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**INSTITUTIONAL AND ADMINISTRATIVE CAPACITY FOR
DEVELOPMENT: THE CASE OF THE BENISHANGUL-GUMUZ
NATIONAL REGIONAL STATE: EFFORTS, PROBLEMS AND
PROSPECTS**

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**INSTITUTIONAL AND ADMINISTRATIVE CAPACITY
FOR DEVELOPMENT**

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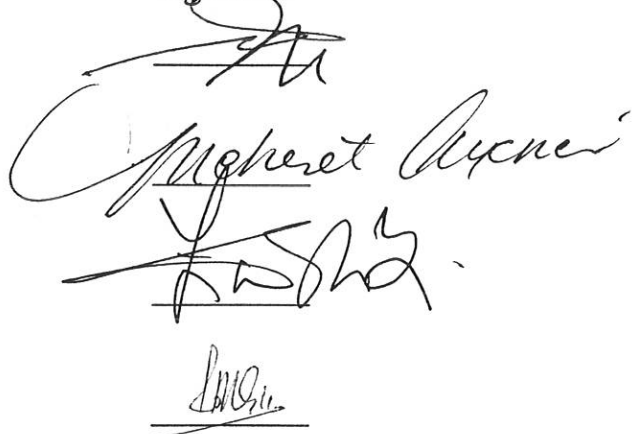


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ABBREVIATIONS

NGO	-	Non-governmental Organizations
CBO	-	Community Based Organizations
EPRDF	-	Ethiopian Peoples' Revolutionary Democratic Front
CSA	-	Central Statistical Authority
MEDaC	-	Ministry of Economic Development and Cooperation
MOPED	-	Ministry of Planning and Economic Development
FDRE	-	Federal Democratic Republic Ethiopia
TGE	-	Transitional Government Ethiopia
ESDP	-	Education Sector Development Program
SNNP	-	Southern Nations, Nationalities, and Peoples Region.
MOF	-	Ministry of Finance
TTI	-	Teachers' Training Institute
ESLCE	-	Ethiopian School Leaving Certificate examination
GDP	-	Gross Domestic Product
GNP	-	Gross National Product

ABSTRACT

Institutional and Administrative Capacity that should exist in the social, economic and political institutions has become one of the essential instruments of achieving any envisaged development policies and programs, and at the same time, sustains and supports the several processes of development. Consequently, capacity development is being considered as a prerequisite and a sine qua non for the commencement and success of development objectives and goals.

After the demise of the Derg Regime, Ethiopia has launched on an unprecedented tradition of decentralization and regionalization. Concomitantly, the regional governments are entrusted with the legal powers of adopting and implementing development policies and programs. However, making of policies and programs require the availability of competent and efficient staff members and capable administration which almost all of the regional governments lack.

The Problem of capacity is grandeur in the forlorn and marginalized peripheral regions of the country one of which is the Benishangul-Gumuz area that did not obtain due concern and attention by the past centralist power holders in Ethiopia. The impact of this capacity constraint has been poor planning, formulation and execution of development policies, programs, strategies, projects and budgets.

Presently, although the region and the federal governments have been taking up numerous activities in order to redeem the capacity problems, especially in the area of human resource development through education and training, the problem seems untouched and unresolved, and in turn has negatively affected the development efforts of the region. This study has tried to pinpoint that the overall capacity development programs that have been carried out (be it regional or national) have not been well-planned need-based, and very often ill-implemented. Moreover the study has identified

that nepotism and favoritism have played significant roles in the planning and implementation of training activities in the region. As to education, the study has also shown that quality deterioration in the education system is overtly depicted in the region which is true of the country on the whole.

In sum, since capacity problems would also result in widening development disparity among regions, greater emphasis should be given to this aspect than ever. Among other options, devising different incentive systems of motivating, retaining and stabilizing the available civil servants and launching of massive infrastructure building programs by the federal government in the peripheral and under served areas appear as some of the most important solutions to the prevailing capacity problems. If not, the poorer regions get poorer and the richer ones get richer which would in turn threatens the national integrity and unity of the country in the long run.

PART I

CHAPTER ONE

1. INTRODUCTION

1.1 Background of the Study

Several institutional economists and authors in development administration attest the roles that institutions play in a development process. However, to achieve the desired development objectives and goals, institutions as a system of action should possess at least three indispensable characteristics and features. These include: having the capacity to produce or deliver the product or perform the functions for which the institution was founded; acquiring public acceptance and recognition; and obtaining adequate financial, personnel, and political back-up (Gant; 1993; Manuel, 1997; North, 1995).

If an institution lacks any one of the aforementioned qualities, it fails as an institution. Moreover, efficacy of institutional arrangement and integrated efforts of all actors (public, private, and NGO's or CBOS) in a development activity call for trust, loyalty, secure legal system, efficient and competent bureaucracy staffed with well motivated and trained personnel-all of which are sine qua non and livelihoods of an effective state. As such institution building is concerned not only with strengthening

the administrative and implementing capacity of individual organizational, but also with seeking cooperative relationships among them (Manuel 1997; World Bank,1996/97).

A review of the past socioeconomic and political trends of Ethiopia brings to light that it is quite recently after a long tradition of centralized administration that the country has launched on a federal system of administration and politics. However, the process of regionlization and decentralization require the creation of a machinery that has to be filled with required human resources and logistics. Because adequate labor force and administrative capability are essential factors in any development undertakings (Tegegn, 1999; Meheret 1998).

Even though regional governments are entrusted with legal powers of adopting and executing development policies and programs, in all of the regions, problems of institutional and administration incompetence have become major obstacles in attaining the envisaged objectives and targets (Tegegn,1999).

The problem of capacity is more severe in the relatively underdeveloped regions of the country such as in the Benishangul Gumuz Region, Afar, Somali, and Gambella - where there has not been a base to establish trained manpower in the past regimes. Due to the inadequacy of the educated and experienced workforce, especially in the Benishangul-Gumuz, the adoption and execution of development programs and plans

have often failed to reach the desired goals. As a result, the region's institutions (bureaus) and the administration have been operating under capacity for the past 6 or 7 years. Thus, the availability of well-educated and trained people have become, inter alia, the prerequisite conditions so as to effectuate and exercise the powers and duties of the regional government.

In order to alleviate the institutional and administrative incompetence of the region, both the federal and the regional governments have carried out different training programs and capacity building activities. Nevertheless, an assessment conducted on the region's demand for educated manpower on the one hand, and the availability or the supply side on the other show a wide disparity between them. To make things worse, the turnover of civil servants has reached its peaks due to absence of adequate incentive systems to attract and retain competent personnel. As a result the performances of the region's institutions (bureaus) and the administration itself have been low.

In order to relieve the region from its institutional and administration capacity constraints, inter alia, the education and training institutions found at every level of government structure need adequate political attention and economic support so as to produce relevant and competent human resources for the region.

Thus, to help enhance the implementing capacity of the region and curb the exodus of civil servants from the region, creating capable and motivated workforce and institutionalization becomes a necessity. Henceforth, devising appropriate strategies and policies that aim at alleviating the overall institutional and administrative incompetence of the region become timely and imperative.

1.2 Statement of the Problem

Historically, the Benishangul-Gumuz exhibits one of the most marginalized and deserted parts of the country in spite of its historical significance as a frontier region. In the past regimes, the region did not obtain much attention and concern by the centralist power holders in Addis Ababa who pursued a highly biased socioeconomic and political policies in favor of centralism.

Although the region was/is endowed with natural resources such as water resources, mineral and sample arable land bases, due to the age-long marginalization and negligence of the central states, the region's population was destined to object poverty and backgrounds. After the commencement of federalism in the country, the regional government was established having legislative, executive, and judicial functions. However, making of policies delivering services, and running of effective and efficient administrative tasks call for the availability of capable and motivated civil servants. Despite the efforts made to alleviate the capacity problems of the

region, yet, the scarcity of trained manpower at regional, zonal and woreda levels remains the major impediment and has seriously affected the development endeavors of the region.

Since locations and infrastructure endowment differentials among regions have impacts on the stability and livelihood of civil servants, competent personnel could not be attracted to the remote and peripheral regions. Thus, devising different incentive systems would motivate the available personnel as well as induce other capable manpower to the region.

Even though the region has been undertaking many capacity building activities through education and training, the problems has not been yet resolved. Furthermore, the region has been undertaking training programs without conducting training needs assessment. As such training activities turn out to be haphazard and unplanned. Moreover, to date, it seems apparent that no research has been conducted which would help pinpoint the major constraints related to the education and training sectors in particular, and the institutional and administrative capacity aspects of the region at large. Henceforth, the region's education and training sectors are considered as the main foci of the research for they are at the heart of human resources development and institution building. In doing so, the researcher strongly believes, major constraints affecting the overall institutional and administrative capacity building activities of the region could be identified. Consequently, the research result

would have policy inputs and pin points areas that need rectification and improvement.

1.3 The Objectives of the Study

General Objective: To conduct a survey on the achievement and performance of the region in developing its institutional and administrative capacity and pin point the key problem areas that seek attention and improvement.

Specific Objectives: 1 To assess the bottlenecks that were observed in developing the overall institutional and administrative capacity of the region in general, and the human resource aspect in particular;

2 To review the overall efforts made to build the implementing capacity of the region;

3 To identify critical problems that were encountered in the management and utilization of civil servants;

4 To assess how far the region has performed in the education sector and identify problems and prospects pertaining to this sector;

5 To explore the overall performance of training activities undertaken (be it regional or national) in order to build the

capacity of the region, and identify the key problems that need improvement.

- 6 To depict that the problem of capacity has seriously affected the development endeavors of the region;
- 7 Identify the then existing pitfalls and limitations that hinder the retention and motivation of civil servants in the region and recommend ways of alleviating them;
- 8 Finally, to suggest ways of devising incentive systems with a view to help retain and minimize the turnover of civil servants.

1.4 Research Hypotheses

- The first argument or hypothesis of the research is that most of the public servants employed in the region are not capable and motivated to perform development activities efficiently and effectively. The researcher puts his premise that with uniform remuneration system throughout the country, competent employees could not be attracted to the region with poor infrastructure, and retention of the already prevailing ones could be possible by devising appropriate and adequate incentive systems.
- The second argument is that the regional government of Benishangul-Gumuz has given a great deal of emphasis to the mere expansion of education without

giving a comparable weight to its quality aspects. Such an undertaking would have a far reaching negative impacts upon the development of competent human resources in the region in the long run.

- The third argument or premise is that since performance is a function of ability and motivation, the scarcity of skilled manpower in the region and absence of incentive systems to motivate employees have incapacitated the development efforts of the region. Moreover, the human resource development approach that the region is pursuing is not appropriately planned and need based.

1.5 Research Methodology and the Procedure of the Study

The research project was designed and conducted based on two main sources: The secondary and primary data. The secondary data were collected from books related to the research title, journals, magazines and the official reports of the CSA. In addition, the Five-year development plan performance reports of the EPRDF and the region, data from the civil service and planning bureaus of the region, reports of the region's council, statistical data from the education bureau, and Ministry of Education, reports of the Management Training Institute of the region and data from the MEDaC were gathered and analyzed.

In general, the secondary sources of information were mainly used by the researcher as a means to depict the overall efforts of the region in enhancing its institutional and administrative capacity for development. As such the theoretical and conceptual framework in chapter 2 has been utilized to lay the ground for the analysis and interpretation of data gathered through Questionnaires and interviews: The primary data. The questionnaires and interviews were intended to gather information that would enable the researcher bring to light the overall problems and constraints related to the human resource development and capacity building efforts of the region.

To make the study more effective, 5 types of questionnaires were designed, translated into Amharic and distributed to a total of 261 respondents systematically. The first type of questionnaire was framed for the regional executive members and zonal administrators with its main objectives of exploring constraints related to the institutional and administrative capacity building programs in particular, and the implementing capacity of the region in general. The second and third types of questionnaires were developed for the bureau and department heads of the region as well as for the staff of the education bureau and some school directors. These questionnaires were intended as a means to gather necessary information related to the motivation and training of the personnel, and the overall trend of education in the region.

The fourth and fifth kinds of questionnaires were designed for the civil servants, and the staff of the Management Training Institute of the region. The main objectives were collecting information pertaining to the training of the public servants, and constraints that were observed in the planning and implementation of the human resource development activities at large.

The ideas, opinions, and responses collected from some systematically selected sample elements were tabulated, analyzed and interpreted to generalize for the population they represent. Moreover, the researcher has tried to give emphasis to the representativeness of the samples by using job positions and stratifying them accordingly. By doing so, the researcher strongly believes that relevant, reliable and valid information were collected that have enabled him to arrive at reasonable conclusions and recommendations. Regarding the data analysis, the researcher has used both the qualitative and quantitative methods of analyses at the same time.

Based on the information and opinion collected from the respective respondents, the analysis of the survey data was carried out accordingly. As such, for reasons of achieving continuity and coherence, the researcher began his analysis with the information gathered through Questionnaire Type 1 from the regional executive members and the zonal administrators. Using this survey as a spring board of the study, the analyses of data collected through Questionnaire Types 2 and 4 were treated together, and the responses to questionnaire types 5 and 3 were presented in order.

As a matter of fact, the very nature of this survey is of a descriptive and analytical type. Yet, it has to be noted that the study is an exploratory one since it is quite limited in terms of horizon. However, it could throw light on some of the main constraints that have affected the institutional and administrative capacity development programs of the region.

1.6 Significance of the Study

It has been said throughout the paper that the Benishangul-Gumuz region is one of the forlorn areas of the country which suffers from problems of institutional and administrative incompetence. As a result, the regional government has not been able to fully exercise its powers and authorities entrusted to it in the federal and regional constitutions. The aftermath impacts of capacity problems are poor implementation of development projects and budgets.

Although many capacity building programs were undertaken by the federal and regional governments, the problems remain severe, and require concerted efforts and due attention by the concerned bodies. In line with this the research project was envisaged and designed to help enhance the institutional and administrative capacity building efforts of the region, and pin point problems that need rectification.

On top of this, the study would help alleviate the overall constraints that were observed in the development of human resources in general, and in the planning and implementation of training and education in particular. Above all, the researcher believes that the survey is relevant and timely and would have paramount significance and policy inputs in improving the management and utilization of civil servants in the region. More importantly, the researcher considers that this research would further induce and persuade those who are planning to conduct their researches in the remote and peripheral regions of the country than monotonously dealing with the nearby areas. Thus, this research would help as an initiative as well as an informative document. Hence the beneficiaries of the research would be:

1. The regional government of the Benishangul-Gumuz and its peoples;
2. The civil servants of the region and bureaus;
3. The management Training Institute
4. The country on the whole.

1.7 Scope and Limitations of the Study

Institutional development covers the whole range of capacity development in all aspects including social, economic and political institutions. However, this paper tries to assess the overall efforts, problems and prospects of institutional and administrative capacity development in the Benishangul-Gumuz region particularly by focusing on problems related with the human resource development. In this regard,

the education and training programs executed so far are reviewed and assessed. The paper does not also deal with the informal institutions though they are important in development process.

Thus the paper is by no means comprehensive and full-fledged, yet , it would give a bird's-eye-view on some of an unacknowledged problems related to the overall institutional and administrative capacity development in the region. Moreover, time and financial constraints have prohibited the researcher not to raise the sample size beyond the specified number above.

1.8 Organizations of the Study

The thesis has three main parts. The first part is the introductory section. In the second part (chapter 2 and 3) comes the review of related literature with a detail theoretical and conceptual framework regarding institutional and administration capacity for development. In the same part, a general review of human resource development trends of Ethiopia including the past and present education and training policies and strategies are assessed. In addition, the current capacity building efforts of Ethiopia is also analyzed based on available data.

In the third part (chapter 4 and 5) follows the whole historical, socioeconomic, and administrative profile of the Benishangul-Gumuz region, and analyses and the

findings of the survey data that were collected through questionnaires and interviews. In this section the need for institutional and human resource development with particular emphasis to education and training is presented. Data that show the efforts of the region in capacity building activity and education performance are presented as well. Based on the analyses, interpretations and findings of the study, reasonable conclusions and recommendations are provided in chapter 6. Finally, appendices and list of reference materials that were used during the research time are attached.

PART II

CHAPTER TWO

2. REVIEW OF RELATED LITERATURE

2.1 Institutional and Administrative Capacity for Development:

The Conceptual and Theoretical Framework

To begin with, it seems worthwhile to raise the following questions: What do institutions mean? How do institutions evolve and operate? How do institutions retard or enhance the pace of development? How can the implementing capacity of institutions be strengthened? Such and related questions will be addressed in conceptualizing institutional and administrative capacity for development.

Institutions are defined and conceptualized by different scholars in different ways. According to the renown and popular institutional economist, Douglas North, “Institutions are the rules of the game or are the humanly devised constraints that structure human interactions. They include formal rules, informal constraints and the enforcement characteristics of both” (North,1995). By the same token, one of the management scientists George F. Gant defines institutions as follows:

Institutions are the forms in which people organize their affairs in relationship with each other. An institution is a system of action. Systems of action comprehend the structures and mechanisms which provide the capacity and support for action in the form of agencies or organizations. Bureaus or departments are institutions of this kind, as are schools, prisons, hospitals, and banks. Systems of action also comprehend processes and delivery instruments by which specified tasks are executed or by which categories of functions are supported or controlled. Accounting and budgeting systems are institutions in this sense, as are arrangements to deliver credit to entrepreneurs and fertilizer or seed or water to farmers. Accepted patterns of economic and social behavior are also characterized by the term 'institution' (Gant,1993:13).

As it is depicted from the above quotation, Gant has given a detailed elaboration of institutions. According to him, institutions include organizations, delivery systems, accepted social norms and behavior. Furthermore, the same author asserts that an institution as a system of action should possess certain indispensable qualities:

- *First of all the institution, the system, must have the capability to produce or deliver the product or perform the functions for which it was created; the institution must be effective in accomplishing its purpose;*
- *Second , the institution, whether as agency or process or convention, must be accepted in the society and environment of its location. The institution must represent the way in which people, as individuals and in groups wish to be served and to work with or relate to one another. The institution must therefore have value and meaning for those people if it is to serve in a fully effective and productive way;*
- *Third, the institution must be able to survive because it is adequately supported with the necessary, financial, personnel, and political capability to adapt itself and its program to changing and evolving conditions and situations, including the ability to learn from its own experience and correct its mistakes (Gant,1993:14)*

If an institution is lacking any one of the three aforementioned qualities, definitely the institution fails. Thus, institutionalization, the process by which systems of action acquire public acceptance, adequate financial and qualified manpower becomes indispensable to effectively achieve the desired development goals and objectives (Rondinelli,1993;Sharp,1998; Gant,1993).

Institutions are created and grow in different ways. For instance, the traditional institutions are born out of customs and habit of the society and gradually evolve becoming conventional rules to society. Whereas authorities or governments can establish institutions by entrusting them with legal and administrative powers based on their political systems (North,1995; Rondinelli 1993; Sharp 1998; Gant,1993).

It is important, on the other hand, to realize that any development goal cannot be achieved by the public sector alone because development has a wider dimension and concerns different sectors too. In this regard, the private sector and community-based organizations do have significant contributions to development. Consequently, efficacy of institutional arrangement and integrated efforts of all actors involved in development process call for trust, loyalty, secure legal system, efficient and competent bureaucracy staffed with well motivated and trained personnel. In addition to easing burdens in resource and skill requirements, institutional relation will reduce the risks involved in development process (Tegegn, 1999; North,1995 ; Manuel,1997).

According to Rondinelli, institution-building is concerned not only with strengthening the administrative capacity of individual organizations but also with seeking cooperative relationships among them. Thus institutional approach to development becomes imperative (Rondinelli, 1993).

On the whole, it can be said that effective administration for development depends upon new management systems as well as the establishment of new or revitalization of old agencies or institutions. Consequently, the essential purpose of management systems is to give adequate financial, materials or logistics, staff and authority to qualified and responsible officials so that they have the capacity to accomplish tasks assigned to them. However, the two principal management systems in this context are therefore those for budgets and for personnel (Manuel, 1997; Rondinelli, 1993; Gant 1993).

In the final analysis, Gant has asserted the need for capacity for development as a fundamental condition for executing any development activity. He puts:

Capacity, in the private and the public sector, consists of the methods and systems and activities by which development policies, projects, and programs are carried out to accomplish the specific goals of development, goals which are articulated for a particular period of time and place. The capacity for development involves the organizations and agencies, the institutions both private and public, to sustain and support the several processes of development. The capacity for development includes the will of the people, and their preparedness as individuals... Development then and the promise thereof can be measured in terms of the

comparative excellence of the relevant processes- that is, the delivery systems and the capacity that exists in the social, economic, and political institutions. Processes and capacity which are effective and responsive should take people where they choose to so. The people of a country are the center of the development interest (Gant,1993:9).

In the above argument, it is noted the need for the development of capacity that should exist in the social, political and economic institutions including both in the private and public sectors. Thus capacity development becomes a prerequisite for the commencement and achievement of effective development goals and programs (UNDP,2000; Rondinelli,1993; Meheret,1998; World Bank,1997).

More importantly, one has to recognize that a competent agency must be well staffed with adequately trained personnel. The assurance of such a staff entails the quality of personnel administration, including supporting educational and training institutions, adequate remuneration system , public esteem and status. The staff must have specialized qualifications to perform the tasks with understanding and motivation. After all, motivation and capability of the staff lay foundation for the success of development objectives. As such, the availability and full utilization of highly trained and motivated staff are the crucial factors of success and the first point of concern in any institution building process (World Bank,1997, Gant,1993; UNDP,2000)

On the other hand, the inability or unwillingness of governments to provide suitable living conditions and incentives for civil servants to work in the remote areas or regions threatens the success of decentralized development projects and severely constrains the implementing capacity of regional governments (Rondinelli,1993, UNDP,2000). In this connection, Cleaves argued that administrators who are assigned in the risky projects or remote areas must be specially and visibly rewarded when they carry out their tasks successfully. He propounds that:

When money is limited, quality personnel in outlying districts scarce, and possibilities for change marginal, administrators who undertake these assignment must be recompensated, in terms of remuneration and prestige, for handling small budgets, working in difficult terrain's, and accomplishing small, gradual and continuous change. The policy must contain self evident measures of social development so that administrators can record their progress. While appeals for altruism are legitimate ways to build motivation, they cannot completely substitute for direct compensation, especially when implementers sense that they are bearing the blunt of responsibility for national development (Cleaves,1980, Cited in Rondinelli 1993:184).

