

## Capacity Building Supports to Emerging Regions: The Contribution of FDRE Ministry of Federal Affairs: The Case of Afar Region

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### Abstract

The purpose of this research was to assess the capacity building supports to emerging regions: the contribution of the Ministry of Federal Affairs in the case of Afar region. The researchers used descriptive survey research, and exploratory research to assess what has been done so far, and the challenges faced while building the capacity of the region. Data were collected from both primary and secondary sources. Primary data were collected from employees in selected woredas, woreda managers, and consultants from MoFA. To select the sample respondents as a primary data source probability and non-probability sampling methods were used. The data collection tools used were questionnaire, interview, and focus group discussions. The collected data were coded, tabulated and analyzed using SPSS software. One of the major findings of the study was the capacity building practices of the region is below expectation due to individual, organizational, and leadership factors. The other important finding was the contribution of MoFA in the region is not significant and clear for the woredas supposed to get the support. The researchers recommended that the individual, institutional, and enabling environment should be enhanced and the support given by MoFA should be clear for all and it has to be executed in a planned way, monitoring, and evaluated accordingly.

**Key words:** Capacity, Individual capacity, Institutional Capacity, Organizational Performance

### 1. Introduction

The concept of capacity building has been in existence since 1950. The emergence of capacity building as a central focus can be found within the history of international development assistance (Taschereau, 1997). Over the past 60 years, thinking on international issues and support has evolved through different phases. Some of these viewpoints of donors and policy makers were named as institutional building, capacity development, capacity strengthening and capacity building for decentralization (Australian Volunteers International, 2006). All can be brought together under the broader umbrella of capacity building to describe an integrated vision for long-term sustainable social change (Kaplan, 2000).

Starting from the mid 1950 up to 1970s capacity building in the form of institution building

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and human resource development has growing recognition from policymakers, donors and international development agencies (Linnell, 2003). Early 1990s was marked as a period where most African countries introduced decentralization as basic elements of local capacity building. Moving ultimate decision-making authority from the central government to other tiers of government, which in turn requires effective institution and individuals with greater capacity to effectively carry out public function (South African Local Government Association, 2008). As a result, building the capacity of lower levels of government is particularly found to be pertinent for better implementation of public functions (Muluk, 2007).

Like other African countries, Ethiopia has also embarked popular decentralizations since 1991 with extensive devolution of decision-making power to regions as well as wordas. Following the reform program, the government launched a comprehensive national capacity-building program in response to the capacity building demands of rapid transformation (David, Marc, and Tewodaj, 2008). Moreover, with the aim of bringing balanced growth among all regions of Ethiopia, the government formulated special development assistance to emerging regions (namely Afar, Somali, Benishangul-Gumuz and Gambella). One of those packages of assistance provided by the federal government, through ministry of federal affairs, is building the policy and development program implementation capacities of regional and woreda governments (The Ministry of Federal Affairs, 2006). Thus, the main purpose of this study was to assess the extent and effectiveness of capacity building support provided by Ministry of Federal Affairs to Afar region.

Various capacity building reform initiatives by the government of different countries and large-scale donor-supported programs have been launched to align capacity problems with the demands of decentralization (David, Marc and Tewodaj, 2008). The basic intents of these programs were to improve the scale, efficiency, and responsiveness of public service delivery at the federal, regional, and local level; to empower citizens to participate more effectively in shaping their own development and to promote good governance (World Bank, 2004). Furthermore, with the aim of bringing balanced growth among all regions as per the Ethiopian constitution article 89 sub article 4 (FDRE, 1995); the government formulated special assistance program to build the planning and implementation capacities of emerging regions. It was noted that there was acute capacity gaps to implement development goals effectively in these regions. Particularly, these regions had extremely limited capacity to identify, prioritize and plan their public service delivery requirements and manage public investments (MoFA, 2006).

However, this is the intention, the contributions of Ministry of Federal Affairs in building capacities of emerging regions in general and Afar region in particular was insufficiently analysed. Despite effort was made in creating institutional set up and assigning individuals providing the support to these regions, there was no evidence that designate available studies conducted on the effectiveness of capacity building supports to emerging regions. In consequence, losing a clear sight on issues under investigation can make government's capacity building intervention effort worthless. Moreover, it reduces abilities' of regional and local governments in ruling-out limitations or capacity related challenges faced in delivering public services and managing public investments. This indicates that there exists an important but neglected research and policy issue, which needs to be investigated. Thus, the study was devoted to assess the extent and effectiveness of capacity building support provided by Ministry of Federal Affairs to Afar region. The research also sought to identify existing capacity gaps created at individual, institutional level and conditions of capacity enabling environments as well as challenges of capacity building interventions in Afar region. This research to provide an

understanding of how capable are individuals, organizations and institutions to provide adequate public service and manage the challenges they are facing, so that they can tackle those challenges with greater confidence in their abilities to cope and thrive. To this end it attempts to address the following research objectives: a) To evaluate the extent of public sector capacity gap in public sectors of Afar region; b) To evaluate the effectiveness of the Ministry of Federal Affairs in Building the Capacity of public sectors in Afar region; and c) To describe the challenges of capacity building in public sectors of Afar region.

## **2. Literature Review**

### **2.1 Concept Capacity and Capacity Building**

The term capacity can be conceptualized in many different ways and style depending on the purpose and context of who may use it (Pazirandh, 2010). From public administration perspectives, for example, the term capacity refers to a government's ability to organize, develop, direct, and control its human, physical, and information capital to support the discharge of its policy directions (UN, 2008). This definition implies that capacity means capability of public organizations to efficiently utilize organizational resources to achieve their stated missions effectively. In that context, Linnell (2003) as well defined capacity as an organization's ability to reach its mission effectively and efficiently and sustain itself for a long period of time. Capacity can also be referred as the people, institutions and practices that enable countries to achieve their developmental goals (World Bank, 1996).

The term capacity can also be conceptualized as the ability of people, organization and society to carryout stated objectives (UNDP, 2003). This definition focuses on skill, knowledge, commitment and general competency of human resources fostering the performance of functions used to achieve goals. Even though the term 'capacity' is interpreted in many different ways and style as it is sated above, it is therefore important for the purpose of this paper to provide a shared definition of capacity to enable a meaningful understanding of the concept. In its simplest form, capacity is the ability of individuals, institutions and society to perform functions used to achieve objectives in sustainable manner (Hans, 2007).

The concept of capacity building however is closely linked to the process of strengthening, adapting and maintaining human as well as institutional capabilities to solve problems, set and achieve objectives over time through education, training and other human resources development (Hans, 2007). According to Linnel (2003), capacity building can also be conceived as a process of improving and strengthening competencies, process, resources that an organization and communities require to survive and adapt in the fast changing and turbulent global environment. UN (2008) also added that capacity building means translating the organizational vision into a reality by creating or reforming administrative rules and structures and building the operational capacity to achieve the vision.

### **2.2 Decentralization as an Element of Local Capacity Building in Ethiopia**

Effective service delivery and performance requires strong institutions at regional and local government levels as well as institutions that bring together all actors and stakeholders. To this end, local institutions and local governments need to have sufficient power, ability and resources to undertake their functions based on the will of citizens. To enable local people get the benefits of local level decision making, power, authority and resources must be transferred from central to local governments and lower levels (SALGA, 2008). This would indicate that decentralized

system is a very crucial component of capacity building for service delivery at local government level.

