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Amhara Region: Assessment of the Practices, Potentials, Readiness, and Challenges

Tsehay, Ermiyas

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BAHIR DAR UNIVERSITY
COLLEGE OF EDUCATION AND BEHAVIORAL SCIENCE
ADULT EDUCATION AND COMMUNITY
DEVELOPMENT DEPARTMENT

CIVIL SERVANTS' WORKPLACE LEARNING IN
AMHARA REGION: ASSESSMENT OF THE
PRACTICES, POTENTIALS, READINESS,
AND CHALLENGES

BY:

ERMIYAS TSEHAY BIRHANU

AUGUST, 2020

BAHIR DAR

BAHIR DAR UNIVERSITY
COLLEGE OF EDUCATION AND BEHAVIORAL SCIENCE
ADULT EDUCATION AND COMMUNITY
DEVELOPMENT DEPARTMENT

**Civil Servants' Workplace Learning in Amhara
Region: Assessment of the Practices, Potentials,
Readiness, and Challenges**

**A Thesis Submitted In Partial Fulfillment of the Requirements for the Degree of
Masters of Arts in Adult Education and Community Development**

By

Ermiyas Tsehay Birhanu

Advisor: Turuwark Zalalam (Assistant Professor)

August, 2020

Bahir Dar

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Declaration

This is to certify that the thesis entitled “*Civil Servants’ Workplace Learning in Amhara Region: Assessment of the Practices, Potentials, Readiness, and Challenges*” submitted in partial fulfillment of the requirements for the degree of Masters of Arts in Adult Education and Community Development Department of Bahir Dar University, is a record of original work carried out by me and has never been submitted to this or any other institution to get any other degree or certificates. The assistance and help I received during this investigation have been duly acknowledged.

Ermiyas Tsehay Birhanu

Name of the candidate

signature and date

Bahir Dar University

College of Education and Behavioral Science

Department of Adult Education and Community Development

Approval of Thesis for Defense

I hereby certify that I have supervised, read, and evaluated this thesis titled “*Civil Servants’ Workplace Learning in Amhara Region: Assessment of the Practices, Potentials, Readiness, and Challenges*” by *Ermiyas Tsehay Birhanu* prepared under my guidance. I recommend the thesis be submitted for an oral defense.

Turuwark Zalalam (Assistant Professor)

Advisor’s name

Signature

Date

Bahir Dar University

College of Education and Behavioral Science

Department of Adult Education and Community Development

Approval of Thesis Defense Result

We hereby certify that we have examined this thesis entitled “*Civil Servants’ Workplace Learning in Amhara Region: Assessment of the Practices, Potentials, Readiness, and Challenges*” by *Ermiyas Tsehay Birhanu*. We hereby certify that the thesis is accepted for fulfilling the requirements for the award of the degree of *Master of Arts in Adult Education and Community Development*.

Board of Examiners

Alemayehu Bishaw Tamiru (Professor)

(External examiner’s name)

Signature

Date

Abiy Menkir Gizaw (Assistance Professor)

(Internal examiner’s name)

Signature

Date

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ABSTRACT

The workplace is becoming a site of learning for employees; aiming to equip employees with the skills and knowledge demanded by the workplace. Prior studies revealed that training and development efforts in the Ethiopian public sector were mainly ineffective; having a top-down nature by forgetting the informal learning. This research had the objective to assess civil servants' Workplace Learning (WPL) practice, the learning potential of regional bureaus' workplace, SDLR of civil servants', and challenges facing civil servants to engage in WPL. To achieve these objectives the researcher used a mixed research approach by collecting data through questionnaires, interviews, and document analysis. The quantitative data were analyzed using descriptive statistics and inferential statistics. The qualitative data were analyzed by narration and presented thematically. The finding includes: (1) 98% of sampled civil servants in ANRS bureaus reported that they are engaged in WPL and the most frequently used learning methods are reading books and manuals, searching the internet, asking colleagues, and participating in different pieces of training. (2) Regional Bureaus' work environments have above average score of the Learning Potential of the Workplace and there is no statistically significant difference among 10 regional bureaus in the learning potential of the workplace. (3) The sampled civil servants in regional bureaus have above average Self-directed Learning Readiness (SDLR); the average SDLR score of civil servants working in the Agriculture Bureau is lower than their counterparts working in the other five bureaus. However, there was no statistically significant difference in the average SDLR score of civil servants because of their sex, age, salary level, work experience, and level of education. (4) Challenges facing civil servants to engage in WPL include personal factors (lack of interest to learn as a result of the difference in the perceived importance of WPL, lack of cooperation among colleagues, and lack of time) and workplace-related factors (i.e. lack of effective monitoring, supervisors' inefficiency to facilitate learning, and the presence of restrictive working culture). Based on the findings, some recommendations are forwarded.