In contrast, Esman and Montgomery noted that civil servants living in remote areas are usually the worst trained, the least supervised, the weakest motivated, and rarely supported by efficient supply systems. An essential part of the incentive system must be adequate training, a strong system of field support and greater recognition for those who work in the remote areas and poor infrastructure (Rondinelli,1993).

Among other things, institution building process requires the development of well-educated and trained people without which an attempt for development becomes futile. It has to be noted that institutional and administrative capacity building is a key to development whose major component is the human resource that should get the greater emphasis

In their review of how the West Grew Rich, Rozenberg and Birdzell discovered that the industrialized countries attained sustainable development because they developed a competent institutional capacity and the human resources to innovate and adapt to changes. The building up of those institutional capacity and human resources required the division of authority and use of experimentation to arrive at appropriate technology and means of production. In addition, the Western countries provided adequate incentives for the public employees which included adequate rewards for success and penalties for failing to experiment and innovate (Rozenberg and Birdzell,1986, cited in Rondinelli 1993:154)

The approaches to development administration prescribed to the Third World Countries in 1950's and 1960's had two strategies: The tool- oriented approach which propounded development to occur through mere transferring of administrative procedures and techniques from the West; and the political modernizers approach which claimed the thorough reformation of the political processes and administrative structures to allow central governments to plan and direct economic development

more effectively and efficiently. Both approaches assumed the central government to be the most important institution in its ability to plan and manage to achieve rapid economic and social progress (Rondinelli,1993).

Nevertheless, both the tool-orientated and the political modernizers approach failed to improve either the government's or other institution's capacity to innovate and experiment mainly because both approaches ignored and overlooked a high level of risk and uncertainty that accompany implementation of development activities, and at the same time, forgot the centrality of human resource in economic development theorizing and policy making (Rendinelli, 1993; Adjbolosoo,1995).

The main reasons lying behind the negligence of human resource in economic development theorizing was that for the past three or four decades 'development' was conceived in terms of economic development (expressed either in GDP or GNP per capita increase) without recognizing the development of human beings. As a result, despite the publication of voluminous economic development theories and policy prescriptions of the West, the desired and intended development goals and targets were not attained in Third World Countries. Consequently, many scholars and social scientists started to criticize the failure of the past economic development theories and their resultant socioeconomic policies and programs particularly in sub-Saharan Africa. Thus development was conceptualized and redefined in terms of

human development aspects. In this regard, the following argument was advanced by Edgar Owens:

Development has been treated by economists as if it were nothing more than an exercise in applied economics, unrelated to political ideas, forms of government, and the role of people in an economy. It is high time we combine political and economic theory to consider not just ways in which societies can become more productive but the quality of the societies which are supposed to become more productive-the development of people rather than the development of things.(Owens) cited in Todaro: 1997: 15)

From the above argument one can understand a change in the approach to development. Development was recognized to be the development of human beings rather than the development of goods and services. Owens propounded that the overall improvement and productivity of an economy will result if and only if the political and economic theories consider the central role of people in economic development.

In line with this approach, even the World Bank, which spearheaded the economic growth approach during 1980's, started to broaden its perspective in its 1991 World development report. It asserted:

The challenge of development...is to improve the quality of life especially in the world's poor countries, a better quality of life generally calls for higher incomes but it involves much more. It encompasses as ends in themselves

better education, higher standard of health and social security, less poverty, a cleaner environment, more equality of opportunity, greater individual freedom, and a richer cultural life (World Bank, 1991).

Therefore, development was later conceived as a multidimensional process involving major changes in social structures, popular attitudes and values, and national institutions, as well as the acceleration of economic growth, the reduction of inequality, and the eradication of poverty (Todaro 1997:116).

To conventional economic development theorists, the economic development process is a set of theories, if wisely applied, must yield expected positive outcomes-economic growth with development. To sub-Saharan African Countries, however, economic development still seems to be illusive and slippery regardless of their dogmatic pursuit of policy and program prescriptions based on Orthodox economic development theories (Adjibolosoo, 1995).

Finally the failure of the conventional economic development theories and their application is put succinctly by Adjibolosoo as follows:

The application of conventional economic development theories in sub-Saharan African Countries has achieved very little success in accurately identifying the real underlying economic malaise plaguing sub-Saharan Africa. Although Orthodox economic development theories are not necessarily wrong, the fact remains their resulting policies have apparently failed to solve sub-Saharan African economic problems... If the premises of conventional economic development theories are modified

to incorporate and reflect the social, economic, intellectual & political conditions that actually exist in sub-Saharan African countries, a pathway to economic development and cultural change may be opened to them. (Adjibolosoo 1995: 32).

Moreover, the same author contends that the primary objective of any national economic development program must target on the development of the human factor: a spectrum of personality characteristics and other dimensions of human performance that enable social, economic and political institutions to function and remain functional over time. To be successful in this regard, such reformulated theories must concentrate on the essential role of the human factor, which has hitherto been ignored by the orthodox economic development theorists in economic development planning and policy making of sub-Saharan Africa. As such the institutional and administrative capacity building presupposes the development of human resource as a precondition for development (Adjibolosoo, 1995).

2.2 The Role of Human Resource in Development

Every society has its political, economic and social goals and objectives. These objectives are defined and enshrined in social, economic and political institutions. The organization and building of these institutions, however, entails the availability of human qualities, skills and knowledge to function as expected. Consequently, the availability of well educated and trained people becomes a prerequisite not only for

socioeconomic development, but also for national survival in the present highly competitive world (Hailu, 1998).

Although various resources are needed to achieve development, human resource is unique resource, which makes use of the other resources and turns them into useful resources. It is the ingenuity, knowledge and skill of human being that is applied to manipulate other resources to provide useful goods and services (Getahun, 1998).

The most important resource in the recent years is no more the availability of natural resources or cheap labor but skilled and motivated workforce in order to achieve economic development. When a country is underdeveloped it implies that it lacks adequate capabilities to fully meet all its needs. These needs are fulfilled when that society has adequate capabilities to control its surrounding environment, capabilities which are found only in its human resource. All other resources such as physical, financial and natural resources can only be employed to remove development bottlenecks if and only if they are utilized and made productive through a well educated and trained human resource (Getahun 1998; Birhanu 1998).

Many authors suggest that the level of development across countries differ because they have different levels of resources endowment. For instance, many countries in Africa although they are endowed with natural resources, are not developed because they have insufficient skilled human resource. Some countries such as the petroleum

exporting have high levels of financial or capital resource, but are found at low level of development for the main reason that they do not have the necessary skilled human resource. However, societies with similar natural and financial resource endowments have developed very differently due to differences mainly in their human capital (Getahun, 1998; Wade 1998).

From the above evidences, the main argument that could be advanced is that human resource is central to economic development and a key to any nation building process. Similarly, Griffin puts the benefits of human resource development in the following way:

- *A healthy and educated population is an end in itself, it is the goals of development;*
- *Human capital is a direct input into the production process. The most skilled labor force is the higher its productivity; skilled labor is likely to be able to work faster, with less supervision, with fewer errors; and can produce goods and services of higher quality;*
- *Human capital is complementary to physical capital. Machines require skilled workers to operate them, modern agriculture requires a literate farm production... A country that emphasizes physical capital formation while neglecting its human capital will soon discover that the return on physical capital is low;*
- *Human capital formation is necessary for technical change. It is difficult to introduce improved methods of production unless the labor force has sufficient training and education to enable them to understand what is being asked of them (or offered to them) (Griffin, K., 1998, cited in Getahun, 1998).*

What is clearly depicted in the Griffin's words and statements is that human capital formation is the foundation and bedrock for the commencement of effective

socioeconomic and political (administrative) tasks. By strengthening and endorsing the need for prioritization of the human factor development Adjibolosoo asserts that:

The greatest resource of a nation is a well-educated labor force that has achieved required human qualities and/or characteristics that are critical for articulating a national vision, developing the capacity to initiate, plan, organize, manage and control the national development program to foster social progress, economic growth and development, political maturation and many others (Adjibolosoo, 1995: 73).

Once more, he adds that the human factor is the true engine of growth and handmaiden of economic development. Finally he suggests that developing countries wishing to achieve progress need to educate and train their people to acquire the necessary human qualities and/or characteristics, without which neither institutions nor institutional structures can function efficiently and effectively. (Adjibolosoo, 1995: 73). Thus, it can be asserted that in the absence of human capital or when there is sheer deficiency in the availability of qualified, disciplined, dedicated and motivated personnel, it becomes unthinkable to adopt and execute any development activity effectively and efficiently.

Without the availability of human resource in the right quantum and right type, other resources by themselves alone cannot lead to development. Recent experiences of South East Asian countries depict that precedence was given to human resource development and as a result achieved a miraculous success in their development (World Bank, Asian Miracle, 1995; Nogami, 1998; Mulat, 1998).

Two approaches are employed while planning human resource needs and supplies of a country, namely: human resource requirement approach, and rate of return or benefit cost approach. The human resource requirement approach comprises projecting the composition of final demands for various types of output through input-output techniques. This entails identification of critical human resource needs and draw up appropriate education and training programs and plans accordingly. The second approach, i.e., the rate of return approach, is based on the theory of investment to human factor of production with the belief that resources should be invested where the rate of return to society is the highest. Human resource analysis and planning is used to avoid 'critical surplus' or critical 'shortages' of workers at various levels (Getahun, 1998; Roberts, 1998).

The acquisition of skilled and disciplined workforce calls for a heavy investment in education and training as this approach was substantiated, justified and proved successfully by the South East Asian Countries (World Bank, 1996; Roberts, 1998; Wade, 1998).

On the whole, human resource development requires a conducive environment in all spheres of life including social, political, cultural and economic aspects. It requires great endorsement from a wide range of governmental and private institutions that are engaged in manpower production. More specifically, the education and training

institutions found at every level of government structure need adequate attention and support in terms of political and economic aspects so as to produce relevant and adequate human resource for a particular nation (Hailu,1998; Getahun,1998).

In general, the building up of any institutions calls for the development of well-trained and educated people without which an attempt for development efforts ends up with failures. Consequently, a well planned, managed and directed educational and training policies lay grounds for the formation of capable and responsible citizens. To attain this, the quality and effectiveness of the educational and training policies should be given due emphases.

In the forthcoming sections , by using these theoretical and conceptual frameworks, the overall human resource development and capacity building trends of Ethiopia are assessed. Subsequently, the case of the Benishangul-Gumuz region is treated accordingly.

CHAPTER THREE

3. INSTITUTIONAL AND ADMINISTRATIVE CAPACITY DEVELOPMENT IN ETHIOPIA

3.1 HUMAN RESOURCE DEVELOPMENT: A GENERAL PERSPECTIVE

Historical development experiences and analyses of different growth models and theories have ascertained the centrality of human resource in development. However, the application of these theories in sub-Saharan African countries in general, and in Ethiopia in particular has achieved little success in accurately identifying the real underlying economic malaise plaguing the country on the whole. Although the past economic development theories were not necessarily wrong, their resulting policies and programs have not brought about significant changes in the development of the required human resource and capability for undertaking the desired development activity (Adjibolosoo, 1995:33).

The development of human resource requires tremendous recognition and support from a wide range of governmental, non-governmental and private institutions that are engaged in manpower development. More specifically, the education and training institutions found at every level of government structure need adequate support and capacity building so as to yield the required workforce.

This chapter has three main objectives: To review the past and present policies and strategies of the education and training sector; to assess the structure and performance of the Ethiopian education systems; and to review the overall capacity building efforts in Ethiopia.

3.1.1 POLICIES AND STRATEGIES OF THE EDUCATION AND TRAINING SECTOR

Despite some country specific differences, fundamentally, the historical development experience of Ethiopia was no different from that of sub-Saharan African countries' as regards the human resource development dimension.

In line with the political and administrative changes that took place in the country, the Ethiopian education and training system has also been changed accordingly. In the Imperial Regime, attempts to formulate the education and training policies were limited to the proclamations of 1943 and 1948 which dealt with the organization, duties and responsibilities of the then existing Ministry of Education and Fine Arts (MEDaC, 1999).

It was in the First-Five-Year-Plan of the country (1957-1961) that attempts were made to reorient the education and training system to the needs of the economy and public administration. However, measures taken to attain the goals were so limited to the

provision of special training for selected students aimed at manning the civil service, growing commercial and industrial sector and the education system itself (MEDaC,1999). Despite for its reputed quality, the overall education and training policies of the Imperial Regime were not able to produce sufficient human resource for the country.

After the downfall of the Imperial system in 1974, the Derg Regime came up with its socialist oriented educational and training policy having the following objectives:

- *Principal Priorities are universalization of primary education and the eradication of illiteracy;*
- *Special consideration will be given to backward areas and women;*
- *Practical education based on the society's needs would be developed for different age groups for the betterment of the citizens as well as lay the foundation of socialism;*
- *Prepare the ground work to develop an educational system which is based on democratic centralism and that would be strengthened by the participation of the working people, and*
- *Produce the high and middle level manpower in line with demands of the country. In addition research should focus on societal problems as well as enhancing the peoples culture (MEDaC, 1999:401)*

The main slogan of the education policy of the Derg Regime was summarized as "education for socialist consciousness, education for production, and education for science and research". In principle, the education policy of the Derg regime stresses the expansion of primary education, emphasizes the backward areas and women, and focuses on eradication of illiteracy and centralized system of educational administration. Although the policy objectives of education touch upon the need to reorient it with demands of the economy, the results in attaining the goals were far-

fetches except for the recognized achievement in the National Literacy Campaign (Salvatore,1989).

In 1991 the transitional government of Ethiopia (TGE) adopted its education and training policy for the transition period based on the Derg's policy except for the socialist oriented approach of the latter (MEDaC,1999:401). Since 1994, however, a new education and training policy of Ethiopia was formulated with general objectives as follow:

- *To develop the physical and mental potential and the problem solving capacity of individuals by expanding education and in particular by providing basic education for all;*
- *To bring up citizens who can take care of and utilize resources wisely;*
- *To bring up citizens who respect human rights, stand for the well-being of people, as well as for equality, justice and peace, endowed with democratic discipline;*
- *To bring up citizens who differentiate harmful practices from useful ones, who seek and stand for truth, appreciate aesthetics and show positive attitude toward the development and dissemination of science and technology in society (MEDaC,1999:402).*

In addition, the new education and training policy also stipulates that the financing of the education system shall be improved by increasing government budget for the sector and devising cost sharing schemes for the beneficiaries of higher education. To this end, six major areas of investment are identified under this sector:

1. *Improving the quality of education*
2. *Expanding the educational system by giving priority to elementary education;*

3. *Encouraging the expansion of higher education and technical training consistent with the demand for manpower;*
4. *Organize on- the-job training of public institutions and other agencies;*
5. *Provide professional and technical training for workers in heavy and light industrial establishment;*
6. *Expand basic education in conjunction with services provided to the rural population. (MOPED,1993).*

In order to implement the aforementioned policy objectives, the federal government adopted various strategies to reorient and modify the then existing educational system and curriculum. These strategies include: establishing technical/vocational training institutions along with the academic system; pursuing a decentralized system of primary and secondary education in line with the regionalization process; providing training and professional competence for teachers and hence improve the quality and standard of education; improving the salary structure of teachers; and making available sufficient educational materials and inputs (MEDaC, 1999; MOPED,1993).

To achieve the stated education policy objectives and targets, the Education Sector Development Program (ESDP) was adopted which seeks to raise enrollment rates, especially in under-served rural areas, and improve the quality, equity, and relevance of education. The ESDP aims to raise the primary school enrollment ratio from 30 percent in 1996 to 50 percent by the year 2000, reduce the student-to-book ratio from 5:1 to 1:1 in core subjects and facilitate private involvement in education (FDRE,1998).

Having said so much about the overall education and training policies of the past and present systems, it becomes necessary to look again on the structure and performance of the Ethiopian education systems with their implications for human resource development.

3.1.2 STRUCTURE AND PERFORMANCE OF THE ETHIOPIAN EDUCATION SYSTEMS

3.1.2.1 The Primary Education

In the preceding section, it has been said that the structure of the Ethiopian education system has been changed several times. During the Imperial Era, the school structure was 4-4-4, i.e., 4 years of primary schooling, 4 years of Junior and, and 4 years of senior secondary education. In the Derg system, the school structure was changed to 6-2-4, i.e., 6 years of elementary, 2 years of junior secondary, and 4 years of senior secondary education. According to the new education and training policy of FDRE, the school structure is changed to 8-2-2, i.e., 8 years of primary education, 2 years of general secondary, and 2 years of preparatory senior secondary education (MEDaC, 1999:28). The following data provide the overall performance of primary education.

Table 1: Basic Indicators of primary Education and Participation by Gender

Indicators	1991/92	1992/93	1993/94	1994/95	1995/96	1996/97	1997/98
Number of : School Teachers Students	8,434 68,457 2063635	8120 69,763 1,855,894	8,674 86,372 2,283,638	9,276 94,654 2,722,192	9,704 102,126 3,380,068	10,204 92,526 4,005708	10,752 109,257 4607733
Ratios: Student/teacher Student/classroom Student/school	30 - 245	27 - 229	27 40 264	29 52 294	33 55 349	43 56 393	42.2 - 420
Participation rate: Boys Girls Total	- - -	23.2 16.2 19.7	31.9 17.9 22.8	35.7 22.1 29.0	43.2 25.6 34.6	- - -	- - -
Gender gap %	-	7	14	13.6	17.6		

Source: Ministry of Education Annual statistics, Adapted from MEDaC, 1999:405

Table 1 above shows that the primary school enrollment rate increased from 19.7 percent in 1992/93 to 34.6 percent in 1995/96. During the same period, the primary school enrollment rate of boys increased from 23.2 percent to 43.2 percent while that of girls increased only from 16.2 percent to 25.6 percent. The implication is that the participation rate of female students was slower than that of the boys. As a result, the gender gap widened from 7 percent in 1992 to 17.5 percent in 1995/96.

From the same table, except for the year between 1991/92 to 1992/93, it is shown that the number of primary schools increased from 8674 in 1993/94 to 10,752 in 1997/98. In the same manner, the number of primary school teachers increased from 68,457 in 1991/92 to 109,257 in 1997/98 except for a radical fall for the year 1996/97. On the

other hand, the total number of primary school students increased very rapidly from 2,063,635 in 1991/2 to 4,607,733 in 1997/98 except for the turndown observed in the year 1992/93.

Critical observations of the student –teacher ratio, student-classroom ratio, and student school ratio would give important implications. The student-teacher ratio increased consistently from 27 in 1992 to 42.2 in 1997/98 which indicates differences in the rate of increase of students' and teachers' number. Increment in the number of teachers was not commensurate with the number of students. Again, the student classroom ratio increased from 40 in 1993/94 to 56 in 1996/97.

Consequently, it can be deduced that the present Ethiopian education system at the primary level suffers from problems of quality. An increase in the student-classroom ratio from 40 to 56 implies the deterioration of the educational quality arising from classroom congestion, which is further, aggravated by shortage of teachers and educational materials.

3.1.2.2 The Junior and Senior Secondary Education

According to the new education policy, as the primary school structure is divided into two cycles, the first cycle (grades 1-4) and the second cycle (grades 7-8), the structure of secondary education is also divided into two cycles where (grades 9-10) is regarded as the phase of general education, and (grades 11-12) is considered to be the

preparatory level for tertiary education (MEDaC,1999:405). As it is done for the primary education, the performance of the secondary education can be analyzed from the following data.

*Table 2: Basic Indicators of Secondary Education performance In Ethiopia
(Grades 7-12)*

Indicators	1991/92	1992/93	1993/94	1994/95	1995/96	1996/97	Annual average Growth %
Number of Schools:							
7-8	1433	1370	1470	1560	1650	1841	7.5
9-12	1146	1099	1167	1230	1304	1472	7.6
	284	279	303	330	345	369	7.3
Number of Teachers:							
7-8	23133	21970	21598	22779	25075	25368	3.6
9-12	11266	10796	10611	11544	12,932	13,262	5.2
	11868	11,174	10,987	11235	12,143	12106	2
Students							
7-8	775193	712489	714623	747226	810604	889081	5.7
9-12	359111	348803	357428	376330	407851	462586	7.3
	416082	363686	357175	370896	402753	426495	4
Ratio of Student/ teacher:							
7-8	32	32	34	33	32	35	
9-12	35	33	33	33	33	35	
Student /Classroom							
7-8							
9-12	-	-	58	60	62	64	
	-	-	44	57	61	65	
Student/ school							
7-8	313	318	306	313	313	314	
9-12	1465	1304	1179	1124	1164	1156	

Source: Ministry of education EMIS, cited in MEDaC, 1999:406

Enrollment of secondary school students increased consistently since 1991/92 through to 1996/97 with average growth rate of 5.7 percent where growth rates for (grades 7-8) and (grades 9-12) being 7.3 and 4 percents respectively. Fortunately, the average

growth rate of secondary schools was 7.5 percent for the same period where growth rates for (grades 7-8) and (grade 9-12) being 7.6 and 7.3 percents respectively. Conversely the average growth rates of secondary school teachers was 3.6 percent. Likewise, the growth rates for (grades 7-8) and (grades 9-12) were 5.2 and 2 percents respectively.