In accordance with the previously mentioned theoretical backgrounds, the establishment of the Federal Democratic Republic of Ethiopia in 1991, the creation of the federal state led to a countrywide process of decentralization (Mogues, Ayele, and Paulos 2007). The decentralization process has proceeded in two phases. The first phase of decentralization (1991-2001) was centered on creating and empowering National/Regional Governments and hence was termed as mid-level decentralization (Tegegne, 1998). During this period, National/Regional State Governments were established with changes in the local and central government system. The National/Regional Governments were entrusted with legislative, executive and judicial powers in respect of all matters within their areas, and with the exception of those that fall under the jurisdiction of the Federal Government (Kasshun & Tegegne 2004).

In 2001-2002, the government of Ethiopia's decentralization process was carried further to the woreda level, with unrestricted block grant distributions and the reassignment of public civil servants to the woreda level in an attempt to build the capacities of local governments. The process entailed enabling legislation for local governments, fiscal reform, institutional restructuring and capacity development. In terms of the institutional restructuring, zone administrations have undergone a process of scaling down and more powers were accorded to woredas. Woredas are also allowed to establish more offices, which were manned by redeploying personnel from the regional and zonal level offices. The main instrument, however, is the woreda block grant, which made resources available to woredas through transfers from regions. Though the transfer may not be adequate to cover all the expenses of the woredas, it has allowed them to exercise planning and budgeting, which was earlier accorded to the Zonal and Regional authorities (Dom and Musa 2006).

### **2.3 Reform Initiatives to Capacity Building in Ethiopia**

The rapid pace of decentralization in Ethiopia is driven by strong political will within the central government. However, capacity, finances, and local governance systems have not yet to catch up with the responsibilities and assignments given to local governments (Tegegn and Kassahun, 2007). There is wide recognition that there are substantial supply-side capacity constraints (human capital, financing, and other capacity problems). There is also demand-side capacity constraints (persistent challenges for local people to make government responsive to them and to have the political voice to demand better local services) that may have resulted in decentralization partially failing to realize its promises for improved local governance. As a result, various reform initiatives and large-scale donor-supported programs have been launched in order to align supply-side and demand-side capacity problems with the demands of decentralization (David, Cohen, & Mogues, 2008). The reform initiatives are presented as follows.

#### ***The National Capacity Building Program***

Following political reforms in 2001, the government launched a comprehensive National Capacity Building Program as a multi-sectoral, intergovernmental program in response to the capacity building demands of rapid transformation. A super-ministry, the Ministry of Capacity Building, was established in 2001 to provide policy direction, coordination amongst other partner institutions, as well as monitoring and oversight of capacity building efforts. The ministry, along

with its counterpart regional bureaus and woreda offices, is tasked with programming and financing fourteen capacity-building subprograms, one of which focuses on woreda level.

### ***Capacity Building for Decentralized Service Delivery***

In 2002, the World Bank initiated a project to provide assistance in building capacity for improving public service delivery at the federal, regional, and local levels. The Capacity Building for Decentralized Service Delivery project sought to support the strengthening of local governments, with the objective to start and facilitate the process of building local governments that are financially sound and have the ability and incentives to improve service delivery, especially to the rural poor. The project sought to address three key constraints to the provision of services at the local level: finance, capacity and an unclear mandate for local authorities (David, Cohen, & Mogues, 2008, 2008).

### ***Public Sector Capacity Building Program (PSCBP)***

In supporting Ethiopia's local capacity building efforts, the World Bank's 2003 Country Assistance strategy designated public sector capacity building as a critical foundation to promote local governance through strengthening of public financial management systems, deepening democratic decentralization in woredas, and implementing comprehensive legal and judicial reform. A central element of the support was capacity building in the public sector capacity building program. The program aimed to improve the scale, efficiency, and responsiveness of public service delivery at the federal, regional, and local level; to empower citizens to participate more effectively in shaping their own development (World Bank, 2004).

The aim of PSCBP was to improve the government's capacity for effective and responsive public service delivery. It also contributes to citizens' empowerment to participate more effectively in shaping their own development; and to improve governance through developing accountability. PSCBP began operations in January 2005, and provided funding to six of the fourteen national capacity-building programmes, which relate directly to the public sector such as civil service reform, district level decentralization, justice reform and others.

## **2.4 Approaches to Capacity Building**

The degree of participation in capacity building and the extent of inclusion of everyone concerned is a very important factor in making government institutions functional and accelerating regional as well as local development. Several years of practices in the area of capacity building and search for the most effective tool have led to the development of various approaches of capacity building (Tandon & Bandyopadhyay, 2004). These capacity-building approaches are numerous and are different from country to country even from one area to another. However, for the purpose of this study the writers of this paper has selected few of them, which are assumed to have more direct linkage with the objectives identified at the outset.

### **2.4.1 Supply Driven Capacity Building Approach**

Supply driven approach is a traditional approach, which focuses on providing external technical assistance to governments. This method very much limits the scope of people's participation to ensure ownership of capacity building and responsive intervention in capacity building (PRIA Global Partnership, 2011). It also leads to the capacity of local level governments is nurtured by the portfolio of human, institutional, financial and other resources including non residential coming from other areas. The exercises depending on external assistance for local capacity

building historically weakened utilization and retention of local skills and capacities (UNDP, 2007).

### 2.4.2 Demand Driven Capacity Building Approach

Demand driven approach on the other hand is a modern approach which emphasis on needs assessment based on responsive intervention in capacity building and clients' participation to ensure ownership of capacity building program (PRIA Global Partnership, 2011). It is recognized by a growing number of actors that there is a need to focus on the demand side of capacity to ensure local development and poverty reduction. The task under this approach is therefore to encourage the local actors themselves in identifying their needs or capacity gaps and facilitate access to knowledge, and facilitate multiple stakeholders' engagement and creating space for learning by doing (Hans, 2007).

### 2.4.3 Customized Capacity Building Approach

In this approach, capacity-building programs are specially made for the needs of a specific group, focusing on the specific needs of participants. For example, for specific technical skills requirements of a given project implementation; for system compliance needs specific training program may be designed and commission for those who are in need. The relevance and success depends on the quality of the needs assessment and design processes, which are often inadequate and not inbuilt to ensure an appropriate local capacity building (PRIA Global Partnership, 2011).

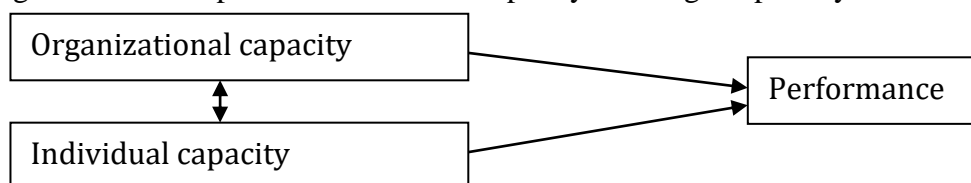
### 2.4.4 Catalytic Capacity Building Approach

Catalytic capacity building approach emphasizes on assisting local people to identify and the critical need and solve critical problems of localities instead of receiving capacity development measures driven from outside. The responsibility for implementation as well as maintenance left to local actors, in order to encourage more self-reliance and sustainable local development (PRIA Global Partnership, 2011).

