	
▪ **51and above**	10	12.50						
3.Level of Education								
▪ **BA and above**	6	7.5	1	14.3	1	5.56	1	
	27	33.75	3	42.86	3	16.67	3	
▪ **Diploma**	40	50	3	42.86	13	72.22	3	
▪ **12gradecomplete**	7	8.75	-	-	1	5.56	-	
▪ **Other**								
4. work experience (in years)								
▪ **21 and above**	13	16.25	3	42.86	4	22.22	22.2	
▪ **16-20**	12	15	3	42.86	5	27.78	2	
▪ **11-15**	14	17.5	1	14.3	9	50.00	27.7	
▪ **6-10**	18	22.5	-	-			8	
▪ **5 and below**	23	28.75	-	-			50.0	

Source; own survey, 2012

The study indicated that a large majority (85.7%) of councillors and executive members are below the level of first degree which may indicate the lack of capacity among councilors and executive members of the district to effectively implement their powers and responsibilities delegated to them. Perhaps, their work experience and political loyalty may have role in the appointment of officials on different positions. On the other hand, as high as 50 percent of civil servants are 12 grade and only 7.5 of them committees at are degree holders. Generally, it is possible to conclude that for civil servants, councilors and appointees and civil service committee members, it is very difficult to accomplish successfully the duties and responsibilities delegated to the Woreda. Therefore, the woreda government should give priority to upgrade skills and educational levels of both civil servants and politicians if decentralization is to bear the expected fruits.

4.3. Description and Analysis of Powers and Responsibilities of woredas with Regard to HR

The SNNPR civil servants proclamation No.74/2002 is the basic proclamation whereby the RCSC has delegated HRM functions to each government office. It paves the way for the decentralization of HRM functions and powers to woredas found in the Region. Generally, the proclamation has 12 parts and 91 Articles.

4.3.1. Major Responsibilities and Powers of Woredas

Defining and specifying responsibility in decentralized governance is not questionable since authority and power cannot be departed from responsibility. In accordance with the proclamation No. 74/2002 of the Amhara National Regional State civil servants proclamation Article 88/2/the RCSC has delegated 14 duties and responsibilities to each government office found in the Region. In the introduction part of the directives issued in November 2005, the justifications for the delegation of powers and responsibilities are mentioned which are cited below. These are:-

➢ To ensure that recruitments, appointments, promotions, transfers, salary increments and trainings are based on educational qualification, competence, ability, professional, experience and in accordance with the principles of transparency and without discrimination;

➢ To have a decentralized HRM system with proper accountability;

➢ To make HRM functions effective and efficient; and

➢ To ensure EEO for applicants.

With the above-mentioned framework, the RCSC has delegated the following 14 powers and duties to each government office found at all levels of the administrative hierarchies.

Table 4.2 Summary of the Delegated Powers and Duties

No.	Delegated Powers and Duties	Remark
1	Manpower selection and recruitment, Promotion ,assignment, grievances hearing and inspection	Definition of terms, preparation for selection and recruitment, advertisement, criteria for selection, promotion, orientation and training of the newly recruited employees;
2	2 Transfer	Internal and External Transfers;
3	Qualification	Minimum educational level and work experience for both unskilled and professional labor;
4	Recruitment of applicants whose age is 14 and above but less than 18.	Applicants of this age group are prohibited to be recruited in twelve risky jobs mentioned in the directive;
5	Return from termination to job in accordance with proclamation	In the directive, eight criteria are mentioned to enable a person to resume his/her previous job;
6	Pool system	To administer the multiple and single pools;
7	Pool system To administer the multiple and single pools;	Pool system To administer the multiple and single pools;
8	Accepting medical evidences	
9	Accepting medical evidences	Accepting medical evidences
10	Work place dresses, shoes and equipments	Work place dresses, shoes and equipments
11	Directives on Human Resource Planning	Definitions, processes, need assessment, supply and demand, gap analysis, monitoring, prerequisite for effective HRP etc are mentioned;
12	Directives on Training	Short term, medium term and long term criteria for training ,sponsorship, salaryobligation rights; mentioned;
13	Guarantee for Trainees	
14	Personnel Record and Statistics	Keep and report up to date personal records.