Key Word: Amhara Regional State, Ethiopia, civil servants, learning environment, Learning Potential, Self-directed learning readiness, Workplace Learning, Practice, Challenges

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LIST OF ACRONYMS AND ABBREVIATIONS

AECD:	Adult Education and Community Development
ANRS CSC:	Amhara National Regional State Civil Service Commission
ANRS:	Amhara National Regional State
ANTA:	Australian National Training Authority
AU:	African Union
BDU:	Bahir Dar University
BPR:	Business Process Reengineering
BSC:	Balanced Score Card
CIPD:	Chartered Institute of Personnel and Development
COVID_19:	Corona Virus Disease 2019
CPD:	Continues Professional Development
CSC:	Civil Service Commission
EPRDF:	Ethiopian People Revolutionary Democratic Front
ETF:	European Training Foundation
FDRE:	Federal Democratic Republic of Ethiopia
HRD:	Human Resource Development
ILO:	International Labor Organization
JEG:	Job Evaluation and grading
LPW:	Learning Potential of the workplace
MoE:	Ministry of Education
MoPSHRD:	Ministry of Public Service and Human Resource Development

OECD:	Organization for Economic Cooperation and Development
PwC:	PricewaterhouseCoopers
SDL:	Self-directed Learning
SDLRS:	Self-directed Learning Readiness Score
SPSS:	Statistical Package for Social Science
UN:	United Nation
UNESCO:	United Nations' Education and Culture Organization
WEF:	World Economic Forum
WPL:	Workplace Learning

CHAPTER ONE

1. INTRODUCTION

1.1. Background of the Study

The skills and knowledge demanded by workplaces are ever-changing and becoming more complex in any type of job globally (Scott, 2015; UNESCO, 2015). The important skill that we have today becomes invalid tomorrow. Guglielmino and Roberts (1992) stated that “obsolescence is the enemy: today’s experts can rapidly become tomorrow’s uninformed” (p.1). According to the ILO and OECD (2018), the world of work is undergoing rapid and deep changes brought about by technological development, demographics, globalization, and climate change. Similarly, the World Economic Forum (WEF, 2017) reported that the way we work, the skills we need to thrive in our jobs, and the trajectories of our careers are rapidly evolving. Moreover, the competition between organizations and increasing demand of people for better products and services are making the labor market competitive and skill intensive.

The ability to transform rapidly and continuously has become the key to survival in a world of increasing volatility, uncertainty, complexity, and ambiguity (Cross, 2012). Public service providing organizations (the public sectors) are also under the pressure of the ever-changing work environment and accelerating demand of the public. Governments with well-performing public sectors are capable of translating good policies into development outcomes (World Bank Group, 2018).

However, the Ethiopian civil service is characterized by its ineffectiveness to deliver quality service to the public and translate policies into practice (Tadesse, 2019). Ethiopia is one of the largest landlocked countries in the horn of Africa, having a long history of independence. Ethiopia is the founding member of League of Nation, United nation (UN), and African Union (AU). Currently, the country has a federal state structure, with ten¹ regional states. The regional states are organized with legislative, executive, and judicial branches similar to that of the federal government. Amhara National Regional State (ANRS) is among the ten regional states in Ethiopia, which is found in the North-Western direction of the country.