The implication of differences in growth rates of teachers and students is the worsening of the education quality of the country. Moreover, in the year between 1993/94 and 1996/97 there was a radical rise of student-classroom ratio from 58 to 64 and from 44 to 65 for (grades 7-8) and (grades 9-12) respectively. A rise in classroom congestion signifies a reduction for the chance of closer follow up of students by their teachers, which again lowers education quality.

Thus, reduction of education quality both at the primary and secondary levels of schooling is evident. This problem poses a great challenge to the overall development of competent human resource to sustain the country's socioeconomic development needs in the long run.

Regarding higher education and training institutions, according to the Ministry of Education, the federal government strive a lot to improve the quantity and quality of these institutions. It is reported in the annual education bulletin of the Ministry of Education that the federal government opened 25 new vocational training institutions

in Tigray, Amhara, Oromiya, and SNNP regions in 1996 to alleviate the shortage of skilled manpower in those regions. These institutions are designed for students who are unable to join higher education and/or at times drop out their secondary education due to different reasons (MEDaC, 1999).

According to the Ministry of Education, presently, there are 17 vocational and technical institutions, 13 elementary school Teachers' Training Institutions (TTI), and 13 Higher Education Institutions in Ethiopia of which 2 are Universities. In the regular program, the number of graduates of the higher institutions was 3663, 4438, and 3314 for the years 1993/94, 1994/95, and 1995/96 respectively. The number of graduates from the 13 TTI was on average 5000 yearly. By and large, a decline in the number of graduates is observed which is quite contrary to the country's needs and demands (MEDaC, 1999:29). One of the mechanisms undertaken to maintain the standard and quality of education, according to MEDaC, is by increasing the financial outlay (expenditure) for the sector.

Table 3: Government Capital Expenditures on Education (1990/91-1995/96)

Item	1990/91	1991/92	1992/93	1993/94	1994/95	1995/96	Annual average growth %
General education	35.7mil	27.7 mil	56.4 mil	171.1mil	205.1mil	164.5mil	48.5
Higher education	7.4 mil	10.3mil	31.9mil	84.2mil	64.mil	277.9 mil	72.7
Education	43.1 mil	38.1mil	88.3mil	255.9mil	269.2mil	441.8 mil	60.1
Share in total capital expenditure	3.6%	4%	5%	9.5	8.5	12.4	

Source: MOF, cited in MEDaC, 1999: 412.

As it is shown in table 3 above, the annual capital expenditure of education and that of the higher education increased from 43.1 million to 441.8 million and from 7.4 million to 277.9 million between 1991/91 and 1995/96 respectively. Although the share of capital expenditure of the education sector showed improvement, it is very low compared with African standard which is higher than 20% of the total on average (Salvatore, 1989).

Human resource development entails participation of the private sector activities in education sector too. Governments can accomplish this by establishing standards and accreditation procedures (World Bank, 1998/99: 9). In this respect, the experience of Ethiopia has been dismal. The Derg system converted private schools of the Imperial Era into public schools by its nationalization policy. In the recent time, the participation of private investors is also limited. Although more than 108 projects were awarded investment certificates, only 3 projects were operational till 1997/98. This implies that the government has yet to do lots of activities and create conducive environment to enhance the participation of the private sector in human resource development (MEDaC, 1999: 29). The Five- Year Democracy, Peace, and Development performance report of EPRDF Provides the following data regarding the education sector.

Table 4: Outlay of Expenditure and performance of Education (1995/96-1999/2000).

<i>Indicators</i>	<i>Years</i>			
	<i>1991</i>	<i>1995</i>	<i>1999</i>	<i>2000</i>
Expenditures	38 million	441.8 million	2.4 billion	
Number of Teachers: (Primary and secondary)	69 thousand	95 thousand	126 thousand	
Number of students: (primary & secondary)	2.5 million	2.7 million	5.7 million	
Student/teacher ratio	36	29	45.2	
Enrollment rate	19.7%	26.5%	45%	Expected to be 50%

Source: Adapted from EPRDF's Five-Year Democracy, Peace, and Development Performance Report, 2000: 35.

According to the EPRDF's report, the capital expenditure on education increased dramatically from less than 38 million in 1991 to 2.4 billion with annual average growth rate of 60% whereby 66% of the sector's share was allocated to the primary and secondary education.

The number of the primary and secondary school teachers increased from 69,000 in 1991 to 126,000 in 1999. In the same manner, according to the report, the enrollment rate of students also rose from 19.7 in 1991 to 45 percent in 1999, and is expected to reach 50 percent by the end of 2000.

Despite the quantitative expansion of education throughout the country, EPRDF seems to recognize the fundamental problems related with the education system. These problems were identified as the ill preparation made while the curriculum was

developed, and shortage of teachers arising basically from teachers' transfers to other public institutions (EPRDF, 2000: 38).

In sum, it could be said that human resource development requires a conducive and favorable environment in all spheres of life including economic, social, cultural, and political aspects. In Ethiopia, the past social, political, economic, and cultural conditions were not conducive for the development of competent and sufficient human resource in the country. Lack of opportunities to get formal education and training, lack of adequate policy environment that encourages and gives due emphasis for primary education and vocational education, the whole political and economic systems that perpetuated poverty and ignorance are cited to have been the main causes for the under development of human resource in the country (Getahun, 1998).. Furthermore, lack of peace and stability, dictatorial administration, natural and man-made calamities, and little incentive to produce are also argued to be fundamental obstacles for the development of human resource in Ethiopia (Pankhurst, 1990).

As a result, currently, the human resource base of Ethiopia is by far too weak to sustain socioeconomic development. In this regard, Getahun asserts the country's scarcity of human resource as follows:

- *There are far too few experts in science and technology and even fewer researchers in scientific and industrial research and development (R and D);*
- *Not enough specialists exist to take on the task of mechanization and modernization of agriculture and manufacturing sector;*
- *Currently only one-fourth of primary school age children are in primary school. Three fourth of the Children in Ethiopia do not go to school. This is very alarming especially considering the implications to the future human resource capacity of the country;*
- *Quality like positive attitude, awareness of common benefits, respect for individual freedom, openness, sense of purpose and motivation are found at a very poor state (Getahun, 1998: 16).*

An overall evaluation of the Ethiopian education systems indicates the inefficiency of the systems to produce the relevant human resources for the country. The undeniable success that Ethiopia achieved was regarding its massive campaign against illiteracy. The national Literacy Campaign of October 1980 vowed to reduce the illiteracy rate of the people aged ten years and over to less than 65 percent (Salvatore, 1989: 125). In spite of this partial success, the cumulative results of education was not promising during the past regimes.

As regards the current education system, many researchers have lamented upon its poor quality and standard. Birhanu argues that the federal government of Ethiopia,

Seems committed to the quantitative increments of the availability of education and has steadily increased its capital budget for this sector particularly to primary education.... And I have no problem in according priority to the primary sector as such. What I am not sure about in the governments' policy is the attention given to the quality of education in general and that of higher education in particular (Birhanu, 1998: 5)

According to Birhanu, the tertiary level of education, particularly the social science, is deteriorating in every sense. The future fate of the country lies on its massive educated workforce. Thus, the quality aspect has to get due concern (Birhanu, 1998:7). Similarly, Michael has also contested that the education and training system of Ethiopia is not tailored to the needs of the nation. The system is unable to equip graduates with the required skills and knowledge which makes productivity very low (Michael, 1998: 18).

In the same way, Getahun suggests that the education and training system of the country is inefficient to yield the required qualified workforce. He justifies his argument with some instances: The management of MIDROC is run by foreign nationals; Ethiopia has used little of Nile's potential; the construction and management of the Addis Ababa Ring Road is run by Chinese Experts; and lack of human resource capability at regional level has necessitated the opening of the Ethiopian Civil Service College. All these depict shortage of skilled manpower in the country (Getahun, 1998: 16).

On the whole, one can say that although training or education has a central role in the development of human resource, the educational and training system of the country was not and has not been tailored to the needs of the nation and still suffers from quality deterioration and is unable to satisfy the small demands of the economy. As a

consequence, the paucity of adequately skilled manpower exacerbated by the flight of elite's to other countries has incapacitated the implementing capacity of the country, especially the regional states. In order to redeem the institutional incompetence arising from shortage of skilled manpower, the government of Ethiopia has been engaged in some capacity building activities. These efforts are reviewed in the coming section.

3.2 REGIONALIZATION AND CAPACITY PROBLEMS IN ETHIOPIA

After a long tradition of centralized administration, it is quite recently that Ethiopia is experiencing the global wave of decentralization that is in progress. With Proc. No.7/1992 and the constitution of 1994, Ethiopia has assumed a federal form of state organization and administration. The constitutional provisions indicate that the federal and regional states have legislative, executive and judicial functions. The regional governments are entrusted with duties, responsibilities, and powers of adopting and implementing development policies, programs and plans (FDRE,1994).

However, making policies, delivering services, conducting contracts, and running of effective and efficient administrative tasks calls for the availability of capable and motivated civil servants – which is the livelihood of an effective state (World Bank,1997). The process of decentralization and regionlization entail the creation of a machinery that has to be filled with required human resource and logistical supply.

Because adequate labor force and administrative capability are crucial factors in a region's ability to implement socioeconomic development plans and policies (Meheret,1998:17).

The main institutional problems that are prevalent in Ethiopia include: Limited experience in politically decentralized administration; Limited administrative and institutional capacity for federalism emanating from lack of adequately skilled manpower at regional levels; little inter-governmental linkages among regional governments; Limited devolution of powers to zonal, wereda and kebele levels; and lack of integration and cooperation among regions in development activities (Meheret,1998).

Historically, as it was the case in almost all of the Third World Countries , Ethiopia, too, pursued the development theories and policies that gave great emphasis for industrialization and modernization approaches that did not recognize the centrality of the human factor in socioeconomic development. Consequently the development success of Ethiopia was minimal (Getahun,1998).

As a result, Ethiopia is facing great problems in capacity for development. In this regard, Tegegn elaborates the problem of capacity as follows:

Ethiopia having no a priori experience in decentralization program was faced with problems of capacity both in human resources, materials and equipment. Some of the problems observed to be true in all regions related to capacity are: weak administrative tasks, weak institutionalization of regional administration and poor logistical supply. In terms of administrative capacity, regions lack adequate number of trained and skilled manpower to carryout regional administration. The problem is severe in some regions than others. Regions such as Afar, Somali, Benishangul-Gumuz, and Gambella, where there has not been a base to establish trained manpower in previous regimes are the ones most seriously affected. The consequence of weak administrative capacity is ill-implementation of development activities and budgets (Tegegn, 1999:23).

The regional distribution of skilled manpower by their level of education shows a wide disparity between regions. Regions such as Oromia, Amhara, SNNP, and Addis Ababa have accounted for more than 85 percent of skilled workforce in the country.

Table 5: Regional Civil servants (professionals) Distribution by level of Education (1996)

Region	Diploma	B.A/Bsc	M.D	D.V.M	M.A/M.Sc	Ph.D	Total
Tigray	1638	565	78	22	69		2372
Afar	NA	NA	NA	NA	NA	NA	-
Amhara	6607	2459	273	114	346	3	9802
Oromiya	7957	2795	282	117	474	17	11462
Somali	NA	NA	NA	NA	NA	NA	
Benishangul & Gumuz	206	30	30	3	-	-	333
SNNPR	4890	-	-	83	288	175	6964
Gambella	145	1	1	5	16	1	271
Harari	325	1	1	5	16	1	271
Addis Ababa	3090	155	155	9	151	6	5138
Diredawa	220	29	29	10	5	-	388
Total	25078	891	364	364	1359	204	37.438

Source : MEDaC, 1998, cited in Tegegn, 1999: 24

Table 6: Regional Civil servants (Professionals) Distribution by level of Education(1997)

Region	Diploma	B.A/Bsc	M.D	D.V.M	M.A/M.Sc	Ph.D	Total
Tigray	1638	565	78	22	69		2372
Afar	NA	NA	NA	NA	NA	NA	-
Amhara	7385	2440	732	123	357	6	11043
Oromiya	10499	2850	341	146	485	8	14329
Somali	NA	NA	NA	NA	NA	NA	
Benishangul & Gumuz	341	108	52	5	14	1	521
SNNPR	8775	2695	230	85	489	7	12281
Gambella	384	50	15	6	15	1	471
Harari	490	169	40	1	11	1	712
Addis Ababa	5127	1625	120	8	167	6	7053
Diredawa	441	125	27	10	17	-	620
Total	35080	10627	1635	406	1624	30	49402

Source: MEDaC, 1998, Cited in Tegegn, 1999: 24

At it is observed from Tables 5 and 6 above, there were only 37, 438 and 49,402skilled professionals in the years 1996 and 1997 respectively. With this limited number of professionals, it would be illogical to expect a proper execution of development activities in Ethiopia in general, and in the four aforementioned backward regions in particular. Thus, the skewed distribution of trained professionals needs to be corrected so as to undertake a balanced development throughout the country (Meheret, 1998).

In addition, one measure of the administrative and institutional capacity is the total number of civil servants available to the regions. Table 7 shows the wide disparity that exists among regions regarding their employees.

Table 7: Distribution of civil servants in Ethiopia (1995/96)

<i>No</i>	<i>Name of Regional State</i>	<i>Number of public employees</i>	<i>Population</i>
1	Tigray	17,784	3,358,358
2	Afar	4067	1,131,437
3	Amhara	59,435	14,769,360
4	Oromiya	88,163	20,012,952
5	Somali	5360	1,978,600
6	Benishangul-Gumuz	4126	492,689
7	SNNP	43,401	11,064,818
8	Gambella	2582	194,587
9	Harari	2915	143,587
10	Addis Ababa	20,715	2,341,964
11	Dire Dawa	2125	277,245
	Total	250,783	55,765,765

Source: CSA, 1996/97, cited in Meheret, 1998:18

Cognizant of the deficiency of skilled manpower that the regions are faced with, the federal government of Ethiopia has exerted some efforts to enhance the regional human capacities. Accordingly, in 1994/95, 679 skilled professionals from 16 sector ministries and offices of the central government were deployed to the different national regional states. Similarly, several short term and medium-term training programs were provided to about 1634 regional executive members, bureau and department heads, and different experts in the area of public finance, policy analysis, development planning and project management by the Ethiopian Management Institute (MEDaC, 1998).

In the area of training a far-reaching impact is made by establishing the Ethiopian Civil Service College with its primary objective of training civil servants of regional states in different professional fields of study. Since its establishment in 1995, the

college has provided different short-term, diploma and degree level training in various fields such as law, accountancy, economics, municipal engineering, and development management (Tegegn,1999). The following table shows the enrollment of students in the Ethiopian Civil Service College till 1998.

*Table 8: Enrollment of Students in the Ethiopian Civil Service College by Region
(1994/95-1997/98)*

<i>Regions</i>	<i>Department</i>					
	<i>Law</i>	<i>Economic</i>	<i>Accounting</i>	<i>Municipal Engineering and town planning</i>	<i>Total</i>	<i>Percent</i>
Tigray	82	59	70	39	250	13,7
Afar	21	15	11	2	49	2.7
Amhara	97	69	88	44	298	16.3
Oromia	105	59	77	42	283	15.5
Benishegul Gumuz	42	23	23	8	96	5.3
SNNP	167	85	96	56	404	22.2
Gambella	52	18	7	NA	77	4.2
Harari	13	8	11	7	39	2.1
A.A	9	2	NA	NA	11	0.6
Dire Dawa	3	2	6	1	12	0.7
Federal government	34	32	28	10	104	5.7
Total	162	144	130	286	1823	100

Source: Adapted from MEDaC,1998

The data indicates that the college has received a total of 1823 students from different regions and federal government institutions out of which 347 and 360 have graduated in 1997 and 1998 respectively (MEDaC,1998).

In addition to domestic training, regional governments also provide scholarship programs for their civil servants though the opportunities are utilized by regional levels by neglecting the zonal and woreda level administrations (Meheret,1998:19).

These being efforts of the federal government to redress the staffing problems of regional states, yet, much has to be done in this regard. For instance, one of the crucial issues besides raising the skill levels of public employees is the consideration that has to be given to the prevailing remuneration system which has made the retention of skilled manpower difficult in the relatively backward regions of the country.

Since locations and infrastructure endowment differentials have impacts on the livelihood of different professionals with pan-territorial remuneration system, they would not be attracted to the backward regions (Tegegn, 1999). Otherwise, the researcher believes, the then existing development disparity gets widened: The poor regions get poorer, and the rich ones get richer. Devising different incentive systems would help in alleviating development disparity and increasing the motivation of civil servants to serve in the emerging regions such as Benishangul-Gumuz.

In what follows, based on the conceptual and theoretical framework of chapter 2 and the past and present human resource development and capacity building trends of Ethiopia, the overall institutional and administrative capacity building efforts and problems of the Benishangul-Gumuz region are assessed.

PART III

CHAPTER FOUR

4. INSTITUTIONAL AND ADMINISTRATIVE CAPACITY DEVELOPMENT IN THE BENISHANGUL-GUMUZ NATIONAL REGIONAL STATE: EFFORTS, PROBLEMS AND PROSPECTS

4.1 Historical and Socioeconomic Context of the Region

4.1.1 Historical Perspective

Historically, most of Ethiopia's peoples who inhabit the relatively developed central plateau of the country are settled peasants and have long lived under the authority of regional or national governments. However, this has not been the case for the largely stateless peoples of the present Benishangul-Gumuz national regional state who live in the lowlands to the west of the country, and peoples inhabiting the east of the highly populated central plateau of Ethiopia.

(Young, 1999).

In spite of the region's historical significance as a frontier region between the Sudan and Ethiopia, the Benishangul-Gumuz has generally been ignored and marginalized

by governments, development agencies, and political analysts in socioeconomic development agenda and political arena (Young,1999).

The Benishangul-Gumuz region shares adjacent lowlands along the Ethiopian border with the Sudan, and its indigenous peoples include: Berta, Gumuz, Shinasha, Mao, and Komo. Both the Benishangul-Gumuz and Gambella areas were known as slave reserves from since Axumite times, and their peoples acquired the highland pejorative term of "Shanquila" (Pankhurst, 1991; Young, 1999; Bahru, 1991).

Lately the Benishangul-Gumuz area suffered at the hands of the Funj Sultanate (16th to 19th centuries) and, together with Gambella, were nominally under the Turko-Egyptian Empire, and were victims of the Mahadist state in the Sudan. (Crummey,1986; Bahru,1991). These historical events together with an inhospitable climate and general geographical barriers did not favor development and occupation , and only brought the highlanders to the area for short periods in search of slaves, ivory, and gold. One of these was Kassa Hailu, the later Emperor Theodros, who came to the area in search of slaves in the 1840's and 1850 's (Crummey,1986).

After his landslide victory over the Italians, Emperor Menelik extended his authority over Benishangul-Gumuz setting a stage for a formal agreement in 1902 on borders with the British colonial power in the Sudan (Bahiru,1991). The 1902 agreement enhanced commercial penetration of the frontier, especially the export of

coffee from the south –west of Ethiopia, and of gold from Benishangul-Gumuz. In spite of these minor

mercantile developments, the role of the central government of Ethiopia remained limited, and there was little attempt to develop the region and link the periphery economically with the rest of the country (Crummey,1986).

The major reasons attributed to the marginalization of the region include: limited capacity of the central state; difficulties in building transport and communication systems in such remote and inhospitable area; and finally because the border lands including Gambella were not of great concerns and interests of the centralist power holders at Addis Ababa who pursued highly biased socioeconomic policies in favor of centralism. Consequently, the region was politically and economically ignored and doomed to abject poverty. Hence forth, until recently the people had little relationships with the central state (Young,1999).

As a historical circumstance, James Bruce documented important trading relationships that existed in 1770's between the peoples in the west and the highland Agews. But these benign relationships were transformed into that of exploitations expressed in the form of taxation, tribute, and long distance trade in precious metals, ivory and slaves (James,1986).

Until recently, administration in Benishangul-Gumuz was confined to sending a few tribute gathering expeditions that were no different from raids. As such age-long marginalization and isolation of the indigenous peoples of the area encouraged hostility between them and the highlanders and very often government officials and non-indigenous peoples were attacked in retaliation (Young,1999).

On the other hand, central governments in Addis Ababa were usually weak and did not encourage competent civil servants to operate in the region and provided few desired services. For instance, although the data did not indicate the professional qualification levels, the 1994 population census indicates that the region had a total of only 167 professionals when the census was conducted (CSA,1994). Thus, it would not be difficult to see that historically the region was ignored, marginalized and doomed to backwardness and poverty. In the coming section, the socioeconomic background of the region is assessed so as to throw some light on the overall features of institutional and administrative capacity problems in the region.

4.1.2 Socioeconomic Background of the Region

The regional state of Benishangul-Gumuz was established with Proc. No. 7/1992 of the Transitional Government of Ethiopia which promulgates the formation of the National Regional States in the country. The region is located in the North-Western part of Ethiopia bordered by the Sudan Republic on the West, the Oromia on the

South-East , the Gambella region in the South, and the Amhara region on the North-Eastern part. The region has a total land area of about 46,000 square kilo meters (TGE,1992; Constitution of the Region,1996).

According to the 1994 Population and Housing Census, the population of the region was found to be 460,459 and was projected to grow to 531,157 (out of which about 200,000 are non-indigenous) in the year 2000. Urban –rural distribution of the region’s population indicates that 36,027 and 424,432 reside in the urban and rural areas respectively. This implies that out of the total, 93% of the region’s population is rural (CSA,1999, analytical report).

Most of the region’s landscape is lowland with few areas of highland and precipitous escarpments. The climatic condition of the region is modest. The average yearly rainfall ranges between 800-1200mm. and the temperature varies between 20°C and 34°C.

The region has large land bases with fertile soils, plentiful rainfall, and water resources including the Blue Nile and some of its tributaries such as Dabus, Dedessa, Beles, Hoha, Shar, and Dora Jella. Thus the biggest potential for economic development lie in the areas of agriculture, irrigation, hydro-power, and mining, especially gold, marble and granite. (Profile of the region,1999; Young,1999).