Source: own survey, 2012

As it has been well known, power and responsibility represent one side of the coin and accountability is an integral part of decentralization. .Hence the RCSC has delegated the above mentioned 14 powers and responsibilities with accountability. For instance, the Articles mentioned under accountability, specified the following activities as prohibited. These are:-

1. A civil servant is not allowed to participate in the process when his/her relatives are candidates for recruitment, promotion, transfer, etc (Article 5.2.1.).

2. A member of civil service committees is not allowed when his/her relatives are candidates for promotion, recruitment, transfer etc (Article 5.2.2.).

3. When any appointed official is involved in the above mentioned prohibited activities(from screening up to approval) report shall be made to his/her immediate boss and if he/she is a head of the government office or member of a committee, he/she will be punished and even could be dismissed from his/her job(Article 5.2.3.). As it has been indicated in Table 5 earlier, major powers and responsibilities have been delegated to each government office in the Region. Compared to the pre-2002 centralized HRM governance system, the Region had made great effort to empower woredas that help develop self confidence, administer their own human resources, and reduce delays and costs for lodging and transport. For instance, before the decentralization, on average, three months were taken to have response for approval from the RCSC. However, interview with experts showed that after the delegation of HRM functions, on average only 15 days have been taken for approval in the office. Hence, efficiency gain is one of the benefits of HRM decentralization.

Despite the above-mentioned delegated powers and responsibilities, some critical powers and duties are still reserved by the RCSC. For example, the powers of classification, and reclassification of positions, determination of grades, preparations of qualifications and specifications for each class of positions, transfer of civil servants from and to the Region. However, government offices with unique work activities can adopt their own directives and implement the same with the Commission's approval.

In addition to the above-mentioned powers and duties retained by the RCSC, the power to improve grade levels, the power to allow positions above the requirements of unskilled labor, the

power to merge and abolish units …etc are not still delegated to woredas or offices. Furthermore, the power of the Regional Administrative Tribunal is still centralized. According to the information gathered from respondents, the process and procedure of the Tribunal is very cumbersome, costly and time consuming which is against the principle of efficient and fair service delivery.

The fact that the RCSC has retained such power may indicate the government's reluctance to devolve most important powers to local level units. As it has been indicated earlier, the RCSC has delegated a great part of its powers and duties to government offices while retaining some powers with it. However, this study was interested not only to identify the powers and duties delegated to Woreda offices on paper, but also, how those powers and duties are actually implemented by the Woreda so that the rights of Woreda employees are well protected and accountability and rule of law prevailed. In this regard, concillors and appointees were asked whether they have real power to recruit, promote, dismiss, and appoint the Woreda civil servants. Most of them (85.7%) told that they have given statutory powers to administer and manage the Woreda civil servants.

According to them, since 2002, Woredas have been given the power to recruit, promote, demote, dismiss appoint without prior approval of Zonal and Regional bureaus. It is believed that this is one critical step towards democratic decentralization where local elected politicians or representatives can act according to their own interest.

Table 4.3. Summary of Councilors and Executive Members Response

S. E	Questions Asked	Responses(N=7)					
		yes	%	No	%	I don't know	%
1	Do you have the power to recruit employees if needed?	6	85.70	1	14.30	-	
2	Do you seek Approval from the	3	42.90	4	57.10	-	-

	Regional Civil Service Commission to recruit employees?						
3	Do you have the Power to prepare criteria for recruitment?	1	14.30	3	42.90	3	42.90
4	Do you have the power to recruit employees at all job grades in your Woreda?	6	85.70	1	14.30	-	-
5	Do you encounter any interference from the regional bureaus with regard to recruitment?	2	28.60	5	71.40		
6	Do you have power to appoint employees on some positions in the Woreda?	7	100.00	--	-	-	-
7	Do you prepare exams (oral or written) for appointment?	1	14.30	6	85.70	-	-
8	Do you have the power to promote employees?	6	85.70	-	-	1	14.30
9	Do you ask for	7	100.0	-	-	-	-

	approval from the region to implement the promotions you made?		0				
10	Do you have the power to dismiss (fire) employees from their job?	7	100.00	-	-	-	-
11	Do you ask for approval for the implementation of dismissal from the region?	-	-	6	85.70	1	14.30
12	Do you feel accountable for any arbitrary dismissals?	7	100.00				

Source: own survey, 2012

As can be concluded from Table 6 that unlike the pre 2002 centralized system of HRM, since 2002, Woreda councilors have been vested a wide range of powers and responsibilities in decision making with regard to the Woreda civil servants. As can be seen from the table, 85.7 percent, and 100 percent of councilors and executive members agree that they have given the powers of recruitment, appointment promotion and dismissal respectively. When councilors and appointees were asked whether or not they have encountered interference from the Regional bureaus, 71.4 percent of them answered the absence of intervention. However, 28.6 percent of them indicated the presence of intervention from the Regional bureaus when Woreda offices made false recruitments to redress or correct the problem which is against the civil service rules and regulations.