## 2.5 Conceptual Framework

This section describes the conceptual framework that guides the research findings and clarifies relevant concepts. To this end, the researchers adapted conceptual model developed by UNDP (1998) in a way that guides, clarify and analyze research findings after examining extensive literatures in area of capacity building. It assumes that effective performance of functions require capacities to build and utilize at individual and organizational level as well as working to create capacity enabling and utilizing environmental condition. Accordingly, the following sections represent the discussion and revision of facts related to the theme of the research and objectives of the study. Local capacity building takes place on an individual level, an institutional level and societal level (Tandon & Bandyopadhyay, 2004).

Figure 2.1: Conceptual Framework of capacity building adopted by researchers



Source: Developed by the researchers

### **2.5.1 Individual Capacity Building**

Capacity at the individual level is the most fundamental element of capacity. It becomes the foundation for organizational capacity and refers to the will and ability of an individual to set objectives and to achieve them using one's own knowledge and skills. Capacity at the individual level includes knowledge, skills, value and attitude (Martin, 2007). Individual capacity can be developed through various ways such as formal, non-formal and/or informal education, training on-the-job-training, independent reading, etc. In the context of organizational development, it is also referred to as human resources development (JICA, 2004).

Individual capacity also refers to the development of inherent human potential and competency. The development of ethical political leadership and skilled human resources are an integral part of such capacity buildings at individual level. It includes not only developing technical, managerial and administrative skills but also developing broader perspectives on leadership, and governance or lack thereof, found within a person, normally reflected through his or her specific technical and generic skills, knowledge, attitudes and behavior, accumulated through forms of education, training, experience, networks and values (Hans, 2007).

### **2.5.2 Institutional Capacity Building**

Capacity at the organization/institution level determines how individuals' capacities are utilized and strengthened. It refers to anything that will influence an organization/institution's performance (JICA, 2004). In addition, it includes human resources (collective capacities of individuals in the organization); physical resources (facilities, equipment, materials, etc.); intellectual resources (organization strategy, strategic planning, management, business expertise, production technology, program management, process management (e.g., problem solving skills, decision-making process, communications, etc.); inter-institutional linkage (network, partnership of managers. Accordingly to World Bank (2009) organizational capacity building is the strengthening of internal organizational structures, systems, and processes, management, leadership, governance and overall staff capacity to enhance organizational, team and individual performance. Then, institutional capacity building for local governance refers to improving the abilities of organizations to develop and manage systems, structures, staffing, decision-making, planning, implementation and monitoring (Hans, 2007).

### **2.5.3 Capacity Enabling Environment**

Capacity at the environment level refers to the environment and conditions necessary for demonstrating capacity at the individual and organizational levels (JICA, 2004). This includes systems and framework necessary for the formation/implementation of policies and strategies beyond an organization. There are various dimensions on environment such as administrative, legal, technological, political, economic, social, cultural that impinge on and/or mediate the effectiveness and sustainability of capacity building efforts (Tandon, 2001). Elements on which capacity is based on at the environment level include formal institutions (laws, policies, decrees, ordinances, membership rules, etc.), informal institutions (customs, cultures, norms, etc.), social capital and social infrastructure, and capacities of individuals and organization under the environment.

## **2.5.4 Capacity and Performance**

Common to all characterizations of capacity building is the assumption that capacity is linked to performance. A need for capacity building is often identified when performance is inadequate or falters. Moreover, capacity building is only perceived as effective if it contributes to better performance.

## **3. Research Methodology**

### **3.1 Research Approach**

The choice of a research approach is determined by a combination of many factors such as the research problem, objectives of the study, resource availability and personal experiences of the researcher (Creswell, 2009). Accordingly, this research employed mixed research approach where qualitative method was found to be embedded within the quantitative method. That means in other words that the latter approach was predominantly used in the research while the former was employed to get broader understanding of the subject under the study and enrich the findings.

According to Abiy et al (2009), quantitative approach typically concentrates on measuring, collecting, analyzing numerical data and applying statistical tests. Since this study was expected to use numerical information to measure association and relationship of variables with respect to capacity building, quantitative research was deemed the most appropriate method. To triangulate the quantitative data and gain broader perspectives of the result, qualitative research methodology has also been used as a support mechanism.

### **3.2 Research Design**

The descriptive and exploratory research designs were employed in the study. Descriptive method of research is a fact finding study with adequate and accurate interpretations of the findings. It describes situations, conditions, practices and any phenomena actually exist. Since the purpose of the present study was concerned with describing the extent and effectiveness of capacity building support provided by Ministry of Federal Affairs to Afar region, descriptive method of research has been considered as the most preferred method. To triangulate quantitative data, explore the existing capacity gaps at individual, institutional level and conditions of capacity enabling environments as well as challenges of capacity building interventions, exploratory research design has also been used as part of the qualitative approach.

### **3.3 Population and Sampling Design**

All employees (managers and operational) currently working in nine public sectors of seven different Woredas of the Afar region (namely, Asyita, Duftu, Ewa, Gewane, Amanibara, Buremudayitu and Awash Fentale) have been considered as target population of the study. The total numbers of people who were working in the targeted public sectors were 4030, of which 3539 of them were identified as employees and 491 are managerial employees. However, the total numbers of participants for this research was limited to be 389 individual, of which 344 of them were from employees while others 45 were from managerial employees. According to (Pagoso, et al., 2000) for the population size greater than 30, sample size can be determined using the following formula.  $n = \frac{N}{1 + N(e^2)}$  where,  $n$ = sample size,  $N$ = population size,  $e$ = the margin of error. Based on this at 5 % significance level,  $n = \frac{4030}{1 + 4030(0.05^2)} = 389$ .



### **3.4 Type and Sources of Data**

Data required for the study has been collected from primary and secondary sources. Primary sources were employees, managers working in the selected public sectors and community representatives of each worda as well. Qualitative information has also been gathered from ministry of federal affairs representatives and directors who are providing different type of capacity building support for the developments of these worda. They were selected as participants in the study due to their knowledge about the type and effectiveness of capacity building support provided to the region. That sort of information was used to support findings obtained by using quantitative data and to explore the case under investigation. The secondary data sources consist of reports, plans and different type of statistical records. These sources have been used for identifying number, location, employment capacity building related data for the research.

### **3.5 Methods of Data Collection**

In order to gather first-hand information, combinations of different data gathering tools were developed and utilized. Primary data were collected from employees by using a set of self-administered questionnaires composed of both open and close-ended questions. The major reason for that was to get reliable data within a short period. To triangulate and complement responses provided via questionnaire as well as to provide answer for the how part of the research question, qualitative data was gathered from the previously mentioned individuals plus government officials from Worda via interview and observation. In addition, six focus group discussions were held with community representatives.

### **3.6 Sampling Technique**

The required sample were drawn by using purposive followed by simple random sampling techniques. Accordingly, first, 9 public sectors from each words were purposely selected. The list of sector and number of participants was taken from regional capacity building offices. Then, 9 public sectors out of 17 per each worda were selected purposively. That was done for the purpose of excluding public sectors which are not directly receiving capacity building assistance from ministry of federal affairs. Following that, potential participants that met the inclusion criteria indicated in the aforementioned section were separated. Then, proportional numbers of individual were selected from each sector using simple random sampling techniques.