As regards the occupational distribution the agriculture sector employed 95% of the rural workforce. An overview of the regional activity indicates that small scale and subsistence traditional farming, small-scale animal husbandry, hunting, traditional gold mining, and petty trading constitute the major livelihood. (CSA,1999 analytical report; Profile of the region,1999).

Currently, the region has no modern industries, mines, commercial farms, insurance companies, paved roads, and generally suffers from poor communication systems. There are only a handful of NGOs and few private investors. Consequently, the poor state of the region regarding its infrastructure, especially in transport and communication has posed major obstacles to the carrying out of development. Since the region is bisected by the Blue Nile river, the road linking Metekel zone and Assosa must pass through Wollega and Gojjam, a distance of about 885 Kms, which would have been only 180 kms if there was a bridge over the Blue Nile. The impact of this poor communication and inadequate transport is poor implementation in development activities (Five- Year Development Report of the region,2000)

As regards the social development , the region exhibits one of the most under-served areas of the country. While education is considered to be a crucial factor for sustainable development, in the pre-1991, the peoples of the region, especially the indigenous ones were forgotten and did not have access to education. According to the 1994 Population and Housing Census,86% of the region's population was found to

be illiterate against 70% for the national average. Similarly, the health coverage of the region was also dismal. Until 1994, there were only 2 hospitals, 3 health stations and 57 clinics that were used to providing a total health coverage of 38%. At the same time, these health service

areas and most of the schools were concentrated around the settlement areas of Pawe and Assosa. Thus, most of the region's population suffered and still suffers from major diseases such as malaria and tuberculosis (CSA,1999; Health report of the region,2000; Education report of the region 2000). In addition the region does not have any post secondary educational institutions.

The researcher's long stay and experience in the region has enabled him to learn, among other things, a major and fundamental obstacle to development in Benishangul-Gumuz region to be the low educational status of people found at every level from the political leadership through to the administrative staff, and down to the general population. Only few indigenous peoples have access to an education, and this is proving to be one major impediment to economic progress. The following table illustrates the overall participation of the indigenous peoples in the civil service.

Table 9: The Total Number of Civil Servants Along With Their Ethnicity (Benishangul Gumuz Region ,2000).

No	Ethnicity	Total Number of Civil Servants		
		M	F	Total
1	*Berta	310	170	480
2	*Gumuz	165	28	193
3	*Shinasha	388	171	559
4	*Mao and Komo	22	-	22
5	Amhara	1879	990	2869
6	Oromo	1496	589	2085
7	Agew	342	159	501
8	Wolayta	7	2	9
9	Guragie	88	34	122
10	Tigray	92	34	126
11	Kembata	28	5	33
12	Hadiya	11	1	12
13	Gamo	3	1	4
14	Dawaro	1	1	2
15	Sidama	2	-	2
16	Wergi	1	-	1
17	Keficho	2	-	2
18	Argoba	2	1	3
19	Yem	1	-	1
	Total	4840	2186	7026

Source: Five-year Development Performance Report of the Region, 2000: Appendix III.

** The Indigenous Peoples of the region.*

These few educational levels could be taken first as a reflection of the poverty of the region's peasants who regard the schooling of their children as costly and tantamount to losing their children who supply farm labor. As a result, only few indigenous manage to proceed as far as high school. For instance, Young observed, out of 300 students attending the Assosa high school, a mere number of 20 were found to be

indigenous (Young,1999). To sum up, education and health problems are among the major impediments that have incapacitated the human resource base of the region.

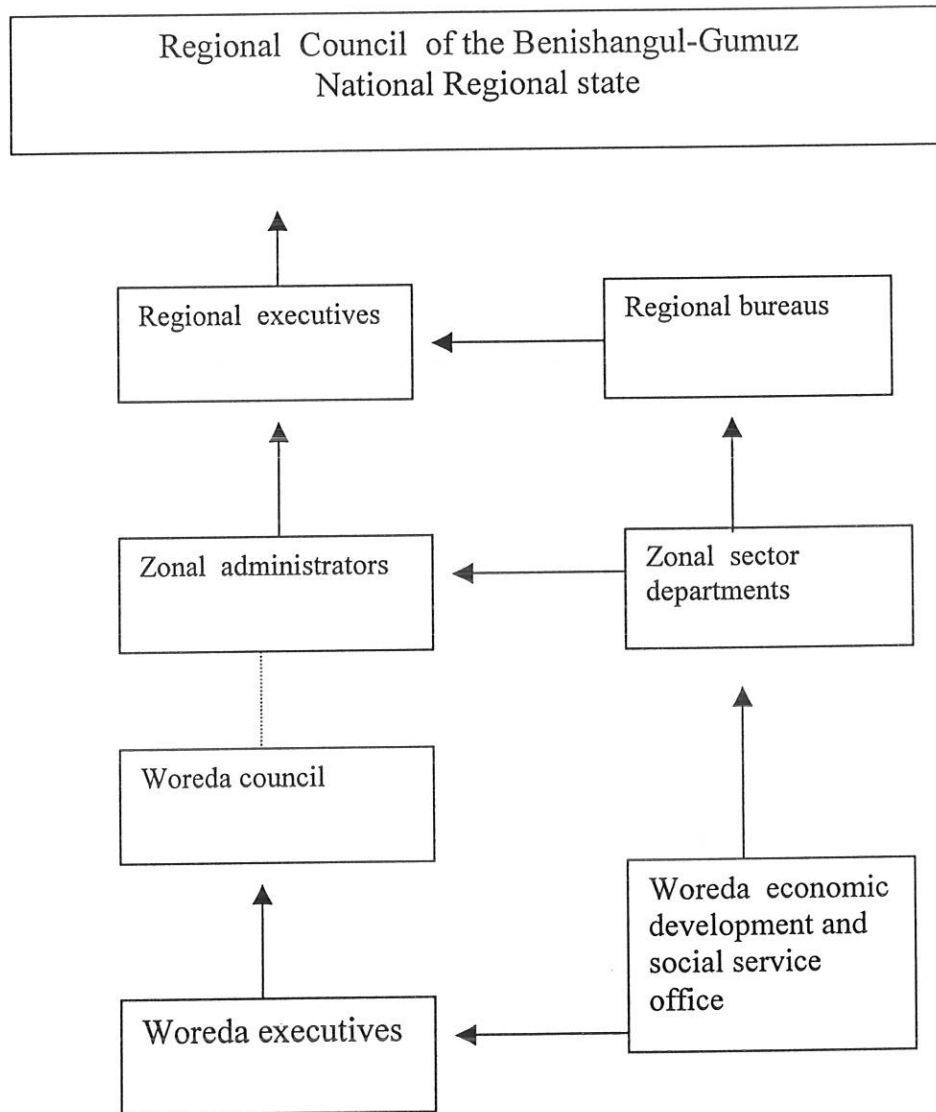
4.2 Institutional and Administrative Framework of the Region

The Benishangul-Gumuz Region comprises 20 weredas (out of which 2 are special woredas) and 3 zones namely: Metekel, Assosa and Kemashi with the zonal administrative body having 7 executive members recruited from the regional council. The region has a total of 80 publicly elected council members out of which 13 are regional executive members. The region's administrative capital, Assosa town, is located at 680 kms. away from Addis Ababa. Presently, there are about 19 bureaus that are functional in the region. Some of the regional bureaus, such as the education bureau, health bureau, water resources bureau, finance bureau, agriculture bureau, disaster prevention and social affairs bureau, rural-roads bureau, and trade bureau have branch offices and departments at zonal levels. The rest of the bureaus are made functional only at regional level in accordance with the tasks they are undertaking (Yaregal,2001).

At woreda level, there is a woreda council out of which 7 are elected as the executive members. At this level, due to extreme shortage of trained manpower, the education, health and agriculture bureaus are merged into one to form the "economic

development and social service office” (Yaregal,2001). The structure below shows The overall institutional and administrative framework of the region.

Fig. 1 The Organizational structure of the Benishangul Gumuz region.



The Benishangul-Gumuz region, being one of the four emerging regions of the country (Afar, Somali, Gambella and Benishangul-Gumuz) was faced with problems of capacity

both in human resources, materials and equipment (Tegegn,1999). The region lacks adequate number of trained and skilled manpower to carryout regional administration. The scarcity of trained manpower at regional, zonal and woreda levels has seriously affected the development endeavors of the region. The following table shows the total number of civil servants that are found in the region, along with their educational level.

Table 10: Number of Civil Servants in Benishangul-Gumuz region (Aug. 2000).

No	Educational Level	Number of civil servants			
		Male	Female	Total	Percent %
1	Illiterates	7	8	15	0.2
2	Those who can read and write	73	21	94	1.33
3	Grade 1-3	49	44	93	1.32
4	Grade 4-8	668	454	1152	16.4
5	Grade 9-12	1259	791	2050	29.2
6	12 th Grade plus a certificate	1569	650	2219	31.6
7	Vocational but didn't complete	—	1	1	0.01
8	Diploma Vocational (Cuba)	224	158	382	5.4
9	Diploma (domestic college)	568	47	615	8.6
10	Diploma from others	—	—	-	—
11	Those who joined university but didn't complete	11	—	11	0.16
12	B.A/B.sc	282	10	292	4.2
13	LLB	25	—	25	0.35
14	M.D	25	1	26	0.37
15	D. V.M	3	—	3	0.04
16	M.A/ M.Sc	39	1	40	0.6
17	LLM	2	—	2	0.03
18	Second Degree specialization	—	—	—	—
19	Ph.D	2	—	2	0.03
20	Others	4	—	4	0.05
	Total	4840	2186	7026	100%

Source: Five -year Development plan performance Report of Benishangul- Gumuz region, August ,2000.

It can be depicted from table 10 above that there are a total of 7026 total permanent civil servants in the region out of which, 4840 and 2186 are males and females

respectively. A careful observation of the data reveals that the majority of the civil servants are below the diploma levels. Out of the total, 3404 public employees are below 12th grade; 2219 are those with certificates; and only 1403 have diplomas and above. Furthermore, their professional qualification level shows that there are 1009 diploma holders, 292 B.A/ B.SC, 40 MA/ MSC, and 2 Ph.D.

The implementing capacity of the region is hampered, too, due to severe scarcity of professionals in some critical fields of study such as engineering, accountancy, management, economics and law which are highly essential for the appropriate planning and undertaking of development activities. The composition of the aforementioned professional fields of study is provided in Table 11 below.

Table 11: The composition of civil servants in some professional fields of study June, 1999.

No	Specific field of qualification	Number of civil servants
1	Economics (B.A)	24
2	Accounting (B.A)	5
3	Management (B.A)	28
4	Pharmacy (B.A)	3
5	Building engineers	1
6	Civil engineers	6

Source: Regional civil service Bureau, Benishangul-Gumuz, June, 1999

The above data further depict how far the regional state of Benishangul-Gumuz is crippled with the sheer absence and scarcity of trained manpower in many relevant disciplines. Furthermore, data collected from 12 regional bureaus show a wide

disparity between the required work force and the actual availability which illustrates the extent and magnitude of the problem.

Table 12: Total Number of Civil Servants That are Required vis-à-vis the Availability (1997/98-2000/2001)

Year	Current status	Doctors and above	MA/MSc holders	BA/BSc holders	Diploma holders	Below Diploma	Total
1997/98	Required	10	9	128	138	266	551
	Available	-	6	45	54	213	318
1998/99	Required	10	9	186	174	447	826
	Available	-	8	76	90	370	544
1999/00	Required	10	13	194	197	513	927
	Available	-	13	98	102	438	651
2000/01	Required	10	17	202	174	498	901
	Available	-	13	102	112	450	677

** Source: Survey Data*

As it is observed from the above data, there is a significant disparity between the need and the supply. Consequently, the absence of the needed workforce in Benishangul Gumuz region has resulted in poor implementation of development projects and budgets. Thus, the overall resource mobilization and utilization of the region has been very low in the past 6 or 7 years, which is/can be attributed to been the impact of weak administrative and institutional capacity. The following data provide the performance level of the region in this regard

** This data was gathered from 12 institutions at regional office level. Namely: Planning, Regional Civil Service, Trade Transport and Industry, the General Auditor, Investment, Works and Urban Development, the Regional Administration, Rural Roads Authority, Sports Commission, the Management Training Institute, Water Resources, and the Regional Social Rehabilitation and Development Bureaus. The data do not include the zonal and Woreda level cases.*

Table 13: Resource Mobilization and Utilization, and Revenue Raised in Benishangul-Gumuz Region (1993/1994-1999/2000).

<i>Fiscal Year</i>	<i>Allocated total Budget</i>	<i>Utilized Budget as % of the total budget</i>	<i>Revenue raised by the Region as % of the total budget</i>
1993/94	38,079,057	27,060,478 (71.6%)	3,598,370 (9.4%)
1994/95	63,828,712	29,686,563 (46%)	5,046,170 (7.9%)
1995/96	76,689,551	51,031,521 (66%)	5,459,820 (7.1%)
1996/97	78,020,000	69,562,646 (89%)	5,883,218 (7.4%)
1997/98	116,835,145	68,129,788 (58%)	8,115,380 (6%)
1998/99	194,985,700	90,889,589 (67%)	9,920,283
1999/2000	146,630,000	84,712,144 (79%)	15,644,631 (10%)

Source: Benishangul-Gumuz Region's Finance Bureau, 2000 Fiscal Report Appendix IV

Table 13 above depicts that the resource raising capacity the region is insignificant. Although revenues are largely functions of the tax basis that are available to the region, the institutional and administrative competence do have considerable impact on it. As a result, since 1993/94, almost more than 90% of the region's budget has been covered from the federal grant, foreign loan and aid. The region's own revenues covered less than 10% of the total budget. On the same token, the regional government of Benishangul-Gumuz has not been able to fully utilize its budgets. As it can be depicted from the data, except for the fiscal year 1996/97 in which the

budget utilization has increased to 89%, the overall budget implementation of the region has been less than 70%.

In general, the main reasons behind poor performance of the region are lack of skilled manpower in each regional bureau and administration; paucity of efficient contractors; and delay in budget release. As a result, project implementation and budget utilization of the region remain poor (Dagnachew,2001; Angello,2001). Furthermore, given the absence of basic infrastructure in the region, the sparse distribution of the indigenous population, absence of democratic traditions, lack of experience in decentralized administration, late emergence of political parties in the region, and finally the sheer deficiency of qualified personnel-the post-Derg administration of Benishangul Gumuz region has been destined to remain weak and incompetent.

4.3. Institutional and Administrative Capacity Building Efforts in Benishangul Gumuz Region

In the conceptual framework that has been discussed in chapter2, it has been noted that development calls for capacity building in the social, political, and economic institutions . More importantly, one has to recognize the fact that a competent agency must be well staffed with adequately trained personnel and logistical supplies, such as vehicles and office equipment. The prevalence of such a staff entails the quality of personnel administration, adequate remuneration system, public esteem and status.

The staff must necessarily have specialized qualifications in order to carry out the tasks with understanding, insight, and motivation. Motivation and capability of a staff lay foundation for the success of and development objectives. Again, the availability and full utilization of highly trained and motivated staff are the crucial factors of success and the first point of concern in any institution building process (World Bank,1997; Gant,1993).

Among other things, institution building process requires the availability of the well established incentive system so as to motivate the employees. An essential part of the incentive system must be adequate training, a stronger system of field support and greater recognition for those who work in the remote areas and poor infrastructure (Rondinelli,1993).

In this regard, a major component of capacity is the human resource that should get the greater attention. The human resource constitutes not only the sum total of skills and knowledge of a given society, but also the right attitude, values, motivation, commitment, and integrity thereof. To this end, education and training play the greater role in developing the human resource of a given region.

In an effort to alleviate the deficiency of skilled manpower and institutional incompetence that the region is faced with, the regional government of Benishangul-Gumuz adopted its First-Five-Year development plan in 1995/96 which stipulates capacity building as its first priority. Accordingly, the regional government is taking

up the problems of skill shortages and capacity in a number of ways. First by building more schools and attempting to attract qualified teachers; second, by supplying incentives for female students to attend their schooling; third, by upgrading the skill levels of public employees by means of short-term, medium and long-term training; fourth, by using distance education; fifth, by sending and training selected civil servants in the Ethiopian Civil Service College, and the Management Training Institute of the region. In addition to this, the regional government has allocated a great deal of financial resource for the purchase of different logistics, such as equipment, office furniture, and vehicles in order to strengthen its institutional and administrative capacity. For instance, during the fiscal years between 1996/97-1997/98 about 41, 899,274.12 Birr was outlaid for the purchase of different furniture and machinery. (Five- Year Development report of the region,2000) The budget disbursement in this regard is shown in the following table.

Table 14: Total Amount of Budget Allocated for the Purchase of Different Machinery and Furniture (1996/97-1997/98)

No	Type of Machinery and Furniture	Cost of Machinery and Furniture (in Birr)
1	School Furniture	4,864,181.10
2	Office Furniture	1,793,508.19
3	Garage Machinery	1,541,284.19
4	Vehicles	13,541,154.08
5	Building Machinery	17,103,267.86
6	Communication Radios	437,532.43
7	Audiovisuals	574,514.19
8	Others	1,943,832.03
	Total	41,899,274.12

Source: Five year Development Performance Report of the Region,2000: Appendix II.

Moreover, the regional government has benefited from its policy of looking outside the region for able bureau and department heads when suitable local and indigenous candidates could not be found. Furthermore, the region receives a considerable support from the central government in terms of technical, material and experts. The forthcoming section provides the overall activities undertaken by the regional government in the effort to strengthen its human resources through education and training.

4.3.1 Education

In the previous review which has dealt with the region's historical and socioeconomic background, it has been stated that the Benishangul-Gumuz regional state was overtly marginalized and ignored in all development agenda and political arena by the past regimes. Concomitant with this truth, the education performance of the region was quite minimal until 1991. In an effort to reverse the trend or at least to halt the legacy the regional government has exerted many efforts in social development, especially in the education and training sectors since its inception.

The present education policy and strategy of the Benishangul-Gumuz region is no different from that of the overall national education and training policy of the country. As such, the ground for the guidelines and principles of education and training policy of the region are laid down based on the new education and training policy of

Ethiopia. Hence it is stipulated in the Education Sector Development Program (ESDP) of the region that the main objectives of the education and training in the region focus on: establishing and promoting technical or vocational training along with the academic system; pursuing a decentralized system of administration in primary and secondary education; providing training and upgrading professional competence of teachers which thereby improve the quality and standard of education. Together with these are improving the salary scales of teachers; improving access to education, especially, to reach the remote and under-served areas along with improving the availability of educational materials (ESDP,1996).

It is also clearly stated in the ESDP that the financing of the education system shall be augmented by increasing the government budget for the sector. In general, the main and due emphasis is given to the quality of education, expanding of the educational system by giving priority to elementary education, with emphasizing on technical training, and expansion of basic education to the rural population (ESDP,1996).

Along the lines of the structure of the new Ethiopian education system, the school structure of the region has also been arranged to be 8-2-2, i.e., 8 years of elementary education, 2 years of general secondary education, and 2 years of preparatory senior secondary school. The elementary education having its own stages is divided into two cycles whereby grades 1-4 and grades 5-8 are termed as the first and second cycles respectively.

Having said this much about the overall education policy and the school structure of the region, it now becomes essential to assess the achievement and performance of the sector with its implications for human resource development . The following data provide the overall picture of primary, junior and senior secondary education in the region.

Table 15: Basic Indicators of Primary, Junior, and Senior Secondary Education in Benishangul-Gumuz Region (1994/95-1998/99).

<i>Indicators</i>	<i>Academic Years</i>				
	<i>1994/95</i>	<i>1995/96</i>	<i>1996/97</i>	<i>1997/98</i>	<i>1998/99</i>
Number of primary:					
Schools	118	195	216	235	251
Teachers	713	998	1163	1280	1595
students	27,420	36,688	44,299	51,518	60,383
student/teacher ratio	38.4	36.7	37.8	40.2	37.8
Number of Junior secondary:					
Schools	7	14	18	21	24
Teachers	51	82	62	192	-
students	1205	1541	1982	2545	10,478
student/teacher ratio	23.6	18.7	31.9	13.2	-
Number of Senior Secondary:					
Schools	2	5	7	9	9
Teacher	54	72	74	98	87
students	1549	1087	1425	2056	2688
student/teacher ratio	28.6	15.09	19.25	20.9	30.8

Source: Adapted from planning Bureau report of the 1999 and five-year development performance report of the region, 2000.

As can be deduced from the above table the gross enrolment of students catapulted dramatically in all of the primary, junior, and senior secondary school levels. For instance, the total number of primary school students increased from 27,420 in 1994/95 to 60,383 in 1998/99. In the junior and senior secondary schools, students enrollment shot up from mere 1,205 to 10,478 in the junior level, and from 1,549 to 2,688 in the senior secondary schools only in the four years between 1994/95 and 1998/1999 respectively.

Regarding the number of teachers a considerable change is also observed. The number of primary school teachers which was 713 in 1994/1995 rose up to 1595 and 1998/99. Similarly, the total number of junior and senior secondary school teachers increased from 51 to 192, and from 54 to 87 in the years between 1994/95 and 1998/99 respectively.

The same goes with the number of schools which also showed a dramatic change. The number of primary schools which was only 118 in the years 1994/95 reached 251 in the years 1998/1999. By the same token, the number of Junior secondary schools increased from 7 to 24 that of and senior secondary schools from 3 to 9 during the same period.

In line with this, the Five-year development performance report of the region indicates that the total number of primary school students increased from 60,383 in 1998/99 to

89,777 in 1999/2000 by raising the gross enrollment of primary school students to 81% (Education Report,2000:32). In the same manner, the number of senior secondary school students increased from 1087 in 1994/95 to 4012 in 1999/2000. In the same document it is reported that the total number of the primary school students of the indigenous population increased from 29,470 in 1995/96 to 47,504 in 1999/2000 (Education Report, 2000:33). The gross enrollment of female students increased from 20% in 1994/95 to 57.7% in 1999/2000 in the primary and from 3% to 5.5% in the secondary schools during the same period (Education Report, 2000:33).