In addition, data gathered from interviewees indicated that there are also interferences that can be explained by rejection of promotions, recruitments, transfers, etc even if these actions are

submitted for final approval at the office level. The RCSC can also hold all powers and duties it has delegated to offices for some time and release the power again when it believes necessary.

Another indicator of the presence or absence of real power and responsibility of offices at the Woreda level is the power to prepare criteria for recruitment, promotion, transfer, appointment etc. Since each Woreda offices have their own unique contexts, priorities, and capacity, it is believed that criteria for recruitment, promotion, appointment, etc may have differences among offices. The assumption is that if woredas have vested the power to prepare their own criteria that fit the Woreda or office context, it will be one critical measure of real delegated power. For the above mentioned question, only one councilor believes that woredas or offices have the power to prepare their own criteria for recruitment, promotion, appointment. The rest, 42.9 and 42.9 percent of respondents reply the answer as 'no' and 'I don't know' respectively.

The respondents who answered 'no' justified their response that since there are standards and manuals sent by the RCSC except preparing tests, woredas and offices have no power to improve, change and prepare recruitment, and promotion criteria. However, with regard to appointment criteria, on some positions (presently 5 positions) in the woreda, respondents were asked the criteria used in their order of importance. According to them (1) political loyalty ;(2) work experience; and (3) educational are the Criteria used for Promotion. Presently, the monthly salary of appointees and the Woreda chairperson is 1500 and 1800 Eth. Birr respectively save additional allowances, whether he/she is educated or not which is an indication of political loyalty rather than merit is. With regard to criteria for promotion, the following were mentioned as the most important:-
1. Work experience (length of service);
2. Neatness of personal profile (record);
3. Educational qualification,
4. Affirmative action (for women),
5. Oral and written examination;
6. Opinions of the immediate authority;
7. Opinions of the committee members; and
8. Performance result

Table 4.4. The Woreda's Performance in terms of Recruitment, Transfer, Dismissal, Assignment, and Termination

No.	Activities	Number	Remarks
1	Recruitments	125	
2	Transfers	9	From other woredas
3	Dismissals	32	Most of them are diploma holders.
4	Assignment	47	Due to restructuring
5	Complaints	30	promotion, transfer, evaluation results etc
6	Terminations	15	Due to retirements, voluntary leave, etc.
	Total	228	

Source: own survey, 2012

As it can be seen from the above Table 7, the Woreda is very much using its delegated power related to HRM. However, discussions with the Focus Group and interview with experts indicated the presence of non-merit practices in HRM functions in the Woreda offices. There are problems to recruit, promote, train and transfer according to the job descriptions, specifications and the criteria of the civil service.

Table 4.5 Summary of Identified HRM Problems

S.N	Problems Identified
1	Non-merit recruitments and promotions, hence, the rejection of recruitments and promotions by the RCSC.
2	Absence of clear knowledge on the directives.
3	Low level of knowledge about the power of Woreda civil service desk, hence, report is made directly to the RCSC.
4	The power given to the immediate boss of the department to give 0-7 points during promotions leads to some instances of corruption.
5	Shortage of manpower in inspection desk at the Woreda level (presently there is only one expert out of five positions).
6	Dismissal of professionals due to 'gimgema'

7	The unstable nature of the civil service rules and regulations reduces trust and confidence among civil servants and create uncertainty.
8	Inefficiency of the grievances handling the Woreda level. The committee members perceive their duty as not obligatory but secondary. When the head of the department is discharged; there are problems to implement rules and regulations.
9	The absence of fair transfer rules.
10	Absence of HRDP
11	Absence of ethical code and detailed rules of accountability.
12	Absence of proper training program for different civil service committee members. Lack of capacity to accomplish their duties and responsibilities.