### **3.7 Methods of Data Analysis and Interpretation**

Finally, quantitative data collected from both primary and secondary sources was processed and analyzed using Statistical Packages for the Social Sciences (SPSS) version 21.0. Descriptive statistics such as average, standard deviation, percentage, ratio, tables and bar graphs have been used. Inferential statistics such as Mann-Whitney U test, Independent Sample T- test, and Spearman Correlation and Pearson correlation were used in the study. Mann-Whitney U test was employed to compare the ranked mean difference between clustered and dispersed firms for categorical variables. Independent Sample T-test was used to compare the mean difference of the experiment and control group on continuous variables. In the same way, Spearman correlation has been used to test the relationship between categorical and continuous variables, while Pearson correlation is employed to test the significance level of two quantitative variables. Kendall's tau-b test was used to test the ranked correlation between categorical variables. The

researcher also used various meanings identified to develop an overall description of the phenomenon as people typically experience it to analyze and interpret qualitative data.

#### **4. Data Presentation, Analysis and Interpretation**

##### **4.1 Public Sectors' Capacity Gap Analysis**

It is a widely held notion that organizational effectiveness is highly correlated with capacity, which is used to denote general competency of human resources and institutional capability used to achieve goals (UNDP, 2003). On the other hand, capacity building means a process through which individuals and institutions improve abilities to define and reach objectives. Both individual and institutional level capacities affect job performance positively (Tandon, 2001). The following section presents detail analysis and discussions of facts on individual and institutional capacity gap assessment in selected public districts of Afar region.

##### **4.1.1 Individual Level Capacity**

Capacity at the individual level is the most fundamental element or foundation for building institutional capability. It is referred as the will and ability of an individual to set objectives and achieve them using one's own competency (JICA, 2004). Capacity at individual level includes knowledge, skills and attitude (Martin, 2007). It can be developed through various ways such as formal education, experience (informal learning), training or independent reading. To testify the realities on the ground, data were collected from operational and managerial employees using diversified indicators. The following section presents the analysis and interpretation of the fact in line with theoretical background stated above.

##### ***Individual Level Capacity: Operational Workers***

It was clearly stated in the aforementioned sections that capacity at individual level can be measured in terms of competency level of workers. Particularly when it comes to operational worker capacity means the capacity (skills, knowledge and attitude) used to do a particular job effectively. In this regard skills can be developed through practice and/or training. Therefore, it can be measured by considering frequency of training, job exercise (practice) and the extent to which workers perform their job free from errors as proxy indicators. Work related attitude on the other hand can be measured by using job satisfaction and organizational commitment as main indicators. In addition, knowledge level of workers can be evaluated by using the suitability of educational background to their current job.

Table 4.3.1a shows that as far as the extent of employees skill level is concerned, about 120 (32.52%) of respondents confirmed that employees strictly deal with their job very well. However, the remaining 249 (67.48%) reported that they did not witness while workers are usually practicing (doing) on their job. According to qualitative data collected via interviews and focus group discussions, the basic reasons fall beyond that were several. First, mostly workers prefer to sit idle or to be in a shade or ventilated area including home than engaging themselves with their job due to poor work culture and hot weather condition. Second, the working environment (incentives and management system) is not conducive for work. Instead of doing jobs, most often workers are looking for means on how to get monetary incentives and other form of rewards from their organization. As a result, they lose full concentration on their work. Third; most workers do not have the necessary capacity to effectively interact with their job. That means for one or other reason workers current level of skill and attitude do not fit to the job requirement. This shows that majority of the workers are not actively contributing towards the

realization of organizational objectives due to lack of practice which eventually leads to low level of skills.

Similarly, out of 324 respondents 220 (70%) of participants from operational workers category stated that they participated in various capacity building training programs. The remaining 104 (32%) reported that they have never participated in any form of training programs over the last three years. In addition, the respondents specified that regional capacity building office and nongovernmental organizations were the organizers of the trainings. To further support the aforementioned responses with tangible evidences and crosscheck results obtained, all respondents claimed that they have received training were asked whether the training has helped them to acquire the necessary skills required to do their current or previous jobs or not. About 232(71%) respondents replied that the training was not relevant to equip them with the necessary skills and knowledge. The interview responses indicated that the reasons for this are the trainings are usually given without identifying skill and knowledge gap of employees. Sometimes employees receive training, which is not totally related with their jobs. This indicates that though there are a number of trainings provided for employees but the outcome is not as desired. In other words, most training given to employees is not related to their jobs.

Table 4.1: Individual capacity level of operational employees (% of respondents)

Variables	Indicators	Yes		No	
		N	%	N	%
<b>Skills</b>	Job exercise (practice)	120	32.52	249	67.48
	Training	220	69.9	104	32.10
	Skill and knowledge acquired from the training	92	28.40	232	71.60
	Free from significant work error	175	47.43	194	52.57
	Mean	129	36.44	225	63.56
<b>Work attitude</b>	Jobs Satisfaction	118	31.98	251	68.02
	Commitment	145	39.3	159	60.7
	Mean	132	35.77	237	64.23
<b>Knowledge</b>	Education background suitability to current job	218	59.07	151	40.93
Operational workers individual level capacity		159	43.42	210	56.58

Source: Survey Questionnaire

Regarding employees technical ability to do their job with minimal error and wastage of resources, 175 (47.43%) of them have shown that they are able to do jobs with reasonable level of errors while the remaining 194 (52.57 %) do not have the ability to do jobs without committing significant level of error. The reason for this is lack of proper training and work practice. When the responses of different respondents over the three indicators are aggregated together, majority of the respondents 225 (63.56%) do not agree that they have the required skill to discharge their responsibilities. Collectively, this shows that there are gaps in the skill level of operational workers is not adequate the carry out their jobs.

Similarly, as far as work related attitude of operating employees is concerned table 4.3.1a also shows that some 118 (31.98%) of them have high level of job satisfaction (pay, policy, working environment) while the other 251(68.02%) reported that they do not have job satisfaction. With regard to commitment (loyalty to the goal often organization, readiness to exert effort towards the realization of the goal and desire to stay in the organization) 145 (39.3 %) of the study participants indicated work commitment while 159 (60.7%) are not. When all the responses are

aggregated, on average (64%) of participants reported that most workers do not have positive feeling (attitude) towards their job. In contrast, 36% of the witnessed that members belongs to their groups have positive work related attitude. This implies that the work related attitude is not in a good position.

When we see the knowledge level of workers, 151 (40%), respondents feel that the educational background of the workforce is not related to their current position. The remaining majority 218 (60%) feel that, educational background of employees go in line with the requirement of their current job. This simply proves that majority of the respondents believed that the right person is assigned in the right position. In general, when individual level capacity of operating employees is concerned, majority (57%) of the respondents feel that individual level capacity is lower than the required level.

### ***Individual level Capacity: Managerial workers***

To measure individual level capacities (skill, knowledge and attitude) of managers, indicators were developed that is technical competency, communication ability, interpersonal skills and decision-making ability. Knowledge is computed by using the relevance of educational background of a manager to his/her current jobs. Work related attitude on the other hand is measured by using job satisfaction and commitment manager to their job as main indicators.