Nonetheless, closer a critical observation of above the data show that an increase in the number of students was not commensurate with that of the teachers. In the primary schools, the number of students increased more rapidly than that of the teachers. In the same manner, in the Junior and Senior secondary schools, the number of students increased consistently while the number of teachers showed great fluctuation .

According to many educational theorists and development economists, any incompatibility observed in the number of teachers with that of the students is one indicator of a fall in the quality of education (Bao,1989; Todaro,1997). In this perspective, it seems that the regional government of Benishangul-Gumuz has given a great of emphasis for the expansion of schools without considering quality aspects.

Another indicator of quality of education is the performance and achievement of students in passing the national examinations (Birhanu,1998, Hailu,1998). Viewed in this approach, the Benishangul-Gumuz region's performance has been very low for the past 7 years. The following data illuminate the performance and achievement of the region's students in passing the ESLCE and joining higher education institutions.

Table 16: Number of Students Who Sat for the ESLCE Vis-à-Vis Those Who Joined the Higher Education Institutions from Benishangul Gumuz Region (1993/94/1999/2000)

Academic Year	Number of students who sat for the ESLCE			Number of students who passed the ESLCE			Number of students who failed In the ESLCE			Percentage of success
	M	F	Total	M	F	Total	M	F	Total	
1993/94	122	57	179	16	4	20	106	53	159	11%
1994/95	125	45	170	22	1	23	103	44	147	13%
1995/96	169	71	240	25	-	25	144	71	215	10%
1996/97	178	58	236	38	1	39	140	57	197	16%
1997/98	299	130	429	37	4	41	262	126	388	9%
1999/00*	399	157	566	93	30	123*	306	127	443	22%
Total	1544	609	2153	275	49	324	1269	560	1829	15%

Source: Testing and evaluation section of the education Bureau,2001.

** Note: In the year 1999/2000 the number of students who passed the ESLCE rose to 123 due to a special quota given to the region.*

As it could be observed in table 16 above the achievement of students in passing the national matriculation (ESLCE) has been discouraging. Out of the total of 2153 students who sat for the national matriculation examination, only 324,i.e 15% of students succeeded in passing for higher education institutions while 85% of the

students failed in the examinations. In 1999/2000, the percentage of success increased to 22% due to a special quota given to the region. Thus, 80 students who got 2.6 and 2.4 G.P.A in the ESLCE were allowed to join higher education institutions in addition to the 43 students who passed the examination meeting the national standard.

To summarize, it can be said that the regional government of Benishangul-Gumuz has given much emphasis to the expansion of educational availability without giving the same emphasis for the quality of education. As such, the achievement of students in passing the national examinations has remained low for the past 7 years. The main reasons behind these poor performances are in availability of adequately trained teachers, lack of educational facilities such as books and reference materials, and lack of teaching aids (Education Bureau, 2000:33). Needless to repeat this trend will have a serious impact on the development of a competent human resource in the region in the long run.

In addition to the expansion of the formal education, the regional government has also been taking measures in educating its indigenous peoples by sending adult students (who had dropped out of schools in the past) to the boarding school in Addis Ababa which was established for the four emerging regions. Presently, the construction of one boarding school at regional level is underway and is believed to enhance the participation of the indigenous peoples in education. Although the region

is struggling to upgrade its human resource through education, much remains to be done in this sector in order to restore the missing and essential quality factors.

4.3.2 Training

Apart from the formal education system, the regional government of Benishangul-Gumuz has also been engaged in upgrading the overall skill levels and capacity of the civil servants through short, medium, and long-term training programs conducted at the regional and national levels, and abroad.

So far the available data in this regard seem to show encouraging signs. The following table serves to throw light on the overall performance of the region.

Table 17: Performance of Training in the Benishangul-Gumuz region (1996/97-1999/2000)

Year	Domestic training				Scholarship			
	Short term	Medium term	Long term	Total	Short term	Medium term	Long term	Total
1996/97	611	485	44	1140	1	1	3	5
1997/98	1614	220	62	1896	5	5	5	10
1998/99	2661	375	160	3196	7	1	1	9
1999/00	1524	441	178	2143	9	6	6	42
Total	6410	1521	444	8375	22	13	31	66

Source: Five-year Development Performance Report of Benishangul Gumuz 2000:Appendix I.

As it is observed in the data above, in the years between 1996/97 and 1999/2000, 6,410, 1,521 and 444 public administrators and civil servants were provided short-term, medium-term and long-term domestic training in different fields respectively. However, the number of civil servants who obtained scholarship programs is insignificant and frustrating. There were only 22, 13, and 31 civil servants who got opportunities of short, medium and long-term training programs abroad respectively.

This boils down to the fact that the performance of the region in the area of scholarship programs is still very low and a lot remains to be done. The main reasons behind this poor performance could be inferred from the responses given to the questionnaire which will be the concern of the forthcoming chapter.

Among other things, the Benishangul-Gumuz region has been engaged in training civil servants in the Ethiopian Civil Service College in some critical fields of profession including accountancy, management, economics, law, and municipal engineering. In this regard, significant number of students have been enrolled in the College. The following data provide this information.

Table 18: Enrollment of Students in the Ethiopian Civil Service College from Benishangul Gumuz Region (1994/95-1999/2000).

<i>Academic year</i>	<i>Number of students who sat for the entrance exam.</i>	<i>Number of students who passed and enrolled in the college</i>
1994/95	69	41
1995/96	*_	29
1996/97	*_	18
1997/98	120	41
1998/99	123	36
1999/00	141	46
Total		211

Source: Adapted from Benishangul Gumuz region's Training service section, 2001.

** No data is found.*

As can be referred from the data, the accomplishment of the region in enrolling its students in the college is encouraging. Up to 1999/2000, a total of 211 students were enrolled in the college. However, this does not mean that there are no problems faced in this regard. Among these, problems related to the entrance conditions of the college are to be assessed based on the responses given to the questionnaire.

In addition to the aforesaid activities, the regional government of Benishangul Gumuz has also devised ways of upgrading the skill levels of civil servants through distance education. Presently, a total of 80 civil servants are attending 'Management Development Program' - a course provided by and in agreement with the Open University in England. (Training Section of the Region, 2001). As an alternative, merging of two or more bureaus was also one of the mechanisms devised by the regional government to alleviate the crippling shortage of skilled manpower in the region.

In addition to training carried out at national level and in the form of scholarship, the regional government of Benishangul-Gumuz has also established a Management Training Institute in the region with Proc. No. 16/1998. The main objective of the Management Training Institution is to upgrade the skills of manpower serving at every level of government structure through provisions of short-term and medium-term training program based on realistic needs assessment . The following data give the picture about the total number of civil servants and public administrators that have been given short and medium term training by the institute.

Table 19: Civil Servants and Public Administrators Trained in the Management Training Institute. (1997/98-2000/2001).

<i>Year</i>	<i>Total Number of Trainees</i>		
	<i>Male</i>	<i>Female</i>	<i>Total</i>
1997/98	171	7	198
1998/99	87	8	95
1999/2000	188	53	241
2000/2001	124	20	144
Total	504	85	589

Source: Management Training Institute of the region, 2001.

According to the data a total of 589 civil servants and public administrators were given short and medium-term training in the area of public finance planning, policy, and federal government accounting system (Fikru,2001). Sad to say the effectiveness of the training imparted by the institute has not been conducted. Evaluation of training effectiveness is the most critical phase not only in assessing the actual training

conducted but also to see what future changes in training plan should be made to make it more effective (Monapa,1999; Saiyadain 1995).

So far an attempt has been made to throw light on the overall efforts that were made by the regional government of Benishangul-Gumuz so as to build and develop its institutional and administrative capacity. Nevertheless, there are still questions that remain to be answered. What are the key problems and prospects of the education bureau? What were the main problems related to the training activities carried out so far? Are training carried out based on realistic needs assessment? What problems are there related with the recruitment conditions for training abroad? Is there any motivation among the servants in Benishangul-Gumuz region? What are the then existing pitfalls and limitations that hinder the retention of civil servants in the region? Are there any problems in the Management Training Institute of the region? These and other related questions are expected to be answered by the information gathered through the questionnaires and interviews carried out in the region. As such the following chapter is devoted to the analysis of the primary data gathered through the aforementioned methods.

CHAPTER FIVE

5. ANALYSIS OF THE SURVEY DATA

5.1 Introduction

This section focuses on the findings of an opinion survey made in March 2001 in Benishangul-Gumuz national regional state concerning problems related with the institutional and administrative capacity development undertaken by the region. The survey employed structured questionnaires with both open-ended and pre-coded types of questions, and carried out interviews with some regional officials and bureau heads.

5.2 RESULTS AND DISCUSSION

5.2.1 The Survey Findings from the Regional and Zonal Officials

It has been stated in the introductory part that the survey carried out through Questionnaire Type 1 focuses on identifying some of the main problems related to the institutional and administrative capacity development, and exploring constraints that have affected the implementing capacity of the regional government.

Accordingly, the first data was collected from a total of 12 regional and zonal officials (5 regional executives and 7 zonal administrators). The mean age of the respondents was 38.08 years whereby the oldest being 49 and the youngest 30 years old. The respondents' mean salary and service years as administrators were 1,272.5 Eth. Birr monthly and 3.4 years of service respectively. There were not female regional or zonal administrators.

As to the educational background of the respondents, 1 had a B.A degree; 2 had diplomas or two years of post-high school college education; 2 had a one-year course from Teachers' Training Institute; 3 were 10th grade; 2 were 9th grade; and the remaining 2 were 7th and 4th grade each.

In line with this the following table summarizes the responses to the pre-coded questions on the most important factors that have affected the implementing capacity of the regional and zonal governments.

Table 20: Major Constraints for Effective Implementation of Development Activities and Motivation of Personnel as Perceived by the Respondents.

No.	Type of Constraint	Number of Times cited
1.	Inadequate incentives and/or low remuneration fee for personnel	12
2	Shortage of skilled manpower (personnel) and low education and experience of the administrators	12
3	Lack of infrastructure such as roads, housing, electricity, transport and communication	11
4	Shortage of logistics such as vehicles, equipment, and materials	10
5	Inefficient utilization and management of civil servants by bureaus	9
6	Lack of commitment and absence of regional sentiment by some civil servants	8
7	Poor planning, implementing, monitoring and evaluating systems of budgets and projects	7
8	Shortage of budget at woreda and zonal levels	6
9	Paucity of adequate and capable contractors	6
10	Delay in budget release from the federal government and donors, especially in loan and aid budgets.	6

Source: Survey Data

One of the arguments advanced by the researcher in the introductory part of this thesis was that most of the civil servants employed in the region are not capable and motivated to perform development activities efficiently and effectively. The researcher put his premise that with uniform remuneration system throughout the country, competent employees could not be attracted to the region with poor

infrastructure, and at the same time, retention of the already prevailing ones could only be possible by devising appropriate and adequate incentive systems.

In theory it is often cited that the availability and full utilization of highly trained and motivated staff are the crucial factors of success. Consequently, motivation calls for the provisions of adequate remuneration and greater recognition for those who work in the remote areas and poor infrastructure (Rondinelli, 1993).

As expected, most of the constraints that have affected the implementing capacity of the region were found one way or the other related to policy issues. For instance, absence of adequate incentive system and/or low remuneration fee for personnel was cited by the 12 respondents as the most serious variable that has de-motivated the employees, and as a result hampered the development performance of the region. As a consequence turnover of civil servants from the region has become a common problem. According to the survey data, the under-qualified and moderately qualified professionals tend to serve and stay in the region whereas the propensity of the highly qualified ones for leaving the region was found higher.

Regarding the turnover, the available data in this case illustrate its magnitude and intensity. The following data were taken from the region's civil service bureau.

Table 21: Turnover of Permanent Civil Servants from the Benishangul-Gumuz Region (1995/96-1999/2000).

No	Year	Number of Public Employees who left the Region		
		M	F	Total
1	1995/96	104	20	124
2	1996/97	66	17	83
3	1997/98	136	39	175
4	1998/99	124	38	162
5	1999/2000	124	28	152
	Total	554	142	696

Source: Civil Service Bureau of the Region, 2001

Note: The data do not include attrition resulting from deaths.

As a matter of fact, the other crucial constraint that has negatively affected the development endeavors of the region was found to be shortage of skilled manpower at regional level, and low educational and experience levels of the administrators. As table 20 illustrates the 12 respondents reported that due to shortage of skilled manpower and lack of experience, the plan preparation and implementation have often failed to reach the target. Time and again, plans tend to remain over ambitious and impractical. Hence forth, a mismatch between plans and budgets has been observed at regional and zonal levels. Moreover, an interview conducted with the region's vice head of the planning bureau pinpointed the problems in this regard. According to him plans had been prepared without considering the realistic socioeconomic conditions of the region, and at times plan preparation and

implementation did not involve the active participation of the concerned experts and the public at large. Thus plans used to fail (Dagnachew,2001).

Another impeding problem identified by 11 respondents relates to the lack of infrastructure such as roads , housing, transport and communication. The survey showed that due to absence of basic infrastructure and facilities, especially at zonal and woreda levels, most civil servants appear reluctant to go and serve down at woreda levels.

By the same token, shortage of logistics such as vehicles, equipment and materials were also cited by 10 respondents as being some of the problems that have retarded the pace of development in the region. An interview conducted with the region's president depicted that zones and woredas do have at least one vehicle each. However, due to poor quality of rural roads in the region together with the prevalence of a long rainy season, locomotives get damaged very quickly and made accessibility to woredas difficult and in turn have affected the performance of the region. (Yaregal,2001)

Inefficient utilization and management of civil servants by each bureau was also considered as a serious constraint that has hampered the morale of the employees. In this connection, 9 of the respondents sorted out that the internal promotion system has not been fair and transparent, and lacked accountability and strength. In addition to

this, lack of commitment and absence of regional sentiment of some civil servants were also cited by 8 respondents as a challenging problem that has negatively influenced the region's development activity. This situation was, too, pointed out to have been as one of the factors that aggravates turn over of civil servants from the region.

The other constraints that should not be overlooked were the poor planning, implementing, monitoring and evaluating systems of budgets and projects. These points were identified by 7 respondents as some of the contributing factors for the poor performances of projects and plans.

Lastly, but not the least ones, shortage of budgets at woreda and zonal levels, paucity of capable contractors in the region, and delay in budget release from the federal government and donor agencies were reported by 6 respondents as stumbling blocks that should not be undermined. Shortage of budgets at woreda and zonal levels imply absence of proper devolution of financial resources to the lower level local governments.

In sum, the ultimate impacts of the aforementioned constraints in table 20 are poor identification of projects, poor planning, and ineffective and inefficient execution of development activities.

In effort to alleviate the shortage of skilled manpower in the region, it was noted in chapter 4, many domestic and external (scholarship) training activities were carried out by the regional and federal governments. These training were provided in the form of short, medium, and long-term programs, as well as in the form of distance education. In this connection, the survey identified numerous pitfalls and limitations pertaining to the planning and implementation of these training activities. The following frequency distribution table summarizes the responses to the major constraints identified by the 12 regional and zonal officials.

Table 22: Major Constraints Related to the Planning and Implementation of Training Programs as Perceived by the Respondents.

<i>No</i>	<i>Type of Constraints</i>	<i>Number of Times cited</i>
1	Absence of Training Needs of Assessment	12
2	Training were not planned and supported by budgets	12
3	Absence of a long-run human resource development strategy	11
4	Inappropriate recruitment carried out by the concerned bodies (nepotism and favoritism)	10
5	Absence of Training Impact Assessment	6
6	Civil servants do not get back to the region after completing their training abroad (esp. Scholarship)	6
7	Trainees are not properly utilized when they return	5

Source: Survey Data

As expected, all of the 12 respondents cited that one of the top list problems related to training was absence of training needs assessment before undertaking it. The major reason provided by the respondents in this regard was lack of experience on the part of the administrators (respondents) and shortage of highly skilled manpower to carryout the task.

Similarly, all of the respondents depicted that training programs were not planned and very often not supported by budgets. Due to this reason, the undertaking of most training activities in the region used to have been haphazard and randomized which in turn lowers its effectiveness. Consequently, 11 respondents identified the absence of a long-run human resource development strategy as a crucial point that prohibited a conscious and systematic way of upgrading the skill and knowledge levels of the civil servants in the region. As to the researcher's view, this constraint needs to be redressed very shortly in order to have a long-run vision in human resource development.

The improper recruitment and assignment of trainees that was carried by the concerned bodies was also reported by 10 respondents as a serious problem that has crippled the effectiveness of many training programs in the region. Now and then, nepotism, favoritism and recruitment of kinsmen, played greater roles in assigning trainees for many training programs, especially if it was scholarship.

The respondents also cited that civil servants very often did not get back to the region after completion of their training abroad. This in turn posed a negative impact on the regions efforts to develop its human resource. Thus, it was suggested in the response that the effectiveness of training using the scholarship programs was insignificant. Finally, absence of training impact assessment, and poor utilization of the already trained ones were considered by 6 and 5 respondents to have been additional contributing factors that need improvement in order to enhance training effectiveness.

Most of the respondents supported the strategy that the federal government has pursued in order to alleviate the manpower shortage of the region, especially by opening the Ethiopian Civil Service College. However, in spite of the efforts made to train civil servants in the college, 6 respondents replied that the entrance condition of the college was not fair and appropriate. Their main arguments and opposition emanated from the situation in which the 12th complete civil servants, and the diploma holders compete in the same examination for enrolling in the college.

In sum, it could be suggested that although the regional government of Benishangul-Gumuz made some efforts so as to upgrade its institutional competence and human resource shortage, this survey showed that much needs to be improved and done in this regard. To this effect, the regional government has to undertake remedial measures in order to redeem from the problem.

The forthcoming section is devoted to the survey made using the responses of the bureau and department heads, and civil servants with the aim of assessing constraints related to the training, management and utilization of civil servants in the region.

5.2.2 The Survey Findings from the Public Servants

This part of the survey employed a total of 205 respondents (70 bureau and department heads, and 135 civil servants) from 18 bureaus filled in the questionnaire and their responses were analyzed accordingly. As regards their educational levels, 1 had a doctorate degree; 18 had masters degrees; 70 were B.A/B.Sc.s; 55 were diploma holders; 56 were with educational level between diploma and 12th grade; and the remaining 5 were below 12th grade. The mean age and mean service years of the respondents were 33.1 and 8.6 years respectively. The mean monthly salary of the bureau and department heads was 1105.85 Eth. Birr, and that of the civil servants was calculated at 742.99 Eth. Birr.

Out of the total of the 205 respondents, 171 were non-indigenous and the remaining 34 were indigenous ones. Unfortunately, the composition of female respondents was quite limited. Out of the total, only 5 respondents were females and the remaining 200 were males. The responses to the pre-coded questions related with the utilization of civil servants and their management were summarized in the following frequency and percentage distribution table.

Table 23: The Utilization and Management of Civil Servants in Benishangul-Gumuz

Region as Perceived by the Respondents

No	Issues	Frequency and percentage Distribution					
		Yes		No		No comment	
		Number of times cited	% respondent	Number of times cited	% respondent	Number	%
1	Whether the salary paid is sufficient to earn modest life	20	9.7	185	90.3	--	--
2	Whether civil servants are satisfied with the remuneration fee they are paid	20	9.7	182	88.8	3	1.5
3	Whether the organizational structure of their bureau is conductive and flexible	53	25.8	136	66.3	16	7.9
4	Whether their bureaus face shortage of skilled manpower	144	70.2	48	23.4	13	6.4
5	Whether the regional government utilizes public servants appropriately	69	33.6	120	58.5	16	7.9
6	The internal promotion system of each bureau has problems	97	47.3	40	19.5	68	33.2
7	Whether the regional government strives to retain civil servants	96	46.8	93	45.3	16	7.9
8	Whether favoritism occurs in the bureau while recruiting and employing new entrants	60	29.2	126	61.5	19	9.3
9	Whether civil servants are interested in working in the region	159	77.6	41	20	5	2.4
10	Whether they like the region	193	94.1	5	2.4	7	3.5
11	As to how they judge the civil service bureau in the transfers, promotion and mobility of civil servants	It is Good		It is Bad		No comment	
		Number of times cited	% respondent	Number of times cited	% respondent	Number	%
		178	87	15	7.3	12	5.7

Source : Survey Data

One important mechanism of motivating and encouraging civil servants is adopting an adequate incentive system. However, as it is illustrated in the survey data above, 90.3% of the respondents earn a monthly salary which is insufficient to lead a modest life. The respondents depicted that given a sky-rocketing living conditions in the region (especially in Assosa town with a quintal of 'teff' worth on average about 400 Eth. Birr), and the sheer absence of hardship allowance made civil servants discouraged. As such, 88.8% of the respondents were not satisfied with their remuneration fee.

Another major constraint perceived by the respondents was the un-conducive nature of the organizational structure of each bureau which was pinpointed by 66.3%. By the same token, 70.2% of the respondents identified shortage of highly skilled manpower as a considerable problem for development planning and implementation. The same point was, too, cited by the respondents from the regional executive members as being the top most crippling factor for development in the region.

In the survey data above it could be observed that 58.5% of the respondents tallied the inefficient utilization of civil servants as one of the constraints that need worth mentioning. Moreover, 47.3% of the respondent noted that the internal promotion system of each bureau was not fair and transparent while 33.2% did not comment on the question.

As to the efforts made to retain civil servants in the region, the survey result showed that 45.3% of the respondents replied by condemning the region's failure in this regard while 46.8% noted that the regional government was doing its best to retain its employees. The percentage distribution implies that almost half of the respondents did not comply with what the region undertook so as to retain its servants. Thus, much more remains to be done to motivate and retain the personnel, and curb the turnover of professional workers from the region.