Source: Data gathered from questionnaires, FGD and interviews with experts, 2012

The fact that Woredas have been vested with the power with regard to a HRM functions mentioned above and confirmed by this study did not mean that Woredas and offices could do whatever they like and they are doing things in accordance with the rules and regulations. There are instances of violations of the rules and directives. Woreda authorities and members of the civil service committees intentionally or unintentionally, or due to ignorance, do their activities against the rules and directives issued by the RCSC. The consequences of such non-merit practices are great.

The first one could be failure to attract skilled personnel and the second is absence of job security. The following Table 9 can provide some insights about the actual implementation of the powers of the Woreda with regard to HRM. When we look at the answer for the question "Do you believe that promotions are made based on the civil service rules and regulations? 35 percent of civil servants agreed that promotions in the Woreda are made against the rules and regulations .As it has been indicated earlier, all HRM function should be based on competence, transparency, without discrimination and generally in accordance with the principles of merit. According to respondents who choose 'I don't know', justified their answer by saying that the criteria of promotion are not clear. It is also ambiguous. It is very subjective, and too much personal. It is reasonable to accept their justification as valid when one looks the criteria mentioned earlier.

Table 4.6 Summary of the Responses by Civil Servants

S.N	Questions Asked	Yes	%	No	%
1	Do you believe that promotions are made based on the civil service rules and regulations?	24	30.00	28	35.00
2	Is there any practice of promotion based on political loyalty?	19	23.80	29	36.30
3	Is there any practice of sexual harassment in your office to give promotion?	-	-	46	57.50
4	Have you ever known any Promotions that are made based on personal contact/influence?	9	11.30	30	37.50
5	Do you believe that the civil service committee is independent of officials?	17	21.30	49	61.30
6	Do you feel that employees are well represented in different civil service committees?	30	37.50	37	46.30

Source: own survey, 2012

To have a clear understanding over the above questions, respondents were asked again indirectly the question "Is there any practices of promotion based on political loyalty?" 19 percent of respondents believed that there are instances of promotions based on political loyalty. They argued that usually promotions are given to the political party members of the ruling party. Others who are suspected as supporters of opposition parties are systematically excluded and screened out. Even a person who is selected by the committee members can be rejected by the head of the department on the grounds of inefficiency, in obedience and other excuses. This

practice undermines merit and professionalism and discrimination, though illegal, has not disappeared.

The major obstacle to a merit based promotion seems the absence of strong, effective and independent institutions responsible for recruitment, promotion, etc. at the Woreda level. As it has been discussed before, the civil service committees, inspection and grievances handling units are too weak to protect and defend the civil service rules and regulations. However, 36.3 percent of respondents denied the presence of promotions based on political loyalty. Respondents who opted for 'I don't know' reasoned out their response saying that the existing criteria of promotion are not clear to them and they have little or no knowledge about it.

An attempt was also made to observe whether there are instances of sexual harassment or not in the offices, which might indicate the absence of merit practices. While 57.5 percent of respondents agree the absence of such practices, 38.8 percent of respondents reply that as they have no knowledge about it. Since such kind of activity is usually secret and hidden, they cannot produce concrete evidence. "Have you ever known any promotions that are made based on personal contact/influence?" For the above question, 37.5 percent of respondents answered as 'no' and 46.3 percent of civil servants replied the question, as 'I don't know'. According to this group (1) such things are not visible and very secret (2) it has no concrete evidence and (3) the usual practice is that appointments, not promotions, are made based on personal contact. However, information gathered through interviews with professional experts at Zonal and Woreda levels revealed that there are instances of such non-merit practices in every office in the Zone. Particularly, interviewees at the zonal level argued that their 50% of working hours are spent to hear the kind of grievances and appeals related to promotions and recruitments from Woredas. In this regard, councilors and appointees have the responsibility to ensure that meritocracy is strictly adhered to during recruitment, promotion, training, etc.