Table 4.2: Individual Capacity level of managerial employees (% of respondents)

Variables	Indicators	Agree		Disagree	
		N	%	N	%
<b>Skills</b>	Technical competency	158	42.82	211	57.18
	Communication ability	169	45.80	200	54.20
	Ability to work with others	194	52.57	175	47.43
	Decision Making skills	161	43.63	208	56.37
	Average	171	46.21	199	53.79
<b>Attitude</b>	Jobs Satisfaction	125	33.88	244	66.12
	Commitment	131	35.5	238	64.50
	Average	128	34.69	241	65.31
<b>Knowledge</b>	Education relevance to job	195	52.84	174	47.16
<b>Managers individual level capacity</b>		158	44.58	211	55.52

Source: Questionnaire Survey

Table 4.2 depicts that out of 369 respondents 211 (57.18 %) of them reported that most managers do not have technical skills (the ability to use tools, procedures and techniques of specialized job) found under their supervision. However, the remaining 158 (42.82%) shows that managers are competent to manage jobs in their respective work units. Similarly, from the same number of participants, 208 (56.37%) of them accepted that most managers do not have the ability to make effective decisions while 171 (46.21%) refused to accept that proposition. In connection with communication ability, 200 (54.2%) of the respondent expressed that most managers are not as such able to effectively communicate with subordinates and other vital stakeholders to get their plan done respectively. But, the other 169 (45.8%) reported that most managers communicate well and are able to work with people in way that they persuade and inspire people towards their plan

In connection with the ability to work with others, 194 (52.27%) of the study participants feel that most managers do not have the ability to work with others and to effectively monitor organizational performances. On the other hand, the remaining 175 (47.77%) respondents confirmed that they have both the ability to work with others and to effectively monitor organizational performances respectively. From the above discussion, it is clear that most respondents feel that managers do not have both technical and decision making skills. This shows that there is wide decision making and technical skill gap needs to be considered for capacity improvement. In terms of communication and interpersonal skills of respondents feel that managers are doing well. The overall response on entire indicators shows that on average 54% of the respondents support the idea that managers working in their respective department do not have all the required skills to effectively perform managerial functions. Still that shows the existence of wide managerial skill gap which needs to be considered for capacity development program in the near future.

Work related attitudes can be measured in terms of job satisfaction and employees commitment. Regarding the job satisfaction of managers (pay, leadership, supervision, working environment), 244 (66.12%) shows that managers have low level of job satisfaction. The other 125 (33.88%) of managers do not have job satisfaction. This shows that managers are not as such enjoying their work. Concerning the commitment of managers in their work, 238(64.5%) have shown their disagreement while the other 131(35.3%) have shown their agreement that managers have high level of commitment to their job. This clearly indicate that majority of managers have low level of feeling towards their job (low level of job satisfaction and commitment). This implies that rigours work on attitudinal development is required.

Concerning the relationship between the educational background of managers and their position, 174 (47.16%) of them disagree, and the remaining 195(52.84%) agree that most managers educational background is not suitable to their position. This shows that majority of managers' educational background and the position they hold seems to some extent related. Still, it requires much to be done to relate education background of workers their current jobs.

### ***Aggregated Individual Level Capacity***

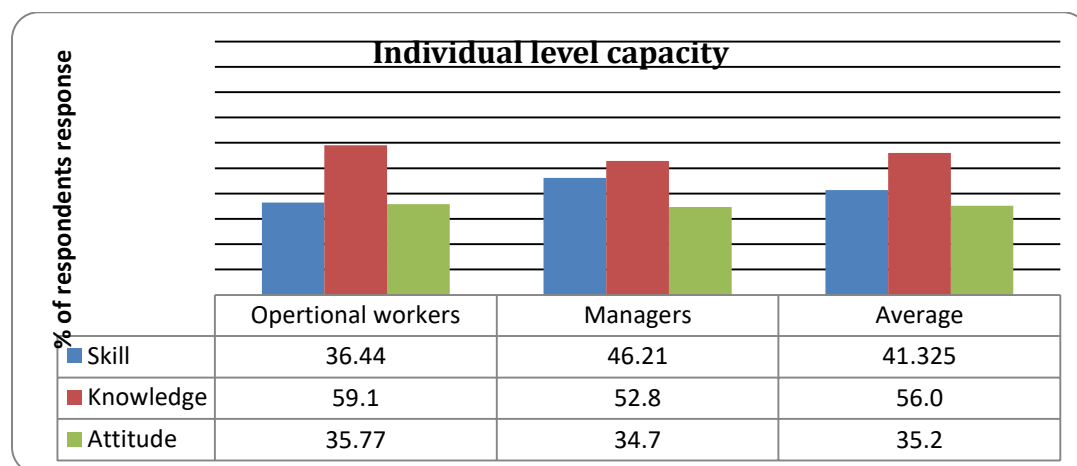
To see the clear picture of individual level capacity, various dimensions of capacity indicators must be converted to indices in a way that reflect the overall effects. Moreover, aggregation of responses from different ground seems to be mandatory to provide convincing generalization statements on the outcome of the study. In view of that, results obtained via the analysis of subordinates and managerial level individual capacities are aggregated in the following graphs followed by discussions. The aggregated function rests on summing index, which indicates the capacity of both subordinates and manager.

As indicated in figure 4.1, the skill level of both managerial and operational employees are relatively low even though the figure is not exactly the same. For example, around 59% of the respondents feel that skill level of both managerial and operational workers is lower than the required amount. Typically, that has happened due to several reasons. Some of these are first; most employees are not actively performing their jobs. Except that they hold organizational positions, they rarely have been seen practicing their job due to the work environment and work culture. Second, consistent training to upgrade skill level of workforces is found to be limited or everyone with skill gaps do not get training, as he/she is required.

Above all, it was stated that most training given in various public sector institutions is not based on training need analysis and planned form. As a result, even those limited training programs offered to work forces could not manage to narrow individual level skill gaps. Third,

the ability of most managers to effectively supervise employees of their work unit is lower as most of them do not have the knowhow to use tools, procedures and techniques of specialized job under their supervision. Fourth, most managers do not have the required skills and knowledge to make effective decisions and solve work related problems. However, the remaining 41% shows that manager are competent to do jobs found in their respective work units.

Figure 4.1: Aggregated Individual level capacity (% of respondents' response)



Source: Survey Questionnaire

Figure 4.1., also depicts that work related knowledge of both managerial and operational employees are relatively better even though there are gaps to be filled. In other words, the relationship between the educational background and current position of both managers and subordinates is relatively good. This confirmed by 56% of respondents agreed that organizational members better skills and attitudes. The remaining 44% of the respondents have different perception. This indicates that even though the knowledge level of most work forces is improved, it requires long way to go for improvement.

In the same fashion, the work related attitude of both managerial and non-managerial employees is not as required. The major reason for this is poor work environment (pay, incentives, management style and facilities). This shows that most individuals in the public sector organization are not happy with their work.