¹ Including the newly born regional state “Sidama National Regional State”

Bahir Dar is the capital city of ANRS, which is 563 km from Addis Ababa, the capital of Ethiopia and the African Union (AU).

In Ethiopia, the public services sectors are facing different challenges at each administration level. Cognizant of the problems, the Ethiopian public sector has gone through a series of reform processes (i.e. BPR, BSC, and JEG) to enhance the capacity of public institutions in Ethiopia and to create an ideal environment for investment and economic growth (Mengesha & Common, 2007). Reform efforts including BPR, BSC, and Kaizen; stayed far from meeting their targets of improving the operational effectiveness and efficiency of the public sector to the desired level (Akdere & Conceicao, 2006; K. T. Alemu, 2015; M. T. Alemu, 2016; Amare, 2014; Amhara National Regional State [ANRS CSC], 2018, 2019b; Asseres, 2017; Mengesha & Common, 2007; Tadesse, 2019).

ANRS CSC (2018) stated that the reform efforts have faced challenges in the process of creating a "change army²". The challenges include (1) attitudinal problem of leaders, management councils, model (star) experts, and civil servants; (2) knowledge and skill gaps of managers, experts, development group leaders, and all civil servants (ANRS CSC, 2019b).

The global experience shows it is possible to overcome problems related to skill, knowledge, and attitude and it is also possible to run with changes in the workplace; by using Workplace Learning (WPL) as a means to equip employees with the necessary skill, values, and knowledge to be responsive to the changes in the workplace. Watkins (1995) traced the history of WPL to the beginning of the industrial revolution. However, this time is not the starting point of WPL rather it is the time when the term WPL is being used. WPL practices were there when ever there were human being was working and learning. Nowadays, WPL is becoming an integral part of Human Resource Development (HRD) which encompasses all forms of learning (informal, non-formal, and formal) which takes place at the place of work. It is a learning paradigm of HRD rooted in adult education and social capital theory (Kim et al., 2010). Unlike the *performance paradigm*³ of HRD, the *learning paradigm* view learning as a process of participation in a community of practices and context-dependent (Kim et al.,

² *Change army is a workforce that is ready to bring development, democracy, and good governance by bringing a relatively similar level of attitude, skill, work efficiency, and ethics among leaders and civil servants in public sector organizations*

³ *Performance paradigm of HRD rooted from Human Capital Theory, which view learning as a product and free from context,*

2010). WPL is different from organizational learning in its origin and focus; the former originated from adult education and focuses on the individual learner and the later originated from management studies and focuses on institution or system learning (Elkjaer & Wahlgren, 2005).

Moreover, WPL is more important for civil servants' human capital development than formal training given at educational institutions, off the job (Grip, 2015). It is the acquisition of skills through learning by doing as well as by watching other workers, taking instructions, and receiving supervision or feedback from supervisors or co-workers (Grip, 2015). WPL can also be understood as the observation, information gathering, education, and training that occur within the work environment (Ontario Developmental Service [ODS], 2017).

Some scholars and institutions like OECD use the term WPL and Work-Based Learning (WBL) interchangeably. However, there is a difference between the two terms. According to European Training Foundation (ETF, 2013) unlike WBL, which have a primary objective of learning led by educational institutions focused on learning by performing the actual work, the primary objective of WPL is job accomplishment led by the individual learner and the organization focused on learning at the venue of work, whatever the content of learning. Moreover, participants in WPL are employees, and participants in work-based learning are interns or formal education students.

In general, WPL has four major characteristics. First, it occurs within specific organizational contexts; second, it incorporates within its boundaries the issues of individual and organizational learning; third, it highlights the complex and context-specific nature of learning; and fourth, the meaning of learning incorporates the acquisition of skill and cognitive development (Streumer & Kho, 2006).