In an attempt to know the presence or absence of autonomy or independence of committees, the following question was asked. "Do you believe that the civil service committee is independent from interventions from officials?" As known from Table 9, 61.3 percent of civil servants feel the presence of interventions from the officials in the work of committees. According to them,

since the head of the office assigns most of the members of the committees, and a wide discretional power is given to the head, committees are accountable and subservient to the head. Even he/she can dismiss committee members at any time before the specified date of service as a committee member for two years. "Do you feel that employees are well represented in different civil service committees?"As can be seen from the Table 9, 46.3 percent of them did not feel that the committee members are representatives of employees. Rather they feel that the committees are instruments of the head of the office and not to the employees. Even though, there are rules that give opportunities for the employees to elect two representatives among them, the real practice, however, indicates that (1) employees are not given chances to elect their representatives; (2) most of the members are assigned by the bosses, and (3) committee members are aligned to the authorities. This does not help to nurture democracy and good

governance within the civil service. 5.4. Analysis of Human Resources Capacity in MishaWoreda. In this section, efforts will be made to analyze the measures taken by the Woreda to upgrade the capacity of civil servants and councilors and appointees so that they can accomplish their defined duties and responsibilities delegated and assigned to them. This has been analyzed through an examination of the available man power, their educational qualification and work experiences, the kind and relevance of training and work shops given to civil servants and councilors.

4.4. Available Human Resources and Vacant Positions in the Woreda

Data gathered through the questionnaires and interviews indicated critical shortages of man power both in terms of quantity and quality. As the respondent of the study, out of the total 1015 positions, only 68.87 percent of the positions are actually filled or occupied with manpower in the Woreda. This indicates that the Woreda has severe constraints in terms of human resource, which might hamper the implementation of different development plans. Scarcity of human resource is particularly severe in some of the sectors. Some offices are totally understaffed. Due to this understaffed situation, the workload over the rest of civil servants is high and one cannot properly measure the performance of each civil servant.

It seems impossible and even day dreaming that Woreda decentralization programs of the country will be implemented, unless some action is taken as a remedy to capacitate the Woreda

human resources. In addition, the findings of the study show that there is critical problem of qualified human resources in the Woreda.

Data showed that only 10 % of civil servants in the Woreda are BA and MA degree holders. Majority of civil servants are diploma and certificate holders among whom teachers constitute the largest part. It seems that is very difficult for the Woreda to successfull accomplishment of its plans in the face of critical shortages of qualified work force. Experiences of different countries that have implemented decentralization policy showed the critical necessity of skilled and motivated human resource, committed and capable leadership and adequate financial base. Most decentralization policies and different social and economic strategies need adequate and skilled human resources for their successful implementation. Likewise, rural development policies, poverty reduction strategies and other policies and strategies require capable and skilled manpower to be successfully implemented. Yigremew (2001) stressed the need for technical, managerial and political skills that enables to coordinate, control and integrate development policies and decisions at sub national level.

4.5. Capacity Building for Decentralization

Capacity building is one major component of decentralization policy. It is impossible to plan decentralization policy without appropriate investment on human resource and other institutions. Therefore, upgrading the capability of employees at all levels through then implementation of a training cycle increases the knowledge base. In this regard, capacity building through training can improve the local governments' implementation capacity. It also helps to render efficient and effective service for the society. Improving civil servants and councilors' skills can be improved local governance. The presence of adequate and properly trained and developed human resource is required to bring and sustain efficient and effective performance at the Woreda level. In this study both councilors and appointees and civil servants were asked whether they attained any training program.

About 55 percent of civil servant respondents received on-the- job training. Among councilors and appointees majority of them (85.7%) received training. However, civil service committee members who shoulder the major responsibility in HRM denied opportunity to be trained. It is clear that in addition to training, initiative and motivation of both leaders and civil servants are

very important. An effort was made to investigate the duration and areas of training provided to civil servants and concillors and appointees. On average, the duration of the training program reported by the respondents was 45 days. However, few respondents fail to remember and mention the exact duration of the training program. Next, respondents were asked to rate the degree of relevance of the training topics to their current position. Consequently, 61.36 and 100 percent of civil servants and councilors and appointees respond as very much helpful respectively. While 31.82 percent of civil servants are believed that the training was useful to some extent the rest 6.82 percent of them totally disagree about the usefulness of the past training they took.

However, survey data revealed that woredas were not consulted and training need assessment was not made before any training program. Above, 50 percent of councilors confirmed the absence of prior need assessment before training conducted. Another problem regarding training is that it is short term and ad hoc in their nature, it is supply driven and not participative. Therefore, attention needs to be focused up on identifying current and future skills gaps and determine means for filling the gap. The following topics were repeatedly mentioned by councilors and civil servants when they were asked to mention some of the critical training topics they think are necessary to successfully accomplish their duties.