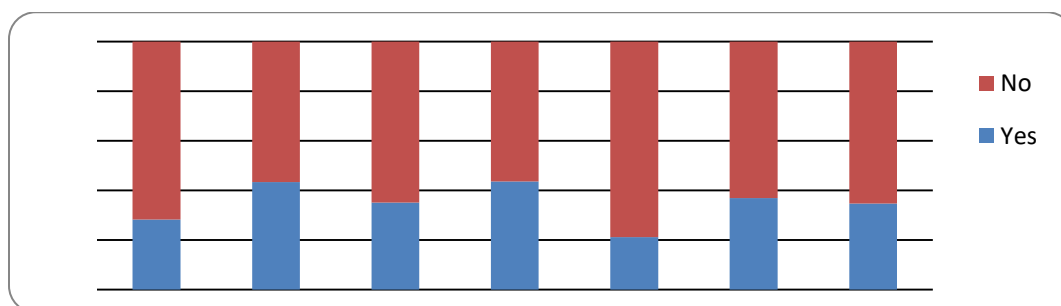
#### 4.1.2 Institutional Capacity

Capacity at organizational level can be determined how individual level capacities are utilized and strengthened. To evaluate the level of institutional capacity from different perspectives, diversified indicators have been identified. According to Tandon (2001), institutional capacity means anything that influences performances and mostly measured by using human resource collective capacity and the availability of adequate organizational resources and facilities. The presence of effective informational system, functional organizational process, intellectual resources such as strategy and inter-institutional linkages can also be considered as principal indicators.

Figure 4.2 shows that from 369 participants more than 265 (71.78%) reported that the collective human resources capacity is weak in their respective sectors. The reason for this is high level of employees' turnover, which removes well-experienced individuals from public

sectors. The other reason is even those skilled employees who remain with the organization are underutilizing their capacities for the working environment is not helpful to that extent. The remaining 104 (28.32%) respondents think that there is strong collective human resource capacity, which is able to shoulder any kinds of organization duties. This indicates that the collective capacity of the organization is significantly low implying scanty collective capacity in the offices.

Figure 4.2: Institutional capacity gap analysis (% of respondents' response)



Source: Survey Questionnaire

Regarding the availability of sufficient material resource and management capacity is concerned, 290 (57%) of participants confirmed that material resources are not sufficiently available to tap the potential of skilled individuals. On the other hand, the remaining 160 (43%) indicated the adequacy of facilities and resources to demonstrate once own skill and experience. Similarly, from the same number of respondents 239 (65%) revealed that the local level governments have very little capacity to raise sufficient amount of revenues and manage expenditures. The interview respondents indicated that narrow set of revenue sources in the public sectors is exerting little efforts to attract investment and expand revenue bases. Moreover, still expenditure management and allocating funds to priority areas is relatively weak. This shows that material resources and financial resource management capacity is relatively weak in the region.

#### 4.2 The Effectiveness of MoFA's Capacity Building Supports

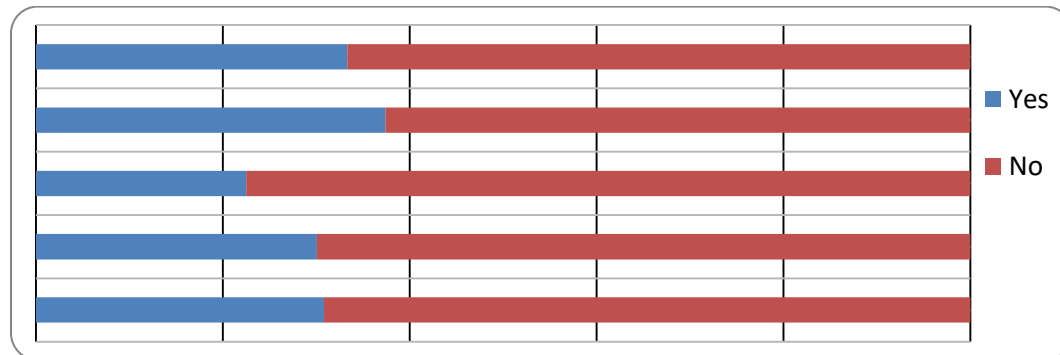
Capacity-building intervention follows a variety of approaches and strategies. Several years of practices in the area of capacity building and search for the most effective tool have led to the development of various approaches to capacity building (Tandon & Bandyopadhyay, 2004). These capacity-building approaches are numerous and are different from country to country even from one area to another including technical assistance, coaching and mentoring, training/skills enhancement, and infrastructure and system development. However, it seems that Ministry of the Federal Affairs of Ethiopia (MoFA) have chosen catalytic (technical assistance approach) to build and enhance planning, implementation and monitoring capacities of public sectors in emerging regions. The aim was to boost development goal achievement and poverty reduction capacities of these sectors. Thus, to investigate the contribution of MoFA towards the realizations of the stated objectives, it is imperative to use planning, implementation and performance monitoring capacities as proxy indicator of performance improvements.

#### 4.2.1 Public Sectors' Planning Capacity

One of the key capacity building areas where MoFA concentrated its effort was on providing technical assistance to district level public sector is, through enhancing their planning capabilities. On doing so, MoFA agents assigned to each Worda shares experiences of advanced regions on how to identify priority areas requiring government intervention. They also provide consultation services\_ as part of their capacity building involvement\_ to Worda level managers on how to participate the community (other stakeholders) and how to (integrate respond to) public demands during planning. In addition, they advise officials in allocating organizational resources as well as assist while preparing activity plan based on identified priority areas. Thus, for the capacity building support to be successful (or effective), public sectors needs to develop planning capacity. In other words, public sectors are equipped with ability to identify priority areas, respond to public needs, allocate resources to priority areas and have the ability to develop activity plan on identified needs.

Data presented in figure 4.3 depicts that among 369 sampled respondents, 111 (30%) strongly believe that public sectors are endowed with competencies to identify priority issues (development issues or that of a public concern) during planning. Based on qualitative data collected, planning function of various offices is being done in consultation with the community and key stakeholders, particularly, after the MoFA started giving technical assistance. That means participatory planning approach, which is currently underway, can be considered as phenomena emerged after MoFA started its assistance. Formerly, officials used to develop their plan alone or with the inclusion of few experts.

Figure 4.3: Planning capacity of public sectors (% of respondent's response)



Source: Survey Questionnaire

The remaining 258 (70%) agree that sectors capacity to identify priority area is very much limited for many reasons. First, lack of necessary knowledge, skills and attitudes of officials to systematically identify priority areas and integrate it with organizational plan. Second, the public mostly lack interest to participate in the need identification process. Their concerns usually revolve around solving their immediate problems relating to service delivery, completing administrative procedures and gaining different kinds of support than searching participating in planning and administrative process. This shows that identifying gaps or needs (priority) area to be incorporated in the plan is still a difficult problem.

Figure 4.3 also shows that, closely 83 (23%) of respondents think the public sectors have an experience and abilities to integrate public needs to their plan and respond to identified priorities of residents. On the other hand the remaining 286 (77%) reported that local government officials



do not have interest to take actions to satisfy needs of the community and development priorities for various reasons. For one thing, officials do not have the required skills and capacities to identify priority areas and respond to these during planning. For the other thing, assigned capacity-building agents are limited in number and capacity, usually one person per each worda, to provide effective assistance. As a result, it was found difficult for them to handle various matters and be competent in different spares of capacity building activities. In fact, they share experience of other regions in the area, give them some technical consultation on how to identify priority areas. However, they have skill gaps on how to integrate development versus public concerns on the sectoral plans. It is also impossible to respond for all people need due to resource limitations such as budget, time and other resource constraints. This shows that public sector have considerable limitations to respond to public needs or priority areas.