The other discovery of the survey was that 61.5% of the respondents pointed that no favoritism and partiality were observed while employing and recruiting new entrants whereas 29.2% indicated the existence of favoritism and partiality when employment was undertaken in each bureau.

Another supervising outcome of the survey was that although 88.8% of the respondents were not satisfied with the remuneration, 77.6% were found to have been interested in working and serving in the region provided that the salary scales and payments were adjusted. Finally, the survey depicted that 94.1% of the respondents like the region and want to serve in with condition that different incentive systems are devised and applied. As such, the effort made by the civil service bureau in running the promotion, transfer and mobility of civil servants was responded by 87% as fair and good if not bad.

An essential part of an incentive system is provision of adequate training for the employees. Henceforth, in an effort to motivate and enhance the skill levels of its personnel, many training programs were launched by the regional and federal governments. In this connection, the survey identified different constraints (variables) related to the planning and implementation of various training activities. The following frequency and percentage distribution table provides this data.

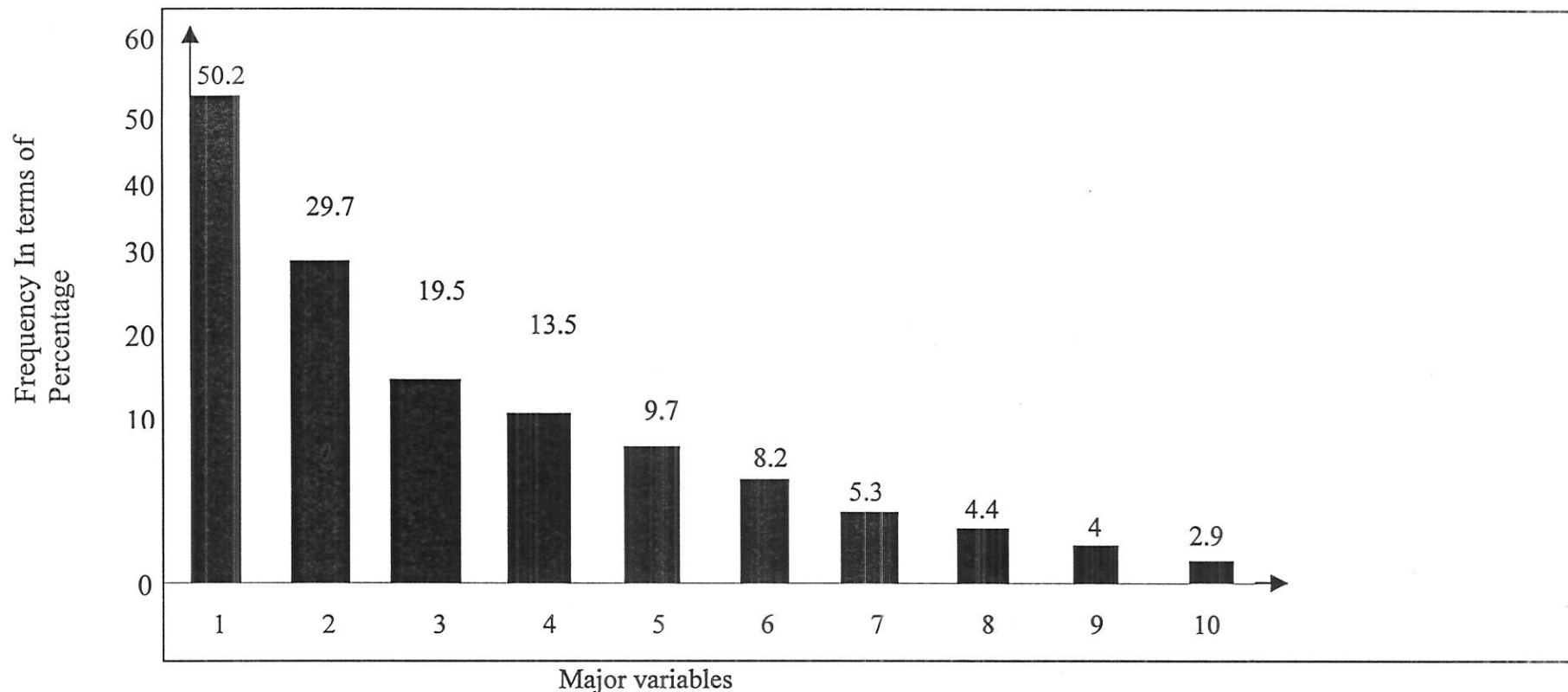
Table 24: The Planning and Implementation of Training in the Benishangul-Gumuz Region as Perceived by the Respondents.

<i>No</i>	<i>Types of Constraints</i>	<i>Number of times cited</i>	<i>% of Respondents</i>
1	Absence of training needs assessment	134	65.3
2	Inappropriate recruitment and assignment of trainees	125	60.9
3	Inefficient utilization of the available training opportunities	118	57.5
4	Trainees are not placed in a proper job place when they return from training	112	54.6
5	Trainees do not get back to the region after completing their training (especially in scholarship)	112	54.6

Source : Survey Data

As it could be observed in the survey data above, the main constraint related to training was identified by 65.3% of the respondents to be absence of training needs assessment. Furthermore, inappropriate recruitment and assignment of trainees was cited by 60.9% as the second most serious variable that has negatively influenced the overall effectiveness of training in the region.

Besides recruitment problems, the inappropriate placement and utilization of the trained ones were stressed by many respondents as an additive to the already mentioned constraints above. To elucidate the magnitude of the problems related with the recruitment and assignment of trainees, the following bar graph is presented. Ranking top from the list are nepotism and favoritism (50.2%), time delay both at the federal and regional level (29.7%), bias in favor of the B.A and M.A programs (19.5%), and recruitment does not involve woreda and zonal level employees (13.6%) (See figure.2)



Key:

- 1. Nepotism and favoritism while recruiting and assigning trainees
- 2. Time delay at federal and regional levels
- 3. Training programs are biased in favor of B.A and M.A programs
- 4. Recruitment does not involve woreda level employees
- 5 Training Programs are in favor of indigenous peoples
- 6. Training opportunities are not equitably distributed to all bureaus
- 7 Absence of transparency while recruiting
- 8 Shortage of Finance
- 9 Training programs are not diversified in field
- 10 Recruitment committees are weak and inefficient

Concerning the recruitment and assignment of trainees for any training activities (be regional, federal, and scholarship program) 50.2 % of the respondent alleged favoritism and partiality as the most critical problems in the region. With such a situation, the effectiveness of training activities would come out fruitless. Again on the same issue, the survey result showed that time delay and long processes did also seriously minimize the effectiveness of training. As an evidence 29.7% of them noted that training programs fail due to the long bureaucracy and late arrival (especially the scholarship program).

Unexpectedly, 19.5% of the respondents denoted that most of the training opportunities were in favor of the first and second degree programs. Those with the educational level below the degree were found the least beneficiaries of training schedules. The researcher believes that this point of complaint needs a due consideration from the regional officials and get solved.

The other underlying problem regarding the planning and implementation of training was the equity aspect of the program. As to the equitable distribution of the available training opportunities, the survey results indicated the absence of balanced and even distribution among bureaus and woredas. In this connection, 13.5% of the respondents cited that most of the training opportunities were not accessible to the woreda level personnel. These training opportunities (especially, the scholarship)

were grabbed at the regional bureau levels. The implication of this situation is that employees who work at the remote areas were not given priority and strong support by the regional government.

By way of summary, the responses of the regional officials, bureau and department heads, and the civil servants could be stated as follows. Most respondents confessed that the main constraints affecting the implementing capacity of the region were numerous and at the same time intricate. These were absence of adequate incentives/low remuneration; paucity of adequately skilled manpower; poor infrastructure and lack of logistics; and inappropriate utilization of the already available human resource.

In order to motivate the employees and curb the flight of the skilled professionals from the region, the survey sorted out some remedial measures that should be undertaken. These ameliorating measures had to do with the actions that have to be taken to improve the incentive systems on the whole: Improving payments, recognizing and supporting civil servants working in the difficult terrain and conditions and improving the overall management and utilization of public servants in the region.

In an effort to alleviate the problem of human resource shortage, many promising programs were launched both by the federal and regional governments despite the existing basic constraints identified in the planning and execution. In other words,

training activities require a pre-training needs assessment, careful identification of training objectives, recruitment and assignment of trainees with out partiality and favoritism, careful implementation, follow-up and evaluation. By doing so, the human resource base of the region could be improved, the turnover-minimized and the implementing capacity of the regional institutions and administration be enhanced.

5.2.3 The Survey Findings from the Management Training Institute

In connection with the human resource development, the other dimension of the survey was to assess and explore the overall functions and activities of the Management Training Institute of the region. With an intention of enhancing the skill and knowledge levels of the civil servants and government officials, the Training Institute was established in 1997/98. Accordingly, since its inception, 589 employees were trained in the institute in different fields. However, the overall problems of the institute has not been studied so far so that the researcher has dared to explore the main constraints that retard the Institute's functions and activities. Nonetheless, the survey has to be taken as an exploratory one since its coverage is limited. Yet, it could throw light on some of an unacknowledged problems that need improvement and rectification.

Primarily, the Management Training Institute was established with initial staff members of 27 out of which 1 had a B.A degree, 3 had diplomas, and 19 supporting staff members whose educational levels were below the diploma. The following table provides this information

Table 25: Educational Levels of the Staff, the Required Manpower, and the Available ones in the Training Institute (1998/99/2000/2001)

Year	Current Status	Educational Levels of the staff		
		BA/BSC	Diploma	Below Diploma
1998/1999	Required	4	8	38
	Available	1	3	23
1999/2000	Required	4	8	38
	Available	1	4	23
2000/2001	Required	4	8	38
	Available	2	4	23

Source: Management Institute of the Region,2001

As it could be observed in the table above, most of the staff members are with educational level below diploma. There are only 2 B.A degrees and 4 diploma holders with a wide disparity between the demand and supply sides.

Given the above background information, in addition to the questionnaire they filled in, an interview was conducted with the manager of the institute and the teachers (3 in number) who work as part-time instructors and their responses were summarized as follows.

The major problems that have crippled down the overall activity of the institute, according to the respondents, were absence of permanent teaching staff; the inflexible and un conducive nature of the organizational structure of the institute; low remuneration for the teachers; and shortage of budgets. The respondents emphasized that the institute does not have permanent teaching staff of its own, and undertakes its activities by using part time instructors. As such, the teaching-learning process used to interrupt at times when these instructors refused teaching due to the low payment they were given.

The survey discovered that the organizational structure and salary scales of the institute were not absolutely conducive to attract skilled experts. On top of this, the institute has been facing shortage of budgets (presently whose main sources are loan and aid) and declines to pay for the per diem requests of the trainees. Furthermore, shortage of logistics such as teaching aids, furniture and vehicles; absence of a well-designed curriculum; the inadequacy of the prevailing classrooms, bedrooms and the library- altogether had a dampening effect on the effectiveness of the training.

As to the recruitment aspects, the respondents did not provide much complaint, and considered it as fair and promising. However, one important finding of the research was that training were undertaken without careful planning and needs assessment. Consequently, most of the time the training methodology employed was the knowledge based approach which focuses on imparting concepts, ideas and theory

and did not involve skill training. Finally the survey found that evaluation of training were carried out at the middle and end of any training program.

In conclusion it could be asserted that given the poor organizational set-up of the institute, it appears illogical to expect the full achievement and success of the overall objectives for which the institute was established. It should be recognized that the management training institute had/has multiple problems out which absence of permanent teaching staff; low salary scales and narrow organizational structure to absorb skilled experts; and shortage of budgets need serious attention and rectification by the concerned bodies.

5.2.4 The Survey Findings of the Education Sector

Other than training of civil servants, the formal education system plays the greatest role in developing the human resource base of a region. In this regard, the Bensihagul-Gumuz region has been engaged in developing its human resource through formal schooling. As a result, many primary, junior, and senior secondary schools were built-up, and the gross enrollment rate of students was reported to have reached 81% in the 2000 academic year from where it was 46% in 1996. At this juncture, the researcher has raised a fundamental argument concerning the achievement of education in the region. The major argument of the researcher has been that the regional government of Benishagul-Gumuz has given a greater emphasis for the availability and expansion of education without giving a

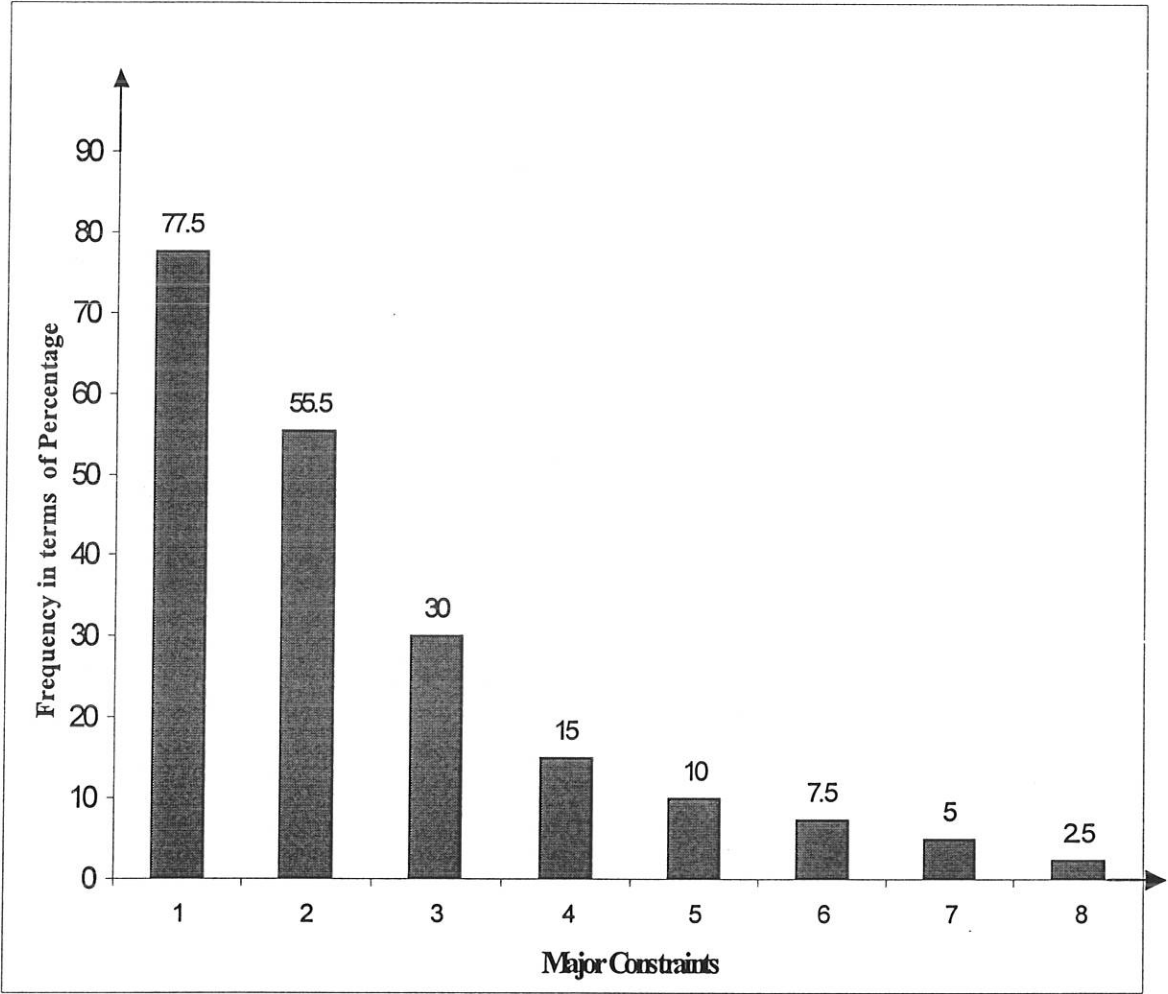
comparable weight to its quality aspects. As such, the researcher contends that education in Benishangul- Gumuz region suffers from quality deterioration which would in turn have a long-run negative impacts on the development of capable and competent human resources in the region.

In order to assess or explore the stated argument above, the researcher distributed a questionnaire to a total of 40 respondents out of which 25 were school directors; 4 were department heads and 11 were different educational experts working at regional bureau level. As to their educational background ,11 had M.A/MSC; 11 were B.A/B.SC; 13 diploma holders ; 8 were those who had a one-year course from Teachers' Training Institute; and 3 were 12th grade complete. Very often, problems in education involve enrolment, curriculum, teaching staff, and development policies (Salvatore,1989).Taking into account these stated problems, the researcher collected data and information from the 40 respondents with the aim of identifying the main constraints pertaining to this sector in the region. It is noteworthy, however, that this survey, especially concerning the quality assessment aspect of education, should be considered as an exploratory one for it is restricted in terms of coverage. Nevertheless, the survey would help in throwing light on some of the unacknowledged problems of education in Benishagul-Gumuz region.

The first part of the survey consists of questions related to the teaching inputs and teaching aids required in a teaching –learning process. In relation to this, the survey

identified numerous variables that have affected the education quality in the region. Ranking top from the list were shortage of trained teachers (77.5%), shortage of students' text books (55.5%), and shortage of school furniture (30%). The following bar-graph illustrates this (See Figure 5.3).

Fig. 3 Major Constraints that Affect the Teaching-Learning Process and Influence the Quality of Education



- Key**
- 1. Shortage of trained teachers
 - 2. Shortage of students textbooks
 - 3. Shortage of school furniture (Tables, Chairs and Desks)
 - 4. Equipment and Laboratory Chemicals
 - 5. Shortage of Blackboards and Chalks
 - 6. Shortage of Budget at school levels
 - 7. Shortage of Classrooms
 - 8. Shortage of Reference Materials and Libraries

As could be observed in the figure above, 77.5% of the respondents attributed the main problem of education to the shortage of trained teachers followed by paucity of students' textbooks cited by 55.5%. In many developing countries, the percentage of teaching staff decreases along with the higher educational hierarchy which is the same for the region too.

In addition, shortage of school furniture, absence of equipment and laboratory chemicals together with the sheer absence of libraries in some schools could be considered as important indicators of poor quality of education in the region. On top of that 70% of the respondents indicated that the education curriculum was not revised and has suffered from obsolescence.

The survey also tried to identify some of the major problems that school teachers face in their career. The underlying constraints surrounding the teachers were identified as low remuneration (75%), lack of provision of adequate training (22.5%), overloading of work due to shortage in number (17.5%), and absence of recognition and status (5%). Hence given the aforementioned constraints circumscribing the teachers, the teaching – learning process would have poor results and achievements.

Finally, the researcher conducted an opinion survey regarding the mannerisms of students and teachers, issues related with the achievement of students, and administration of schools. In this aspect, the following frequency and percentage distribution table summarizes the responses.

Table 26: Issues Related with the Mannerism, Achievement, and Administration of Schools as Perceived by the Respondents.

No	Issues	Percentage and Frequency Distribution					
		Agreed		Disagreed		No comment	
		Number of times cited	% of respondent	Number of times cited	% of respondent	Number	%
1	The manner of students is deteriorating	31	77.5	4	10	5	12.5
2	The manner of teachers is deteriorating	15	37.5	13	32.5	12	30
3	School administration is deteriorating	7	17.5	20	50	13	32.5
4	Promotion of students from class to class is increasing	18	60	10	25	8	20
5	Drop-out is increasing	24	60	10	25	6	15
6	Students are motivated while attending their schooling	6	15	26	65	8	20
7	Teachers are motivated while teaching	8	20	25	62.5	7	17.5
8	Enrollment of students is increasing	25	62.5	8	20	9	22.5
9	Number of schools has increased	23	75	8	20	9	22.5
10	Adult education provision has improved	0	0	24	60	16	40
11	Enrollment of female students is increasing	32	80	3	7.5	5	12.5
12	Number of students that pass ESLCE is increasing	4	10	19	47.5	17	42.5

Source: Survey Data

As regards the manner of students and teachers, 77.5 and 37% of the respondents cited that the students' and teachers' behavior was deteriorating. The main reasons attributed to this situation could be a fall in the living conditions of teachers while that of the students' might emanate from their massive failure in the ESLCE. Any way this point needs a deep study to come up with the underlying reasons that triggered the case.

By the same token, the survey identified that 65% and 62.5% of students and teachers were not motivated in the teaching-learning process respectively. Consequently, 60% of the respondents cited that the number of student-dropout was increasing. In sum, although the overall enrollment of students and the number of teachers increased dramatically, the performance of the education seems discouraging and frustrating when viewed in terms of quality dimension.

Given the absence of motivating factors such as low remuneration and poor recognition of teachers, shortage of educational inputs and teaching aids, and the inadequacy of school furniture, the performance and achievement of schooling would be low. Hence, delivery of education in the region needs greater concern and attention without which the development of human resources in the region would take a longer time.

CHAPTER SIX

6. SUMMARY AND RECOMMENDATIONS

6.1 SUMMARY

Institutional and administrative capacity that should exist in the social, economic, and political institutions has become an important mechanism of achieving any envisaged development policies and programs, and sustains and supports the several processes of development. After all, capacity development has become a prerequisite and a sine qua non for the commencement and success of development goals and objectives.

An institution must be staffed with adequately trained personnel. The assurance of such a staff entails the quality of personnel administration, including supporting educational and training institutions, adequate remuneration system, public esteem and status. The staff must have specialized qualifications to perform the tasks with understanding and motivation. Motivation and capability of the staff lay foundation for the success of development objectives. As such, the availability and full utilization of highly trained and motivated staff are the crucial factors of success and the first point of concern in any institution building process (World Bank,1997; Rondineilli,1993).

On the other hand, the inability or unwillingness of governments to provide suitable living conditions and incentives for civil servants to work in the remote areas or

regions threatens the success of decentralized development projects and severely constrains the implementing capacity of regional governments (Rondinelli,1993). In general, it can be asserted that institutional and administrative capacity is a key to development whose major component is the human resource that should get the greater emphasis.