4.6. Grievance Handling Systems

One area of interest for this study was to examine the performance of grievance handling units at the Woreda level. In doing so, an attempt was made to see the efficiency, effectiveness and independence of these units in the Woreda. In addition, some related issues with the Regional Administrative Tribunal (court) were raised and asked to know the perception of councilors and civil servants.

The responses of councilors and appointees to the questions were; 71.4 percent of them believed that grievance-handling units are rendering efficient service for the civil servants. Only 28.6 percent of them are against the idea.

Contrary to the perception of the Woreda authorities, 46.3 percent of civil servant respondents believe that the grievances handling committees are not doing well up to their expectation.

According to their view, the committees are nominal, inefficient, and lack capacity. Only 20 percent of them believe that the grievance handling units did their work properly and the rest 32.5 percent have no sufficient information about the units. Additional justification forwarded about the ineffectiveness and inefficiency of grievance handling units is that when the rights of civil servants are suppressed, it did not try to protect, rather accept the order of the authorities. For example, the same cases of civil servants are treated differently. They also lack impartiality and transparency. Interviews conducted with the experts at zonal and Woreda level indicated that the grievance handling committees and inspection units at the Woreda level are totally paralyzed due to lack of practical power to enforce its responsibilities and decisions.. For example, complaints on the decisions of the recent 'gimgema' have been rejected on the ground that the decision is made by cabinet members and, hence, impossible to reverse the decision.

CHAPTER FIVE

5. Summary, Conclusions and Recommendations

6.1. Summary

Main objective of this study was to assess the performance of HRM in Misha wereda,Hadiya zone,SNNPR,Ethiopia. Emphasis was given to different aspects of HRM like recruitment, promotion, discipline, evaluation, training and grievances handling mechanisms at the Woreda level.

The results of the study show that Woreda councilors are given the power to use their manpower according to their interests. Within the framework of the rules and directives, they can recruit, promote, dismiss and train Woreda employees without prior approval. Despite the delegated powers and responsibilities, the study revealed that the power of position classification and reclassification, abolition and merger of departments, the power to allow positions above the requirements of unskilled labor are retained by the RCSC. The research found out that the powers of the Regional Administrative Tribunal are not yet delegated to Woredas and this had impeded to render speedy and fair justice for employees.

As many as 50% of councilors indicated, there was absence of training need assessment and consultation with Woredas before training conducted. It is reported that HRDP and training impact assessments are unknown in the Woreda. Woredas is dependent on the RCSC for training due to the shortages of budget and qualified trainers. Findings of the study indicates that some training topics are irrelevant to the specific job the individual holds.

The offices in the Woreda are understaffed. Only a small proportion of councilors and civil servants are degree holders. The majority of councilors and civil servants had received training on different topics. However, all civil service committee members denied access to training which held back the implementation of HRM rules and directives.

The study found out that the lacunae in the rules and directives issued by the RCSC had created uncertainty and reduced employees' confidence over the rules and regulations. The study

revealed that 35% of civil servants felt the absence of merit-based promotions and the violations of civil service rules and directives. According to the findings of the study, 23.8% of respondents indicated the presence of promotions based on political patronage. This thwarts the attempts towards good governance at local level. As high as 61.3% of civil servants told that civil service committees are not independent form the intervention of politicians. This showed those nominal powers of committees and the imposition of personal needs and whims on the committees and had created a conductive environment for the autocratic leaders at the Woreda level.

About 85.7% of councilors and 18.8% of civil servants believed that the Regional Administrative Tribunal addresses the problems of employees and prevents abuse of power at the Worda level. 41.3% of civil servants lacked information and knowledge about the activities of the Regional Administrative Tribunal. As nearly 33.8% of civil servants believed that due to the Tribunal political dependence on the legislative and executive body of the Region, its neutrality, credibility and the trust of employees on the Tribunal has been eroded. Most civil servants (58.8%) believed that the RCSC does not protect their service rights.

5.2. Conclusion

Decentralization of HRM has given a wide range of discretion to Woreda councilors. In some critical areas the RCSC has still retained power to itself, which might bring negative consequence if these powers had been delegated to Woredas.The Woreda has been using its delegated powers and responsibilities in terms of HRM but with some inbuilt problems with regard to lack of effective accountability mechanisms. However, the study revealed that there are encouraging improvements with regard to efficiency gain, increase responsiveness and employees' allegiance to the Woreda. The analysis showed that the civil service committees, grievances handling and inspection units lacked appropriate capacity to successfully perform their duties and responsibilities as per the civil service rules and directives. It is believed that the RCSC and Woreda authorities should give much attention and devote their time and knowledge to equip the civil service committees and grievances handling and inspection units so that they could enhance fair and just human resource practices and contribute to foster good governance at the Woreda level.