As far as ability to develop activity plan on identified priority areas is concerned 138 (37%) agreed that public sectors developed appropriate plan after MoFA started giving technical supports to local governments. The remaining 231 (62%) reflected that there is no difference in terms of planning capacities of public sectors. In the same way 123 (33%) have shown the public sectors are developing experience and attitude to allocate resources to priority areas while the remaining 246 (67) do not agree with the development of experience because of the support.

#### 4.2.2 Public Sectors' Implementation Capacity

One of the overarching objectives behind technical assistance provided to emerging regions is to improve local government capacity to effectively implement their development plans. Thus, measuring the plan implementation power of local level government is very critical to determine the effects of capacity building interventions. Regarding this, evaluating the efficiency and effectiveness of public sectors are the most important indicators to weigh performance level competencies. From this perspective, efficiency refers to the abilities of officials to implement their plan, using all available organizational resources given that the quality of service will not be compromised. It also means using public resource without waste (implementing activities with low cost and time). In the same way, effectiveness can be measured by using goal achievement and plan implementation capacity as well as satisfaction level of clients.

Table 4.4: Public sectors plan implementation capacity (% of respondent's response)

Indicators	Yes		No	
	N	%	N	%
Public sectors level of Efficiency	132	35.91	237	64.09
-Cost and time saving capacity	124	33.60	245	66.40
-Quality service provision capacity	141	38.21	228	61.79
Public sectors level of Effectiveness	122	33.06	247	66.94
-Capacity to implement activities based on the plan	135	36.59	234	63.41
-Capacity to achieve goals stated in the plan	84	22.76	285	77.24
-Ability to improve customer satisfaction	135	36.59	234	63.41
-Capacity to meet community needs	134	36.31	235	63.69
Average response	127	34.42	242	65.58

Source: Survey Questionnaire

As far as the cost and timeline of activity implementation is concerned, table 4.42 shows that about 124 (33.60%) and 141 (38.21 %) of study participants indicated that local level officials provide services (implement activities) with reasonable cost of resources and quality of

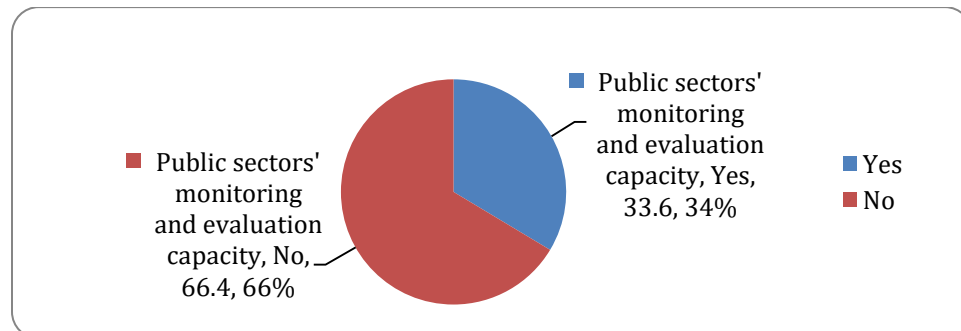
performances respectively. On average some 237 (64.09%) of study participants think that the efficiency level of public sectors are significantly lower. According to these and other participants responded by means of focus group discussions further stated, low level of efficiency is typically associated with low level of skill, knowledge and attitude of the work forces.

All the respondents were asked whether each public sector is implementing activities according to the plan and achieve goals set during planning. Among the respondents, 234 (63.41%) and 285 (77.24%) confirmed that plans were not successfully implemented. The remaining 135 (36.59%) and 84 (22.76%) of the same respondents feel that public sectors are in a good position to realize their plan and goals set one after the other. In the same, way 234 (63.41%) and 235 (63.69%) of the respondents think that public sectors do not have as such the capacity to improve customers satisfaction and meet community needs in their public service provision. From 369 respondents on average 247 (66.94 %) of respondents indicated that public sectors are not effectively implementing their public functions. This shows that public sectors are not effective in implementing their plans.

#### 4.2.3 Public Sectors' Monitoring and Evaluation Capacity

For the purpose of this research, researchers identified performance indicators for the capacity building effort carried out by the ministry of Federal Affairs. Monitoring and evaluation referred as the capacity to develop checklist, monitor progress and the capacity to make decisions to solve problems.

Figure 4.5: Performance monitoring and evaluation capacity of public sectors



Source: Survey Questionnaire

In connection with monitoring and evaluation practices, Figure 4.5 made clear that majority of the respondents (66%) reported that the monitoring and evaluation capacity of public sectors are very low. Interview respondents also indicated the checklist developed by MoFA agents were rarely used. The reasons for this are officials are not willing enough to make use of the checklist as a means to evaluate everyday performance. The other reasons are managers are engaged mostly in other activities and spend very little time to monitor and evaluate performance. As result, making corrective action on time and trying to improve the performance of their sector is rear, even though agents are trying all their best to that end. This indicates that official's ability and willingness to perform effective monitoring and evaluation function is at low level.

#### **4.2.4 Success and Gaps of MoFA's Capacity Building Intervention**

This section presents qualitative information obtained through interview and focus group conducted. All the respondents reflected the various achievements and gaps observed over the last few years in relation to capacity building efforts MoFA. The Overall evaluation of these respondents is summarized under the following two headings successes and gaps indentified in the process of capacity building intervention.

##### ***MoFA's Capacity Building Success***

Qualitative information brought together from respondents has shown that MoFA has accomplished remarkable results on some points due to its capacity building intervention in the Afar region. Some of these are:

1. The assignment of experts (agents) to provide technical assistance/counseling service on planning, implementation and monitoring to each target worda. That in fact helped public sectors to have exposure and share experience of other regions.
2. MoFA introduced participatory planning approach in the business dealings of public sectors. That means the initiative to involve community members; experts and other stakeholders in the planning process can be considered as phenomena emerged after MoFA setup technical assistance and counseling service to target words. Formerly, officials used to develop their plan alone or with the inclusion of few experts. In addition, there was no formal plan appraisal process. More or less currently, every public sector is participating the public and experts during planning.
3. The tendency of worda administration in general and public sector in particular to assign resources, especially capital budgets to development allied sectors and issues of the public concern. Activities, which were not the concern of worda governments, are now attracting attention after MoFA started its operation in Afar region. For example, mainstreaming government function and plan to communal (villegization) program.
4. The development of monitoring and evaluation tools and give attention towards the implementation of development plans and public functions. In other words, it means MoFA agents brought the experience of developing checklist as a means to monitor and follow up the progress of program/project or plan implementation.

##### ***MoFA's Capacity Building Intervention Gaps***

The major gaps pointed out by respondents were:

1. The assistance given by MoFA's agents concentrated on providing technical assistance and guidance on how to plan, implement and achieve development goals (public services) as well as on monitoring and evaluating performances. According to respondents view, the MoFA's capacity building assistance does not base on capacity gap need assessment. While the overall problem is related with lack of skill, knowledge and attitude to perform public function the ministry concentrated on activating the existing capacity. Thus, one of the MoFA's gaps is on the approach it is following.
2. MoFA assigned one expert (agent) and one health assistant per each worda to give all the necessary capacity building assistance. However, according to respondents' observation, apart from assigned capacity, building agents are limited in number; they have also limited capacity (as naturally one person is not expected to be competent in everything). As a result, it was found difficult for them to handle various matters and be effective to

that extent even though they are trying at most to successfully discharge their own responsibilities.