Preliminary studies revealed that the Ethiopian public service training and development programs were ineffective in assessing training needs, and setting performance objectives (Amare, 2014). It implies the public sector in the country lags in using WPL as a means for equipping civil servants with necessary skills, knowledge, and values for effective job accomplishment. Such ineffective training and development program creates a civil service that is characterized by time-consuming, costly, incompetent, non-responsive, and non-dynamic (Tadesse, 2019). Similarly, the civil servants in ANRS are characterized with poor salary structure, weak working culture, and a weak sense of serving the public, weak reward system, administrative inefficiency, and favoritism, the politicization of the civil service, high

rate of turnover, role ambiguity, attitude problem, and prevalence of corruption (Megbaru & Narayana, 2015).

Besides this argument, government reports are revealing that there is continuous improvement in civil service institutions' service delivery. The government argues that the discrepancy has happened because of the increasing public demand (FDRE Plan Commission [GTP II], 2016). However, such reports also acknowledge the presence of a gap between the expected service delivery and the actual performance of the public sector.

There were consecutive training and development programs including on-the-job and off-the-job training to enhance the capacity of civil servants in the public sector (Fida, 2016; Yilma, 2018). However, the training, performance appraisal practices, career development efforts, civil service change army, employee welfare, and reward system were poorly effective in Ethiopian civil service (Ahmed & VenkataRam, 2018). Similarly, ANRS CSC (2019b) reported that long term training opportunities for civil servants are not as effective as expected by the government in improving the performance of the civil service. These shows training programs did not bring expected change for public service delivery. It indicates there is a problem in addressing the skill and knowledge gap of civil servants.

To give individualized and result-oriented learning opportunity for civil servants, WPL will be vital than formal educational programs in educational institutions. "... whatever the occupation_ surgeons, engineers, lawyers, chefs, and hairdressers_ . . . the best way to develop expertise is learning through practice in the workplace" (Felstead & Unwin, 2017, p. 6). Similarly, Karge et al. (2011) stated that adults learn best when participating in relevant experience and utilization of practical information. Therefore, to enhance the capacity of civil servants to expertise level on the job WPL is vital than that of formal education programs.

Designing and implementing a responsive WPL program that can address the personal gap of each civil servant in the public sector is not a simple task. It requires at least knowledge of four important issues. The first important thing is understanding the extent to which WPL is being practiced in the organization and the extent to which civil servants are engaged in WPL. It helps to understand the baseline and the starting point of the WPL program. Understanding the actual status of WPL helps to identify gaps to be filled and strengths to be scaled up. Moreover, it helps to identify preferred learning methods to be implemented in the target area.

The second is knowledge of the Learning Potential of the Workplace (LPW) and the supportiveness of the work environment to learn. The LPW is the power of the work setting to integrate learning at work, with the result of behavioral changes and the generation of new knowledge (Nijhof & Nieuwenhuis, 2008). Nijhof and Nieuwenhuis stated that the workplace with a high potential of learning offers accessible information opportunities to learn and real support by peers and managers. Understanding the LPW will help; (1) to decide on the necessary resource and support required for the will be planned WPL, (2) to decide on the roles of the supervisors and the relation among civil servants, and (3) to identify organizations with the highest learning potential to place interns for a higher education institution. Moreover, WPL environments can be classified as expansive and restrictive (Hodkinson & Hodkinson, 2005). An organization characterized as expansive will create a stronger and richer learning environment than the restrictive end of the continuum (Fuller & Unwin, 2003). Knowing the workplace environment is also vital to decide on the approaches of learning used for the will be planned WPL. An expansive learning environment is appropriate for team learning and a restrictive environment is better for individualistic learning.

The third important issue to be clear before planning any WPL program is civil servants' self-directed learning readiness. SDLR can be explained as an activity for which the learner takes the initiative and responsibility for the learning process and plays a significant role in developing and maintaining individual learning in support of the learning organization (S. Park, 2008). Civil servants with a high level of SDLR needs little support and more freedom compared with their counterparts. Therefore, it is important to know the civil servants' SDLR to decide the level of support civil servants need while learning at the workplace. The fourth important issue is knowledge of challenges that face civil servants to engage in WPL. It helps to design an appropriate coping mechanism to make the planned WPL effective.