In contrast, for the past three or four decades “development” was conceived in terms of economic development (expressed either in GDP or GNP per capita increase) and industrialization and modernization led policies without recognizing the development of human beings. As a result, despite the publication of voluminous economic development theories and policies, the desired and intended development goals and targets were not attained in the Third World Countries. It was after the emergence of the endogenous economic theories of the 1990’s that ‘development’ was considered to be the development of human beings rather than the development of goods and services (Todaro,1997).

In line with the then existing dominant economic theories, the approaches to development administration prescribed to the Third World Countries - the Tool Oriented and the Political Modernizers - failed to improve either the government’s or other institutions’ capacity to innovate and experiment. This was mainly because the prescribed approaches ignored and overlooked the centrality of human resources

in economic development theorizing and policy making (Adjobolsoo, 1995; Rondinelli,1993).

In the same manner, since 1950's Ethiopia has also pursued the ever changing and variegated economic theories and policy prescriptions of the West without giving due attention to the centrality of human resources in development. To worsen the situation, in line with the political and administrative changes that took place in the country, the Ethiopian education and training systems have also been changed accordingly.

In the Imperial Regime, despite the production of few elite and its reputed quality, the overall education and training policies did not produce massive and adequate workforce to sustain the economy. In the Derg regime, the educated manpower was eroded due to the exodus and excessive flights to other countries. At the same time the education and training policies of the Derg were not able to yield sufficient and skilled manpower and at the same time suffered from quality deterioration. By the same token, the present education system of the country has given greater emphasis to the expansion and availability of education by undermining the quality deterioration that is evident.

In sum, the past social, economic and political conditions of Ethiopia were not conducive for the development of adequate and competent human resources in the

country. As a result, the human resource base of the country is too weak to sustain the socioeconomic development policies and programs.. Due to this reason, presently, the federal and regional institutions face paucity of adequately trained manpower and suffer from capacity problems.

The problem of capacity is more severe in the relatively backward regions such as in the Benishangul -Gumuz region. As regards the Benishangul-Gumuz, the region is one of the desolate and marginalized parts of the country which did not obtain due concern and attention by the past centralist power holders in Addis Ababa.

Although different training and education programs were carried out by the federal and the regional government, problem of capacity remains severe, and in turn has negatively affected the development endeavors of the region. The survey results have brought to light the overall institutional and administrative capacity problems that were/are prevalent in the region.

The research findings and results obtained using to the responses of the regional and zonal administrators showed that the major constraints that have affected the implementing capacity of the region were numerous and intricate. Among others, the following were identified in order: Absence of incentive systems and/or low remuneration for the public servants; shortage of skilled manpower and low educational and experience levels of the administrators ; lack of infrastructure such as

roads, housing, electricity, transport and communication; and shortage of logistics were identified as the most impeding constraints that have hampered the implementing capacity of the region. In addition, inefficient utilization and management of civil servants by bureaus; lack of commitment and absence of regional sentiment by some civil servants; and poor planning, implementing, monitoring and evaluating systems of budgets and projects were pin pointed by the respondents as contributing variables. The ultimate impacts of the aforementioned constraints were poor planning, and ineffective execution of development activities.

In an effort to alleviate the shortage of skilled manpower in the region, different training programs were carried out. In this connection, the survey identified numerous pitfalls and limitations in the planning and implementation of these training programs. Ranking top from the list were absence of training needs assessment; unplanned and haphazard nature of training ; absence of a long-run human resource development strategy; nepotism and favoritism while recruiting trainees; and absence of training impact assessment were alleged to have been crippling problems.

In a similar fashion, the survey results obtained from 205 civil servants depicted that 90.3 and 88.8% of the respondents attested that they were paid insufficient salary and not satisfied with the payment respectively. Moreover, 66.3 and 70.2% of the samples cited the inflexible and un-conducive nature of the organizational structure

of each bureau, and shortage of skilled manpower respectively as crucial factors that have de-motivated public servants. However, one important discovery of the survey was that 94.1% of the respondents noted that they like the region and want to serve in provided that the then existing salary scales are adjusted and hardship allowances paid.

In relation to the planning and implementation of training, numerous constraints were identified by the respondents. Among others, absence of training needs assessment; in appropriate recruitment and assignment of trainees; inefficient utilization of the available training opportunities; and declining to get back to the region after completing training (especially in scholarship) were the major ones. As to the recruitment of trainees, nepotism and favoritism; time delay at the federal and regional levels; bias in favour of B.A and M.A programs; and inequitable distribution of training opportunities among bureaus and woredas; and absence of transparency in recruitment played major roles in hindering training effectiveness.

Concerning the Management Training Institute, several constraints were identified by the survey. Among the major ones, the un conducive organizational structure and low salary scales to attract competent experts; shortage of budgets and logistics; and absence of a well-developed curriculum come in order. If these problems are not redressed duly, it would appear illogical to expect full execution and implementation of the objectives for which it was established.

As to the survey made concerning the overall trends of education in the region, multiple hurdles were identified. Ranking top from the list were paucity of trained teachers; shortage of students' textbooks; shortage of school furniture; and absence of equipment and laboratory chemicals. The other surprising outcome of the survey was that students and teachers were not interested in the teaching-learning process. Moreover, the overall manners of students and teachers were deteriorating.

In general, the survey results depicted that capacity problems in the Benishangul-Gumuz region have seriously affected the development efforts of the region. Although some training activities were carried out, they were not planned and need based, and ill-implemented. Nepotism and favoritism played significant roles in the planning and implementation of training, and as a result have affected training effectiveness. As to the education sector, although gross enrollment of students increased and the number of schools rose up dramatically, it was not commensurate with the number of teachers. Shortage of students text books, absence of laboratory chemicals and reference materials were also evident. The cumulative effect of the stated constraints is a deterioration in the quality of education. This in turn would have far reaching repercussions on the development of human resources in particular and the institutional and administrative capacity development efforts of the region at large.

6.2 RECOMMENDATIONS

Even though the region has been taking up numerous activities in order to redeem its capacity problems, especially in the area of human resource development through education and training, the problem seems to remain untouched and unresolved. This study, though it is an exploratory one, has assessed the severity and the magnitude of the region's capacity problems, and has tried to distinguish major ones and suggested possible solutions as a means to redress them.

Accordingly, by using the conceptual and theoretical framework laid down together with the overall historical and socio-economic background review, and the survey results of the primary data collected and analyzed, the following points could be recommended as a means to help the region alleviate its institutional and administrative capacity problems:

- In order to alleviate the prevailing capacity problems, the regional government in collaboration with the federal state has to adopt and implement appropriate and region-specific policies and strategies which aim at motivating and retaining the prevailing manpower serving in the region. These strategies and policies could have a short term and long term perspectives.

1. Short-Term Strategies

- In the short run, the regional government, in consultation with the federal government has to devise adequate incentive system and remuneration for its employees. With the present uniform remuneration system through the country, competent civil servants could not be attracted to the region renowned for its poor infrastructure and facilities. At the same time the prevailing turnover of civil servants could not be minimized without rewarding and supporting employees who work in the remote and peripheral areas as is the case in the Benishangul-Gumuz region. At the minimum, hardship allowance which has hitherto been deprived, has to be given to the region's personnel for it appears unjust to pursue uniform and pan-territorial remuneration system in the country. After all payments have to be area specific.
- The other major obstacle that has handicapped the capacity of the region is the shortage of skilled personnel and low educational and experience levels of the regional and zonal administrators. Although both the federal and regional governments did undertake many training programs to enhance the region's capacity, the survey identified numerous pitfalls in this regard. To mention: absence of training needs assessment before undertaking it; absence of a long-run human resource development strategy at regional level; inefficient utilization and management of civil servants were cited along with the above incentive problems.

Consequently, absence of training needs assessment would imply the haphazard and unplanned nature of training program which in turn lowers its effectiveness. Furthermore, the region has to adopt its long-run human resource development strategy so as to have a long run vision and direction. This entails identification of critical human resource needs of the region and draw up appropriate education and training programs accordingly. As such, human resource analysis and planning would help avoid critical shortages or surplus in manpower production.

- The region has to utilize and manage its employees in as much as possible. To this end, the internal promotion system has to be transparent, merit and efficiency based in each bureau. Those who work in the remotest woredas and kebeles and areas of hardships have to be visibly rewarded and supported with incentives. Some of these incentive systems could be giving precedence in training, benefiting in promotions, and transfers.
- In relation to the recruitment and assignment of trainees the region has to solve the then existing constraints and drawbacks. The survey showed that recruitment of trainees is very often carried out based on partiality and favoritism by undermining the efficiency and merit approach. On top of that, the available training opportunities were not utilized properly, and at the same time not distributed equitably to each bureaus and down to the woreda level personnel.

Thus, the region has to reconsider the overall planning and implementation of its training programs and make them participatory, transparent and efficient.

- The other issue that needs worth noting is the absence of training impact assessment at regional level. Since assessment of training impacts and their effectiveness would help the region in identifying the past faults and rectify future plans and programs, the region has to assess the impacts of training that have been carried out so far.
- Concerning the Management Training Institute of the region, the survey has distinguished considerable obstacles in its overall activities and functions. Among others, the following problems need duly rectification: The narrow organizational structure and low salary scales which inhibit efforts to attract competent personnel; absence of adequate staff and teachers of its own; shortage of logistics and budgets; and absence of a well designed curriculum. The teaching-learning activities have been run by part-time instructors which create disruptions at times when they refuse teaching. Moreover, the institute's budget has been mainly covered by aids and loans which create delay in the execution of training programs when donors lag in their budget release. Thus, the regional government has to cover the significant portion of the institute's budget and has to use these aid funds as additive ones and minimize the sheer dependency and

risks accompanied with. At the minimum, the institute shall have some teaching staff of its own and can use part-time instructors when necessary.

- Since the region has been deserted, marginalized and forlorn by the past regimes, the federal government has to undertake considerable compensatory measures and activities to ameliorate the existing problems. As such, with a view to redress the prevailing development disparity among regions, and improve the backward living conditions of the peoples in the region, the federal government has to launch on a massive infrastructure building programs (especially roads) which has not hitherto been commenced. Such an undertaking would help the region in raising and enhancing its implementing capacity. If not, a mere allocation and granting of annual budgets for the region would have little to do if the capacity problems of the region are not resolved, viz: The inadequacy of infrastructure (electricity roads, transport and communications).

2. Long-Term Strategies

- As to the education sector, the fundamental problem that was observed was the deterioration of its quality which would have far reaching impacts in the production of capable human resources in the region. The survey showed that although the gross enrollment of students has increased alarmingly, it has not been commensurate and proportionate with the increase in the number of

teachers. The prevailing paucity of trained teachers, shortage of students text books and teaching aids and furniture, shortage of reference materials and sheer absence of libraries in some schools have cumulative impacts in lowering the quality of education in the region. Surprisingly, the survey showed that the overall mannerisms of the teachers and students were deteriorating in every aspects. Thus, the regional government has to conduct a thorough study regarding the overall problems related to education particularly by focusing on the problems of teachers. In this case the low salary scales to which teachers are doomed to has to get the greater emphasis.

- The regional government of Benishangul -Gumuz has to pay attention to the deterioration of quality of education that is evident in every aspects . Neglecting the quality dimension and indulging in a mere expansion of education would have negative repercussions in the development of competent and capable human resources in the long run.
- According to the 1994 population and housing census, 86% of the region's population was found to be illiterate against 70% for the national average. Moreover, recently the survey showed that adult education provision has stagnated. Thus, the regional government of Benishangul-Gumuz has to adopt a policy and strategy which gives a special emphasis to the mass and basic education which has hitherto been ignored. As such the region has to launch on

a literacy campaign with a view to eradicate illiteracy which has become the major impediment for the proper execution of development activities in the region.

- In general the regional government of Benishangul-Gumuz has to pay attention the existing education and training systems. More importantly, vocational/technical training have to be emphasized than merely indulging in the theoretical and academic systems.
- Lastly but not the least one, the federal state has to pay attention to the ever widening development disparity among regions (especially between the emerging regions and the relatively developed ones), which emanates mainly from capacity problems. Thus, the prevailing capacity constraints should get much attention than ever. Among other options, devising different incentive systems of retaining . motivating and stabilizing the available civil servants and launching a massive infrastructure building program in the peripheral and under served areas appear some of the most important solutions to the capacity problems.

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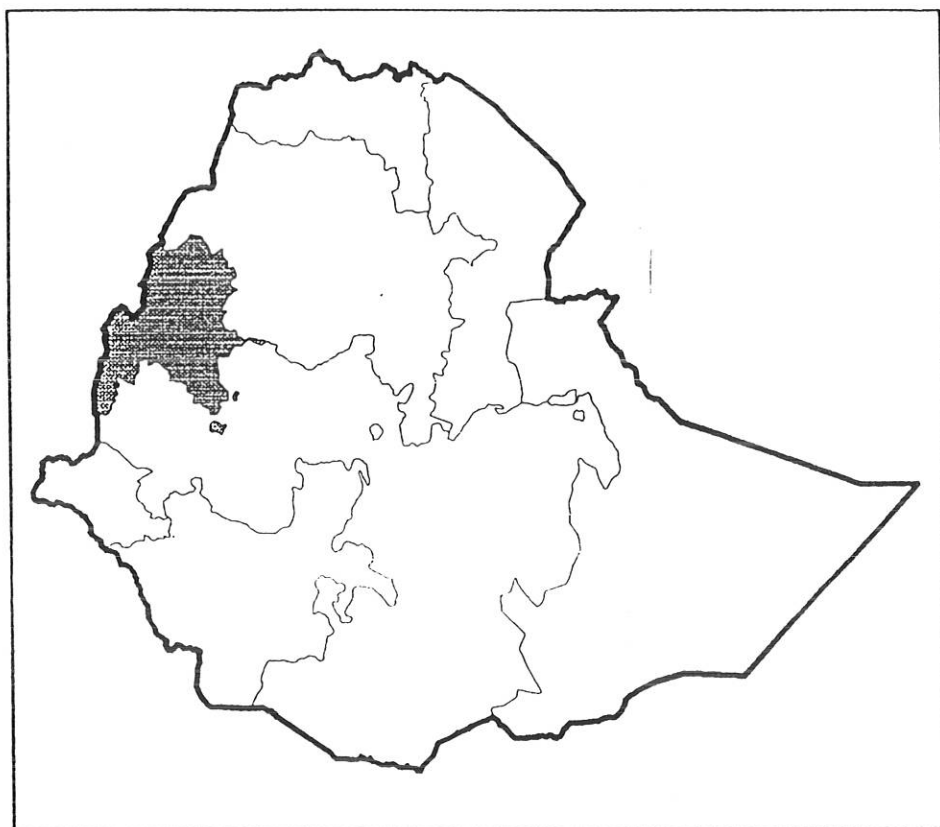
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Appendix 1

The Map of Ethiopia and the Benishangul-Gumuz region



Scale: without scale

Source of Regional Map: UNDP-EUE 1996

(all borders are unofficial approximate)

Source of Thematic: National Atlas of Ethiopia

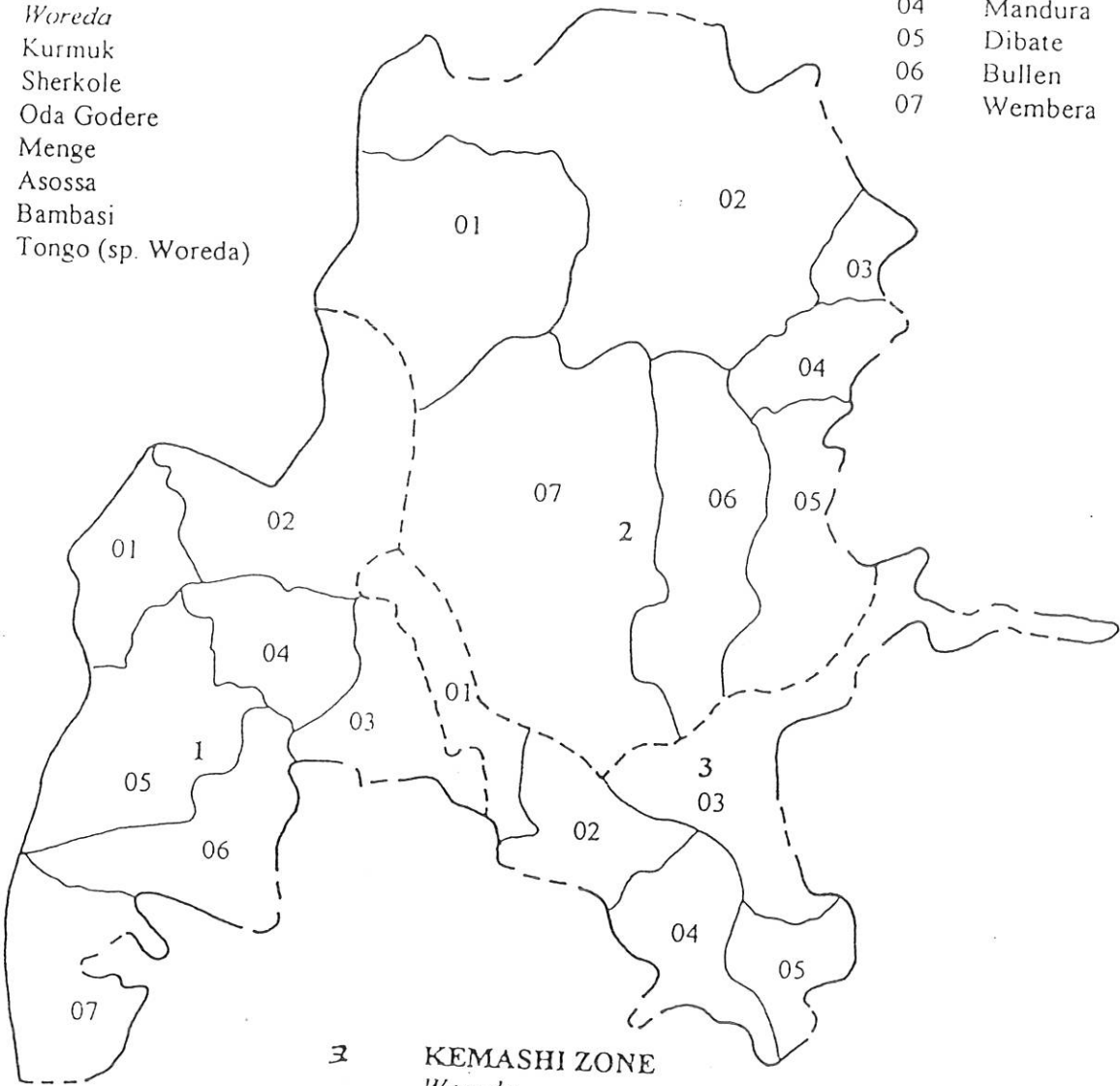
Benishangul – Gumuz Regional State (Region 6)

Legend

- International Boundary
- - - Regional Boundary
- - - Zone Boundary
- Woreda Boundary

- 1 ASOSSA ZONE
Woreda
- 01 Kurmuk
 - 02 Sherkole
 - 03 Oda Godere
 - 04 Menge
 - 05 Asossa
 - 06 Bambasi
 - 07 Tongo (sp. Woreda)

- 2 METEKELE ZONE
Woreda
- 01 Guba
 - 02 Dangur
 - 03 Pawe (sp. Woreda)
 - 04 Mandura
 - 05 Dibate
 - 06 Bullen
 - 07 Wembera



- 3 KEMASHI ZONE
Woreda
- 01 Serb Abay
 - 02 Agelo Meti
 - 03 Yaso
 - 04 Kemashi
 - 05 Belo Jegenfo

Addis Ababa University School of Graduate studies
Regional and Local Development studies
Questionnaire Type 1

The objective of this questionnaire is to gather information from the regional and zonal executive members of the Benishangul-Gumuz state regarding the region's institutional and administrative capacity constraints and problems related to the management and utilization of civil servants. The data will be used to write Master's Thesis in Regional and Local Development Studies at the Addis Ababa University. The study aims at identifying problems of institutional and administrative capacity in the region and tries to indicate ways of improving it.

Instruction: The questionnaire has two parts. The first part is intended to collect personal data while the second part comprises details of the questionnaire. Answer all the questions by encircling the letter of your choice for each question. For some questions, fill the blanks when you are requested. Your goodwill, cooperation, and genuineness in responding to the questionnaire is highly appreciated. You do not need to write your name.

Part I
Personal Data of the Respondent

1. Position:

A. Regional President	B. Vice President
C. Secretary of the region	D. Regional Executive member
E. Zonal Chairman	F. Zonal Vice Chairman
G. Zonal Secretary	H. Zonal executive member
2. Sex:

A. Male	B. Female
---------	-----------
3. Age _____
4. Marital status:

A. Married	B. Single
	C. Divorced
	D. Widowed
5. Ethnicity:

A. Amahara	B. Oromo
	C. Berta
	D. Gumuz
	E. Shinasha
	F. Mao
	G. Komo
	H. Specify, if other _____
6. Religion:

A. Orthodox	B. Muslim
	C. Protestant
	D. Catholic
	E. Specify, if other _____
7. Educational Status:

A. B.A degree	B. Diploma
	C. Grade 12
	D. Specify, if other _____
8. Salary _____
9. For how long have you lived in Benishangul Gumuz Region?

Part II

General Questions

1. Do you think that institutions in your region are functioning in their full capacity?
 - A. Yes
 - B. No
2. Do you think that institutions such as bureaus and offices of your region have adequately trained manpower?
 - A. Yes
 - B. No
- 2.1 If you say 'No' who undertakes development planning for the region?
 - A. Central government
 - B. The region by its own
 - C. Through consultants
 - D. The region and central government in collaboration
 - E. Specify, if any other, _____
3. Have you ever utilized your annual budget completely since the establishment of the region?
 - A. Yes we utilize the budget every year
 - B. We utilize it sometimes
 - C. Significant proportion is unutilized
4. Do you observe improvements in budget utilization?
 - A. Yes, utilization rate is improving
 - B. No, utilization rate is decreasing
 - C. No significant change is observed
5. If you say that the region has not been utilizing its budget completely, can you mention some of the reasons for budget under utilization?