3. Timely evaluating the impacts of capacity building programs, and taking all the necessary corrective action from the ministry and board also considered as insufficient and weak.
4. The background of MoFAs capacity building assistance is to bring balanced growth and development among regions. However, bringing balanced growth requires much more function (such as assistance on institutional/system development, training service, experience sharing with other regions (bench marking), infrastructural and material support than technical assistance.
5. The ministry only selected few wordas among many. Even those selected districts are well advanced once in the region in terms of infrastructure, work force and others. Nevertheless, if the issue is to build capacities words located at remote areas of the region are ignored.

#### 4.3 Challenges of Capacity Building Intervention

Respondents were asked to share the challenges that have been facing the capacity building intervention made by MoFA. The major challenges pointed out by the respondents are the following:

1. **Work culture and attitude:** the work culture of employees is hampered by different factors. Most employees were idle, they associate their work with the incentives attached to it. They do not give due care for their work, employees do not have expert power: they are not doing based on their experts unless ordered from the top; it is tough to get employees in their office when agents of MoFA went there for support, leaders of wordas do not openly discuss with the agents.
2. **Institutional capacity:** most leaders lack the capacity to implement the rules and regulations that are intended to be followed and implemented, to follow up the implementation of plans, rules and regulations, lack commitment to their work.
3. **Acceptance:** The leaders and employees are not welcoming the support given by MoFA. They have wrong perception about the mission of MoFA in their worda: they assume them as intelligence agents not professional supporters to them.

#### 5. Conclusions

The following are the conclusions drawn from the major findings of the study.

**Regarding Individual and Institutional Capacity:** the study has made known that both individual and institutional capacities are, indeed, significantly lower than expected to improve performance of public sectors in the region. The work related attitude gap is the result of low level of workers job satisfaction and organizational commitment. There is skill gap due to capacity-building poor capacity building activities that is facilitating training without need analysis. In other words, capacity-building activities are not helping individuals to close their skill gaps. The other reason is most workers are passive on their job. That means they are not actively involved in their job (most of the time they prefer to set idle). Result obtained from the analysis of respondent's personality characteristics also reinforces the previously mentioned statements. For example most respondents age fall in the category of 27 to 35 years, accumulated work experience between 7 to 12 years and attained higher level education (more than 76% of the respondents earned diploma, degree and above) which eventually contributes towards building all the necessary knowledge, skills and attitudes. However, it was found that

the relationship between these demographic variables and individual level of capacity (skill, knowledge, and attitude) to work was found to be significantly weak. This shows whatever is years of experience, maturity and educational background their capacity remains the same. Thus it is fair to conclude that individual level capacity gap is the result of work culture (management system), unplanned (not based on need assessment) capacity building intervention and human resource management system in particular and limited institutional capacity.

In the same way factors fall behind limited institutional capacity could be multifaceted. Weak individual level capacity led to fragile collective human capacity which eventually contributes to institutional level capacity. Even to make use of those limited number of skilled personnel there exists limited resource and management capacity. The organizational process and the bureaucracy are not also functioning in a way that it creates collective capacities and tap the existing once. In other words, the rule of the game (laws, policies, procedures, rules, directives and regulations) are not carried out well due to capacity gaps from official's and subordinates side. Unavailability of well-established information management system capacity to get access of vital information and inability to create effective partnership with key stakeholders were also responsible for low level of institutional capacity.

**Regarding the Efficiency of Planning Approach** except some shift were brought on the planning approach, resource allocation system and the development of monitoring tools, MoFA overall capacity building intervention was not as such improved local governments' ability to plan, implement and monitor development/public function. That has been partly resulted from low level knowledge and skills of officials and the community in general to systematically identify priority areas, integrate it with organizational plan and develop the right plan based on identified need. Low capacity of public sectors to efficiently (with minimum cost and time) and effectively (satisfying community needs and achieving goals) implement public functions based on the plan is also other factor limited the success.

Apart from these, the capacity building approach itself seems unsuccessful. Mostly catalytic approach (providing technical assistance) is used to activate the existing capacity or showing direction to tap already available competency. However, the reality on the ground shows that public sectors are weak in capacity to align them with the direction given. It seems that the capacity building approach was not chosen based capacity gap analysis and need assessment. The assignments of limited number (one or two) of experts to shoulder heavy responsibilities, lack of on time evaluation and action were some of the factors fall behind limited success stories of the Ministry's capacity building intervention.

**Regarding the major challenges** that have been hampering the implementation of the capacity building intervention in the woredas are lack of work culture and attitude, low level of institutional capacity. In addition, most worda employees and leaders did not accept and welcome the support given by the MoFA agents.

## 6. Recommendations

Based on the findings and conclusions illustrated so far, the following points are suggested as possible solutions used to curb major limitations found to be bottlenecks for the capacity building supports meet its target.

- One of the biggest problems that worsen individual level capacity is un-planned training and passive work engagements. Troubles that arise from this condition should be resolved using different means. One of this is the civil service office together with stakeholders should first identify skill gaps, knowledge gaps and attitudinal gaps and then should

provide necessary short and long term training (includes pre-service or in-service training, on the job training, mentoring, distance learning, advance degree or certificate programs, or continuing education courses). Moreover, various human resource development activities should be carried on continuously based on prescheduled plan. In addition, incentive scheme and motivation package needs to be put in place together with activating the functioning of policies, rules and regulations to engage passive workers on their job.

- Leaders should give due attention to the work and lead the work appropriately by checking whether the training addressed the intended issues or not, design and implement different capacity building packages, assure the existence of fair division of labour, allocate budget fairly, check the training packages whether they met the interest of the employees or not, fulfil material requirements, fulfil the compensation and benefits package for employees, evaluate the performance of each *Woreda* based on the report, release budget on time, continuous follow up, follow the rules and regulations of the government, follow up the proper utilization of the realized budget, make the training accessible to all who have gaps, be free from clan based work culture as well as bad working habits, cascading the work to the workers and implement adequate monitoring and evaluation scheme
- The system level capacity building that refers to the functions and structures that support programs and activities that cut across organizations or government units should be given due emphasis. Systems and policy level capacity building activities improve the external environment in which organizations and individuals function, including structures supporting the way organizations interact, and/or policies and standards that must be adhered to. This includes setting up standards, guidelines and requirements at the national level, including supportive policy and legal environments. Systems below the national level also require capacity building, such as systems of coordination and support, reporting, referrals and linkages at regional or local levels of service delivery. Other local systems are also important, such as networks and coordination of providers of community-based support programs.
- Ministry of Federal Affairs should engage local partners and stakeholders in design, implementation of the supports to be given for them that would capacitate them in the near future, and they will be self-sufficient within a short period. Improve the ability of organizations to finance, plan, manage, implement and monitor programs, both in the immediate and longer term, through the strengthening of internal organizational structures, administrative systems and processes, quality assurance systems, program/project management, leadership, governance, resource mobilization and overall staff capacity should be built via need based trainings.
- The Federal Government should continuously following up the activities, and filling gaps when discovered, design policies, strategies that could direct regions to the intended direction, commitment, filling budget gaps, fulfil different material needs, strictly following up budget utilization of the region apart from budget allocation, support, timely monitoring and evaluation, support to those who fight against ethnicity, rent seeking behaviour and related others, sharing good practices to other regions

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