Those almost all sectoral offices in the Woreda were understaffed but some strategic departments are found in a worst situation in terms of adequate and qualified human resources. Judged from the number and qualifications of existing councilors, civil servants and committee members and compared with the delegated powers and responsibilities to the Woreda, it may be safe to conclude that the Woreda is too weak to effectively carry out the responsibilities given to it.

The study indicated that there is a good start to build the capacity of Woreda councilors and civil servants. But, the analysis showed that trainings are ad hoc, short term and lack strategic thinking. The absence of HRNA and impact assessment compounded the dependence of Woredas on the RCSC. The recent mass retrenchment of employees based on subjective criteria will have a lasting consequence over the performances of the employees. It could also erode the positive attitude of civil servants over the RCSC as the only responsible agent to defend employees' rights and this could brought a mass exodus of most qualified human resources to private sector leaving unqualified and poor performers in the public sector.

5.3. Recommendations

This paper tried to provide insights into trends of human resource management, and aspects relating to human resource capacity building in Misha Woreda, Hadiya Zone, SPNNR. The main objective was to assess the performance of the Woreda in terms of HRM and capacity building. The results of the study provided both best practices and limitations that observed in the study area. Thus, areas that need attention and or needed further improvement considerations to solve the problems that related to human resource management are recommended as follow:

➢ The study clearly indicated that the RCSC has retained some HRM powers to itself. For obvious reasons (economies of scale, maintaining uniform standards) the rationale for retaining some critical powers by the RCSC is understandable. However, the research revealed that there are some powers that could have been delegated to Woredas. Such as the power to change one kind of profession to another profession at the Woreda level which might facilitate attracting qualified man power to the area (changing professional science) to semi-profession or administrative professions.

- The analysis showed that the civil service committees, grievances handling and inspection units are too weak to effectively implement their responsibilities. Taking this into account, it is recommended that:

    i. The Civil Service Commission at a Woreda level should independently be established replacing the civil service committees that are accountable to the department Heads that could compromise the committee's autonomy.

    ii. There accountability should be to the RCSC to shield them from the possible abuse of power by the Woreda authorities.

    iii. Woredas civil servants should establish their own associations to be stronger. This helps them negotiate with the government, act as a civil society and work in collaboration to other civil society organization.

- One of the major problems identified regarding to the capacity of the Woreda is the shortage of qualified manpower. Due to vacant positions, there is too much workload on the employees. To reduce such problems, the existing pool system should be strengthened in terms of manpower, rules and directives, facilities and coordination mechanisms. Avoiding job mismatch, improving the working environment, and introducing effective result-oriented evaluation mechanism may help to attract and retain professional civil servants.

- Attention needs to be focused upon identifying current and future skill gaps. After a participative HRNA, periodic inservice training programs should be designed at Woreda, Zone and Regional levels. Annual training impact assessments should be conducted together with all stakeholders.

- Increasing the efficiency and effectiveness of previous fragmented training programs by way of establishing training institution at different areas.

- There should be an integrated or uniform system or rules and directives for transfer at the Zonal level. The Zonal Branch of the RCSC based on merit periodically should manage transfer of civil servants within and out of Woredas and Zonal level.

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<p style="text-align:center">STRUCTURED QUESTIONNAIRE: SAMPLE SURVEY</p>

Objective: the purpose of this questionnaire is to assess the information concerning human resource management for the senor essay in the partial fulfillment of the degree of Arts in Management.

General Directions

- You are kindly requested to offer genuine responses.
- The study is entirely academic and all responses are confidential.
- Feel free to respond.

Please try to answer all questions, circle your choice from listed choices and write your opinions on some of the questions when requested.