HRD efforts in the Ethiopian public sector have a top-down nature with little effort for need assessment and individualized instruction (Ahmed & VenkataRam, 2018). Addressing the skill and knowledge gap of civil servants and helping them to go with the changes in the workplace requires personalized intervention. Moreover, learning should be on the side of the learner, and they should take part in need assessment and program planning of training (Rogers & Horrocks, 2010). Involving all civil servants in training or educational program planning is unthinkable and costly for formal and long term learning programs; however, it is possible to make each civil servant planner and examiner for his/her learning in the

workplace through informal and non-formal WPL programs to engage them in lifelong learning throughout their career.

The purpose of this study is, therefore, to assess the current practice of WPL, the LPW, civil servants' self-directedness to learn and challenges they face to engage in WPL in ANRS bureaus by collecting both primary and secondary data. Moreover, it is planned to assess the supportiveness of the work environment to learn at the workplace and the presence of difference in (1) the LPW across different regional bureaus, and (2) SDLR of civil servants based on their working organization, sex, age range, work experience, salary range, and level of education.

1.2. Statement of the Problem

Researches were conducted concerning Ethiopian civil service reforms and the characteristics of civil servants in the country. Markos (2013) found a lack of accountability and transparency on the part of implementing institutions, inadequate material, and moral incentive to employees thus crippling the capacity to manage the implementation process, and participation from the side of different stakeholders as major challenges of Ethiopian civil service reform efforts. Similarly, Beyene (2015) studied leadership role for civil service reform found that the leadership support and commitment were militated by poor planning, endless campaign fieldwork which contributed plans to remain on the shelf, the way the leaders support and committed was not impressive and in some cases, it was insignificant and full of middling.

Moreover, Amare (2014) in his thesis concerning HRD practices and challenges in Tigray region public sector, found that the sector bureaus were not in a position to conduct personal analysis and confronted with the variety of challenges in the practice of HRD. Similarly, Yilma, (2018) studied Ethiopian Investment Commission HRD practice and challenges, and he found that training and development programs were ineffective in assessing training needs, setting performance objective, in searching aids for internal and external training and development, planning training strategies and preparing training schedules and modules as well as assessing training and development efforts.

As far as the reading of the researcher no research has addressed the current WPL status, the learning potential of the workplaces, and the nature of the workplace environment (expansive or restrictive) in Ethiopian civil service in general and ANRS civil service in particular.

Studies conducted on Ethiopian civil service focused on formal learning opportunities and some non-formal and off the job training, under the umbrella of HRD by neglecting the informal learning that covers from 80% to 90% of learning which exists at the workplace (Harp, 2012). Moreover, studies were based on the performance paradigm of HRD viewing learning as a product, while studying HRD. Researchers' backgrounds were from the discipline of management and they view learning from the human capital development perspective, viewing learning as a product and context-free; by neglecting the influence of context and social capital in the process of learning at the workplace. Moreover, they didn't state the current WPL practice of Amhara regional state and challenges facing civil servants to learn at the workplace. The learning potential of public sector workplace and civil servants SDLR is an untouched research area in the Ethiopian public sector.

Researchers who conduct research concerning SDLR and factors affecting it did not agree on factors affecting SDLR of employees yet. For Example, Raemdonck et al.'s (2012) study indicated that the nature of the task performed in a job is most likely to affect the development of meta-cognitive skills and exposure to self-directed learning. Other researchers found sex as a determinant factor for SDLR. For example, Örs (2018); and Tekko and Demirel (2018) found that female students have a higher SDLR score than male students. However, Torabi et al. (2013) have found that there is no difference in SDLR among pre-primary school teachers as a result of gender.