6. Are the civil servants motivated while doing their jobs?
 - A. Yes, they are motivated
 - B. No, they are not
- 6.1 If you say 'No' can you cite some of the de-motivating factors?

7. Which of the following factors are/is the main problem(s) of civil servants in your region. put a (✓) mark corresponding to your choice.

A. Management and utilization	
B. Lack of Qualification	
C. Lack of Incentives	
D. Lack of commitment	

E. Specify, if you have any other, _____

8. Do you think that the managerial training institute of the region functions in its full capacity?
 - A. Yes
 - B. No

9.1 If you say 'No', can you cite some of the reasons? _____

9. Do you allocate enough budget for the training institution?

- A. Yes
- B. No

9.1 If you say 'Yes', what is the main source of budget for the training institution?

- A. Government
- B. AID and Loan
- C. Specify, if other _____

10. Are training carried out based on realistic needs assessment?

- A. Yes always
- B. Yes, but sometimes
- C. No we don't

10.1 If you say 'No', what are the reasons behind?

- A. Lack of trained /Personnel/
- B. Lack of budget
- C. Specify, if other _____

11. What sorts of mechanisms do you use to ameliorate your human resource shortage currently? Put a (✓) mark corresponding to your choice(s)

A. Long-term training	
B. Medium term training	
C. Short-term training	
D. Distance education	

F. If other, specify _____

12. Which types of training program have you found very effective? Put a (✓) mark corresponding to your choice(s)

A. Training carried out at national level	
B. Scholarship	
C. Training within the region	

D. If other, specify _____

13. Does the region have a long-run human resource development strategy?

- A. Yes
- B. No

14. Do you make use of the Ethiopia civil service college for training your personnel?

- A. Yes
- B. No

14.1 If you say 'yes' can you guess your yearly enrollment quota in the college?

- A. 1- 20
- B. 20- 30
- C. 30- 40
- D. More than 40

14.2 What are problems related with the entrance conditions to the Ethiopia Civil Servant College.

15. Do civil servants get back to your region after completion of their training abroad?
- Yes, they do always
 - Only few come back
 - They don't get back
16. Do you suggest that the training activities undertaken so far are effective?
- Yes, they are effective
 - No they are not
 - Their effectiveness of training is not assessed
17. Which section of civil servants like working and staying in the region? Put a (✓) mark corresponding to your choice(s).
- | | |
|-------------------------|--|
| A. Very qualified | |
| B. Moderately qualified | |
| C. Under qualified | |
18. What do you think is an appropriate measure to retain civil servants in the region? Put a (✓) mark corresponding to your choice(s).
- | | |
|---|--|
| A. Improving remuneration fee | |
| B. Providing training opportunities | |
| C. Providing social service such as housing | |
- D. Specify, if you have any other _____
19. While recruiting civil servants for any training program, which criteria do you use commonly?
- Merit based approach
 - Ethnicity
 - Gender aspect
 - All
 - Specify, if you have any other _____
20. Which of the following criteria is given a heavy weight while recruiting for training?
- Merit approach
 - Ethnicity
 - Gender aspect
 - Specify, if other _____
21. Have you conducted evaluations of the impact of training undertaken so far?
- Yes we have conducted
 - We haven't conducted
 - We have planned to conduct
22. Are civil servants appropriately placed in a proper job place after completion of their training?
- Yes we do always
 - We do sometimes
 - No we don't
23. Do you think that civil servants are utilized appropriately?
- We utilize very nicely
 - We utilize them despite some problems
 - No we don't
24. How do you see the management of civil servants in your region?
- It is excellent
 - It is good
 - It is bad
25. Place cite problems observed during the plan preparation and implementation.
-
26. Do you have conclusive remarks to make about problems of civil servants, and its management and utilization?
-

Thank you

Addis Ababa University School of Graduate studies
Regional and Local Development studies

Questionnaire Type 2

The objective of this questionnaire is to gather information from the Benishngual-Gumuz region's bureau heads, department heads, planning and training service, finance and administration, and personnel officer regarding the region's institutional and administrative capacity development problems, and constraints related to are management and utilization of civil servants. The data will be used write Master's Thesis in Regional and Local Development Studies at the Addis Ababa University. The study aims at identifying the problems of institutional and administrative capacity in the region and tries to indicate ways of improving it.

Instruction: The questionnaire has two parts. The first part is intended to collect personal data while the second part comprises questions in details. Answer all the questions by encircling the letter of your choice. For some questions, fill the blanks when you are requested. Your goodwill, cooperation and genuineness in filling the questionnaire is much appreciated. Don't write your name

Part I

Personal Data of the Respondent

1. Position:
A. Bureau Head
B. Department Head
C. Finance and administration
D. Personnel officer
E. Planning and Training Service
2. Sex:
A. Male
B. Female
3. Age : _____
4. Marital status:
A. Married
B. Single
C. Divorced
D. Widowed
5. Ethnicity:
A. Amahra
B. Oromo
C. Berta
D. Gumiz
E. Shinasha
F. Mao
G. Komo
H. Specify, if other _____
6. Religion:
A. Orthodox
B. Muslim
C. Protestant
D. Catholic
E. Others, specify _____
7. Educational status:
A. B.A degree
B. Diploma
C. Grade 12
D. If other, specify _____
8. Salary: _____
9. How many years have you served as a public employee. _____ ?

Part II

General Questions

1. Do you think that institutions in the region are operating in their full capacity?
A. Yes
B. No
2. Do you think that institution such as bureaus and offices of the region have adequately trained manpower?
A. Yes
B. No
- 2.1 If you say 'No', who undertakes development planning for the region? Put a (✓) mark corresponding to your choice

A. Central government	
B. The region by its own	
C. The region and central government in collaboration	
D. Consultants	

E. Specify, it other _____

3.Does the regional government adopt rules and regulations?

- A Yes, always
- B Yes, but sometimes
- C Not at all

4. Have you ever utilized your annual budget completely since the establishment of the region?

- A We utilize it completely every year
- B We utilize it completely in some years
- C We have never utilized it completely

5 Do you observe improvement in budget utilization?

- A Yes, utilization rate is improving
- B No, utilization rate is decreasing
- C No significant change is observed

6. If you say that the region is not utilize its budget completely, can you mention some of the reasons for budget under utilization?

7. Is corruption evident in the region?

- A. Yes, but it is decreasing
- B. Corruption is worsening
- C. No corruption at all

8. Are the civil servants motivated while doing their jobs?

- A. Yes
- B. No

8.1 If you say 'No' can you cite some of the de-motivating factors?

9. Are you motivated and interested in serving in this region?

- A. Yes
- B. No

9.1 If you say 'Yes', What are your main reasons?

10 Is the remuneration fee of this region different from other regions?

- A. Yes
- B. No

11. Are you paid additional hardship allowances other than your salary?

- A. Yes
- B. No

12. Is the organizational structure of your bureaus conducive and flexible?

- A. Yes
- B. No

13. What do you think is the main problem(s) of civil servants in the region?

A. Management and utilization	
B. Lack of qualification	
C. Lack of incentives	
D. Lack of commitment	

F. Specify, if other _____

14. Is the Management Training Institute functioning in its full capacity?

- A. Yes
- B. No

14.1 If you say 'No', can you give some of the problems of the institution?

15. Has the management institute achieved its objectives?

- A. Yes
- B. No

16. Are training carried out based on realistic needs assessment?

- A. Yes
- B. No

17. Does the region utilize all of the training opportunities appropriately?

- A. Yes
- B. No

17.1 If you say 'No' what do you think are the reasons?

18. Which type of training activity is effective? Put (✓) mark corresponding to your choice.

A. Training conducted at national level	
B. Scholarship	
C. Training within the region	

19. What do you think are problems related with scholarship?

20. Does the scholarship program come before the due time?

- A. Yes always
- B. Yes, but sometimes
- C. No at all

21. Does the region have a long run human resource development strategy?

- A. Yes
- B. No

22. What are the problems related with the entrance condition for the Ethiopia civil service college?

23. Do civil servants get back to the region after completion of their training abroad?

- A. They get back always
- B. They get back sometimes
- C. They remain abroad frequently

24. Do you suggest that the training activities undertaken so far are effective?

- A. Yes
- B. No
- C. The effectiveness is not assessed

25. Which section of civil servants like working and staying in the region? Put a (✓) mark corresponding to your choice(s)

- A. Very qualified ones
- B. Monetarily qualified
- C. Unqualified ones

26. While recruiting civil servants for any training program, which criterion is used commonly?

- A. Merit and efficiency based approach
- B. Ethnicity
- C. Gender aspect
- D. Specify, if other _____

27. Are civil servants appropriately placed in a proper job place after completion of their training?

- A. Always
- B. Sometimes
- C. Not at all

28. Do you think that civil servants are utilized appropriately?

- A. Yes
- B. No

29. How do you see the management of civil servants in the region? By the civil service Bureau?

- A. It is excellent
- B. It is good
- C. It is bad

30. What are the overall problems of civil servants? _____

31. Do you have conclusive remark to make about the management of civil servants?

32. Can you cite problems related to the adoption a implementation of plans? :

Thank you

Addis Ababa University School of Graduate studies
Regional and Local Development studies
Questionnaires Type 3

The objective of the questionnaire is to gather information from the education bureau and school directors regarding the overall education aspects of the region. The data will be used to write Master's Thesis in Regional and Local Development Studies at the Addis Ababa University. The study aims at identifying problems of institutional and administrative constraints in the Benishangul Gumuz region, and tries to indicate ways of improving it.

Institution: The questionnaire has two parts. The first part is intended to collect personal data while the second part comprises multiple choice, Yes-No and filling in the blanks. Answer all the questions by encircling the letter of your choice. For some questions, fill in the blanks when you are requested.

Your goodwill, cooperation and genuineness are much appreciated. Do not write your name.

Part I

Personal Data of the Respondent

1. Position:

- A. Bureau Head
- B. Department Head
- C. Planning officer
- D. Director
- E. Other specify _____

2. Sex: A. Male

B. Female

3. Age: _____

4. Marital Status:

- A. Married
- B. Single
- C. Divorced
- D. Widowed

5. Ethnicity:

- A. Amhara
- B. Oromo
- C. Berta
- D. Gumuz
- E. Shinasha
- F. Moa
- G. Komo
- H. Specify, if other _____

6. Religion:

- A. Orthodox
- B. Muslim
- C. Protestant
- D. Catholic
- E. Specify, if other _____

7. Educational status:

- A. B.A Degree
- B. Diploma

C. Grade 12

D. Specify, other _____

8. Salary: _____

9 How long have you served in the civil service, _____?

Part II

Questions Related with Education inputs and Curriculum

1. Which of the following educational inputs can be regarded as the main problem(s) in the region?

A. Shortage of trained teachers	
B. Shortage of text books	
C. Shortage of chalks and blackboard	
D. Shortage of desks and tables	

E. Specific if other _____

2. Which of the following is the main problem of teachers?

A. Low level of qualification

B. Shortage of number

C. Indecency of remuneration

D. Specify, if other _____

3. Do you face shortage of classroom?

A. Yes

B. No

4. If you agree that there prevails shortage of teachers, at which level is it worse? Put a (✓) mark corresponding to your choice(s)

A. At primary level	
B. At Junior level	
C. At High school level	

5. Do your schools have libraries?

A. Yes

B. No

5.1 If you say 'yes' do the libraries have enough books?

A. Yes

B. No

6. Do you accept that students' text books are of good quality?

A. Yes

B. No

7. Did the regional government conducts needs assessment when the curriculum was designed?

A. Yes

B. No

8. Is the educational curriculum up dated according to the needs of the region?

A. Yes

B. No

9. Do you have vocational schools? (Directors need not answer this).

A. Yes

B. No

Questions Related with school
Environment and Management

	Agree	I don't agree	Uncertain
1. The manner of students have deteriorated?			
2. The manners of teachers have improved			
3. The management of schools has improved			
4. The student's success in matriculation examination has improved. (Elementary and Junior school directors are not requested)			
5. The rate of students' dropout has increased			
6. The promotion rate has improved			
7 Student are motivated in their learning			
8. Teachers are motivated in teaching			
9. The enrollment of students has improved			
10. The enrollment of female students has increased			
11. The number of schools has increased			
12. Adult Education provision has improved			

13. Are students from poor families given incentives to attend their schooling?

A. Yes

B. No

13.1 If you say 'yes', what types of incentives are given? Please, mention

14. What do you think are the main problems of students? _____

15. What do you think are the main problems of teachers?

16. What do you think are problems related with schools?

17. What do you think are problems related with the curriculum?

18. What do you think are problems with education inputs?

19. Does the regional government allocate sufficient budget for the bureau?

A. Yes

B. No

20. Does the regional government give due emphasis for the bureau?

A. Yes

B. No

21. Do you have something to say about the overall problems of the education sector?

Thank You

Addis Ababa University School of Graduate Studies
Regional and local Development studies
Questionnaire Type 4

The Objective of the questionnaire is to gather information from the civil servants regarding the overall aspects of human resource capacity, development management and its utilization. The data will be used to write Master's Thesis in Regional and Local Development Studies at the Addis Ababa University. The study aims at identifying problems of institutional and administrative constraints in the region and tries to indicate ways of improving it

Instruction: The Questionnaire has two parts. The first part is intended to collect personal data while the second part comprises details of the questionnaire. Answer all the questions by encircling the letter to your choice. For some questions, fill the blanks when you are requested. Your good will, cooperation and genuineness are much appreciated. You don't need to write your name.

Part I

Personal Data of the Respondent

1. Position:
 - A. Team Leader
 - B. Expert
 - C. Other, specify _____
2. Sex:
 - A. Male
 - B. Female
3. Age: _____
4. Marital status:
 - A. Married
 - B. Single
 - C. Divorced
 - D. Widowed
5. Ethnicity
 - A. Amhara
 - B. Oromo
 - C. Berta
 - D. Gumuz
 - E. Shinasha
 - F. Mao
 - G. Komo
 - H. Specify, if other _____
6. Religion:
 - A. Orthodox
 - B. Muslim
 - C. Protestant
 - D. Catholic
 - E. Specify, if other _____
7. Educational status:
 - A. B A degree
 - B. Diploma
 - C. Grade 12
 - D. Specify, if other _____
8. Salary: _____

9. For how long have you served as a public servant ? _____
10. Which of the following is true about you?
- A. You are indigenous
- B. You are not indigenous but came to the region for job

Part II

General Questions

1. Are you motivated and interested in working in this region?
- A. Yes
- B. No
- 1.1 If you say 'No', can you give some of the de-motivating factors?
- _____
- _____
2. Are you satisfied with the remuneration fee you are paid?
- A. I am satisfied
- B. I am not satisfied
3. Are you paid additional hardship allowances other than your monthly salary?
- A. Yes
- B. No
4. Is the salary you are paid sufficient to earn a modest life in this region?
- A. Yes
- B. No
- 4.1 If you say 'No', what are the main reasons?
- _____
- _____
5. Is the organizational structure of your bureau conducive and flexible?
- A. Yes
- B. No
6. What do you think is/are the main problem(s) of civil servants in the region? Put a (✓) mark corresponding to your choice(s)
- | | |
|--------------------------|--|
| A. Management | |
| B. Lack of Commitment | |
| C. Lack of Incentives | |
| D. Lack of qualification | |
- F. Specify, if other _____
7. Do you think that training provided to civil servants by the management institute of the region are relevant?
- A. Yes, they are
- B. No, they are not
- 7.1 If you say 'No', what are your reasons and justifications?
- _____
- _____
8. Are training carried out based on realistic needs assessment?
- A. Yes
- B. No
9. Does the region (bureau) utilize all the training opportunities?
- A. Yes
- B. No
10. What type of training activity is effective?
- A. Training conducted at national level
- B. Scholarship

C. Training with in the region

11. What do you think are problems related with scholarship?

12. Does the scholarship program come before the due time?

- A. Yes always
- B. Yes, but sometimes
- C. No at all

13. What are problems related with the entrance condition for the Ethiopia Civil Service College? _____

14. Do civil servants get back to the region after completion of their training abroad?

- A. They get back always
- B. They get back sometimes
- C. They remain abroad frequently

15. Do you suggest that the training activities undertaken so far are effective?

- A. Yes
- B. No

16. Which section of civil servants like working and staying in the region? Put a (✓) mark corresponding to your choice(s)

A. Very qualified ones	
B. Modality qualified	
C. Unqualified	

17. Does your bureau face shortage of qualified personnel?

- A. Yes
- B. No

18. While recruiting is undertaken for training, which criterion is used commonly?

A. Merit and efficiency based approach	
B. Ethnicity	
C. Gender aspect	

D. Specify, if other _____

19. Are civil servants placed in a proper job place when they get back from training?

- A. Yes
- B. No

20. Do you think that the region utilizes civil servants appropriately?

- A. Yes
- B. No

21. How do you see the management of civil servants by the civil service Bureau of the Region ?

- a. It is good
- b. It is bad

22. What are the main problems of civil servants?

23. What are the overall problems of training activity?

24. What are the main problems of the Management Training Institute?

25. Do you like the region?

- A. Yes
- B. No

26. What are problems with internal promotion system of the bureau?

27. While employing or recruiting civil servants, do you observe favoritism in the region?

- A. Yes
- B. No

28. Do you think that the regional government strives to retain its civil servants?

- A. Yes
- B. No

29. What is the tendency of most civil servants to serve in the region?

- A. Most civil servants desire to leave it.
- B. Some civil servants desire to leave it.
- C. All want to serve in the region
- D. All don't want to serve in the region

30. Please cite problems related with the adoption of implementation of plans?

31. Do you have conclusive remarks to make about the overall

Problems of, civil servant, utilization and management problems?

Thank you

Addis Ababa School of Graduate Studies

Regional and Local Development Studies

Questionnaire Type 5

The objective of the questionnaire is to gather information from the Management Institute's administrators and teachers regarding the overall activity of the institute and problems related to it. The study aims at identifying problems of human resource development and tries to indicate ways of improving it.

Instruction:- The questionnaire has two parts. The first part is intended to collect personal data while the second part comprises details of the questionnaire. Answer all the questions by encircling the letter of your choice. For some questions, fill the blanks when you are requested. Your goodwill, cooperation and genuineness is much appreciated. Don't write your name.

Part I

Personal Data of the Respondent

1. Position: A. Manager
B. Administration and finance
C. Personnel officer
D. Teacher
2. Sex: A. Male
B. Female
3. Age: _____
4. Marital Status: A. Married
B. Single
C. Divorced
D. Widowed
5. Ethnicity: A. Amhara
B. Oromo
C. Berta
D. Gumuz
E. Shinasha
F. Mao
G. Komo
H. Specify, if other: _____
6. Religion: A. Orthodox
B. Muslim
C. Protestant
D. Catholic
E. Specify, if other: _____
7. Educational Status: A. B A Degree
B. Diploma
C. Grade 12
D. Specify, if other: _____
8. Salary: _____
9. For how long have you served as a civil servant? _____

Part II
General Questions

1. When was the Management Institute established?

2. Does the institute have conducive organizational structure?
 - A. Yes
 - B. No
3. Does the Institute have adequate staff members for achieving its objectives?
 - A. Yes
 - B. No
4. Does the institute have rules and regulations to run its activities?
 - A. Yes
 - B. No
5. Does the institute get sufficient support from the regional government?
 - A. Yes
 - B. No
6. Does the institute have adequate financial sources for running its activities?
 - A. Yes
 - B. No
7. Which of the following is the main source of your budget?
 - A. Government
 - B. Aid and Loan
 - C. Self
8. Does the institute have adequate teachers?
 - A. Yes
 - B. No
9. Does the institute have a well-designed curriculum?
 - A. Yes
 - B. No
10. Are training imparted based on realistic needs assessment?
 - A. Yes
 - B. No
11. When you conduct training, are the trainees motivated?
 - A. Yes
 - B. No
 - 11.1 If you say 'yes', or 'No', Please give your reasons? _____
12. Do you believe that trainees are recruited properly before they join the institute?
 - A. Yes
 - B. No
13. Which of the following factors dominate while recruiting for training?
 - A. Efficiency approach
 - B. Ethnicity
 - C. Political decision
14. Do you believe that the composition of trainees is suitable for your training?
 - A. Yes
 - B. No

Why _____

15. Which of the following training methods do you use very often?

- A. On the job training method
- B. Simulation method
- C. Knowledge based method
- D. Experimental method

16. Do you believe that the methods you have used are the most efficient?

- A. Yes
- B. No

17. Do you believe that the Management Institute is capable of achieving its goals currently?

- A. Yes
- B. No

18. What do you think are the main problem of recruitment for training?

19. What do you think are the main problems of the trainees?

20. What do you think are the main problems of teachers?

21. Do you conduct training evaluation? _____

21. If you say 'yes' at which stage of training do you conduct evaluation?

- A. At the middle of training
- B. At the end of training

22. Is the training impact assessment conducted in the region?

- A. Yes
- B. No

23. Do you believe that the training materials you use are appropriate?

- A. Yes
- B. No

24. When you conduct training evaluation, did you find your trainees satisfied?

- A. Yes, they are satisfied
- B. No they are not

25. Do you have a long run human resource development strategy?

- A. Yes
- B. No

26. What do you think are the main problems of the institute?

27. Do you have something to say about the measures that should be taken to resolve the problems of the management Institute? _____

Thank You

DECLARATION

I declare that this thesis is my original work and has not been presented for a degree in any university and all the sources of materials used for the thesis are duly acknowledged.

Name: Mulualem Bessie

Signature: 

Date: 2 July, 2001

Place: Addis Ababa University

This thesis has been submitted for examination with my approval as a university advisor.

Meheret Ayenew (Ph.D.)