<p style="text-align:center">Thank you in Advance!</p>

Part I.   Personal Data of the Respondent

1. Position _____
2. Monthly Salary (gross)_____
3. Sex:
     A. Male
     B. Female
4. Age:
     A. 18-30
     B. 31-40
     C. 41-50
     D. 51 and above
5. Marital Status
     A. Married   D. Divorced
     B. Single   E. Widowed
     C. Widowed
6. Level of Education
     A. BA Degree and above
     B. Diploma
     C. Grade 12 completed
     D. Others, (Specify)_____
7. Ethnicity _____
8. Place of birth_____
9. Religion
     A. Christianity
     B. Islam
     C. Any other
10. Year if work experience (Total)
     A. 5& below
     B. 6-10
     C. 1-15

D. 15-20

E. 21 and above

Part II. Questions Regarding Human Resource Management

1. Do you believe that promotions are made based on the civil service rules and regulations?

   A. Yes

   B. B. No

   C. I don't know (Specify)?_____

2. Are there any practices of promotion based on political loyalty?

   A. Yes

   B. No

   C. I don't know (Specify)?_____

3. Is there any example of sexual harassment in your office?

   A. Yes

   B. No

4. Have you ever known any promotions that are made based on personal contact/influence?

   A. Yes

   B. No

   C. I don't know (Specify)?_____.

5. Do you believe that trainees are selected based on the selection criteria's?

   A. Yes

   B. No

   C. I don't know (Specify)?_____

6. Do you believe that the civil service committee is independent from intervention of officials?

   A. Yes

   B. No

   C. I don't know (Specify)?_____

7. Do you think that the civil service committee in you woreda work without interference?

   A. Yes

   B. No

C. I don't know (Specify)?_____

8. Do you think that the civil service committees in your woreda have a adequate capacity to function their duties and responsibilities?

      A. Yes

      B. No

      C. I don't know (why)?_____

9. Are your service rights protected well by the Regional Civil Service Commission?

      A. Yes

      B. No

      C. I don't know (Why)? _____

10. Do you have confidence in the Regional Administrative Court (Tribunal) as to the extent of preventing abuse of power or maintain accountability?

      A. Yes

      B. No

      C. I don't know (Why)?_____

11. Do you think that the Civil Service Grievance handling unit work properly?

      A. Yes

      B. No

      C. I don't know (why)? _____

12. Did you attend any training program since 2002?

      A. Yes

      B. No

13. If yes, for how many days?_____

14. What were the topics of the training?_____, _____
_____,_____ ,_____

15. Were the topic of the training relevant to your job?

      A. Yes   B. No

      C. I don't know (Why)?_____

16. How about their benefits up grading you skill?

      A. Very much helpful   B. Useful to some extent

      C. Not useful   D. Other (Specify)_____

THIS PART NEEDED TO BE ANSWERED BY ONLY DEPARTMENT HEADS OR POLITICIANS

1. How long have you served at your current Position?_____

2. What was the position you occupied before the current position? _____

3. Do you have the power to recruit employees, as it deemed necessary?

    A. Yes B. No

    C. I don't know (Why)_____

4. Do you seek approval from the Regional Civil Service Commission to recruit employees?

A. Yes

B. No   I don't know (Why)_____

5. Do you have the power to prepare criteria for recruitment?

    A. Yes B. No   C. I don't know (Why)_____

6. Do you encounter any interference from the Regional bureau with regards to recruitment?

  A. Yes B. No   C. I do not know (Specify?)_____

7. Do you think that you have encountered shortage of skilled personnel in your woreda?

  A. Yes B. No

  C. I don't know (Specify?)_____

8. Do you ask for approval from the Region to implement the promotions you made?

  A. Yes B. No C. I don't know (Why?) _____

9. What are the criteria's used in promoting employees? _____,

  _____,_____,_____,_____

10. Do you ask for approval for the implementation of dismissal from the Region?

  A. Yes B. No C. I don't know (Why?)_____

11. Do you think the grievance- handling units in your woreda have the capacity to give adequate services to individuals aggrieved by the decision?

  A. Yes B. No B. I don't know (Why?)_____

12. Do you think the Regional Administrative Tribunal Properly address the problems of employees dissatisfied by the decisions made at the woreda level?

  A. Yes B. No B. I do not know (Why?)_____

Declaration

I, the undersigned, declare that this sensor essay is my work and that all sources of material used for the study have been duly acknowledged.

Name: Ermias Bonkola

Signature: _____

April 2013

Confirmation

This study can be submitted for examination with my approval as an advisor.

Name: _____

Signature: _____
April 2013