Concerning the impact of age difference in SDLR Jones, (1993) founded that older university students (adults) score higher SDLR than youngers do. Similarly, Raemdonck et al. (2012) stated that middle-age employees are more self-directed than the oldest and youngest employees; in which the youngest employees lack experience and olds employees have no motivating carrier development. However, Torabi et al. (2013) found that there is no significant difference in self-directed learning between teachers in terms of their age.

Concerning the impact of salary level on SDLR of employees Tekko and Demirel (2018) found that there is no significant difference existed between self-directed learning skills by the level of income. Concerning the difference in SDLR as a result of work experience, Raemdonck et al. (2012) state that employees with a higher level of work experience have higher SDLR scores than employees with no or little work experience. However, (Torabi et al., 2013) found that there is no statistically significant difference in SDLR across teachers with different work experiences.

Therefore, the researcher becomes interested to conduct this research for three major reasons. The first is to shed light on the learning paradigm of WPL in Ethiopian civil service and to make research areas of adult educators for the future. The second is to assess the extent to which WPL is practiced, learning potential of the workplace, learning environment of the workplace in ANRS bureaus and to provide input for policies regarding WPL in the public sector. The third reason is to contribute to the ongoing debate by scholars mentioned above regarding the effects of the different demographic factors on SDLR of civil servants.

Unlike the above-mentioned researches, this research endeavored to fill the knowledge gap in current literature about; the extent of civil servants' WPL practice in Amhara Region, the learning potential of the workplace, nature of the WPL environment, civil servants' SDLR, and demographic factors that affect SDLR of civil servants. Moreover, it was a new beginning for studies about Ethiopian civil servants HRD, by looking learning as a process, focusing on the learner rather than the organization and the trainers.

1.3. Objectives of the Study

This study was conducted having a desire to achieve the following general and specific objectives after the accomplishment of the research.

2.1.1. General objectives of the study

The overall objective of this study was to assess civil servants' WPL, in ANRS regional bureaus; including the WPL practice and the extents of civil servants engagement in WPL, the learning potential of the regional bureaus' workplace, SDLR of civil servants' and challenges facing civil servants to engage in WPL in ANRS bureaus.

2.1.2. Specific Objectives of the Study

The research was planned to achieve the following specific objectives.

- ✓ To assess the extent to which WPL is practiced and engagement of civil servants' in WPL.
- ✓ To identify the most commonly used learning methods to learn at the workplace.
- ✓ To measure the learning potential of the regional bureaus' workplace environment.
- ✓ To assess the supportiveness of the regional bureaus' work environment to learn at the workplace.

- ✓ To identify restrictiveness and/or expansiveness of the WPL environments across regional bureaus.
- ✓ To measure civil servants' self-directed learning readiness level.
- ✓ To check the discrepancy in SDLR among civil servants as a result of working organization, sex, age category, work experience, salary level, and level of education.
- ✓ To identify the challenges facing civil servants to engage in WPL.

1.4. Basic Questions of the Study

This research tried to answer the following basic questions.

1. To what extent WPL is practiced in Amhara National Regional State bureaus?
 - ✓ To what extent civil servants are engaged in workplace learning?
 - ✓ What are the commonly used learning methods used by civil servants to learn at the workplace?
2. How is the learning potential of the workplace in Amhara Regional State Bureaus?
 - ✓ Is there any difference in learning potential across different regional bureaus?
 - ✓ How supportive is the work environment to learn in the workplace?
 - ✓ Is the work environment of regional bureaus restrictive or expansive to learn at the workplace?
3. To what extent civil servants are self-directed to learn at the workplace?
 - ✓ Are there any differences in self-directed learning readiness of civil servants across: (a) regional bureaus, (b) sex, (c) age, (d) salary level, (e) work experience, and (f) level of education?
4. What are the challenges of civil servants' to engage in workplace learning?
 - ✓ What are the challenges related to civil servants?
 - ✓ What are the challenges related to the workplace?

1.5. Significance of the Study

This research will have numerous significances. First of all, it can serve as a baseline for further study of WPL in public service organizations by providing quantitative data about the LPW and civil servants' SDLR. Moreover, it introduces a new HRD dimension (i.e. learning dimension) for the Ethiopian public service sector by viewing learning from civil servants' perspective with the lens of adult education theories.

Secondly, it can serve as an input for decision making; for decisions related to civil service capacity building, empowerment, and WPL practices of public service organizations. The findings of the study can show direction for HRD officers about the type of HRD practice to be used and the way of practicing it. Furthermore, it can serve as an alarming bell for passive learner civil servants to engage in WPL by showing their current WPL practice and LPW they are working in. It also helps to know regional bureaus with an expansive work environment that creates a better learning opportunity for civil servants and intern it helps to select a model regional bureau to scale up its achievements thorough out the region.

Thirdly, it can help high-level managers to know the civil servants' level of self-directedness, to decide about the type of support they should give for their subordinates. Highly self-directed civil servants need freedom and little support, whereas civil servants with a low level of self-directedness need high-level support from managers and the nearest supervision.

Fourthly, the research identifies the potential challenges of civil servants to engage in WPL and show direction for managers and supervisors on how to overcome WPL challenges. Moreover, this research can help higher education institutions for the selection of public service providing organizations to place intern students in bureaus with the highest learning potential and expansive learning environment.

1.6. Scope of the Study

To make the study manageable in terms of time, money, and human resource, the study was delimited to a specific geographical area and /or specific administration level, and specific concept. Geographically the research was delimited to 10 bureaus of ANRS; namely; Education Bureau, Health Bureau, Supreme Court, Road and Transport Bureau, Urban development, Housing, and construction Bureau, Trade and Market development Bureau, Technical Vocational Enterprises development Bureau, Revenue Bureau, Agriculture Bureau, and Water, Irrigation and Energy Resource Development Bureau. The geographic scope of the study is delimited with the level of administration also.

Public service organizations in the zonal level and below found at Bahir Dar city was not part of the research. Regional bureaus are expected to have a more favorable work environment for WPL, more experienced, and professional civil servants compared to zonal departments and district level offices. Therefore, as the first research attempt on WPL of the civil servants' in the region, it will be better to have a more professional research population with a more favorable work environment for WPL. Conceptually, the study was delimited to (1)

assessing the extent to which WPL is being practiced, (2) measuring the LPW and assessing the learning environment of the workplace, (3) measuring civil servants' self-directedness to learn, and (4) identifying the challenges facing civil servants to engage in WPL in the study area.

1.7. Operational Definitions

- ☞ **Bureau:** It is the highest-level public service providing organizational structure in Amhara National Regional State.
- ☞ **Civil Servants or Public Service Employee:** Public sector employees or government employees who are the non-military employee
- ☞ **Engagement:** involvement of people in an activity with or without pressure from others
- ☞ **Human Resource Development (HRD):** The overall education and training program aiming to equip the workforce with the necessary skills, knowledge, and values to accomplish the expected job.
- ☞ **Practices:** activities accomplished to achieve a certain objective
- ☞ **Public service or civil service:** A service delivered by the state to the public free of payment in return for tax paid by the public. The researcher uses civil service and public service interchangeably for this study.
- ☞ **Public service organization:** Governmental organizations organized to deliver service for the public free of payment.
- ☞ **Work-Based Learning (WBL):** a learning activity directed towards the acquisition of knowledge, skill, and values that are related to the job.
- ☞ **Workplace learning (WPL):** a subset of HRD encompassing any learning activity (formal, non-formal, informal) take place at the place of work that may or may not related to the job.
- ☞ **WPL practices:** learning activities accomplished to bring learning civil servants at the workplace

CHAPTER TWO

2. REVIEW OF LITERATURE

2.2. Introduction

The review conducted by using a thematic review of literature; to understand the themes by looking across different literature. The researchers used the seventh edition APA manual as a guide to cite sources. To make the citation easier the researcher used the “Mendeley Desktop” application (version 1.19.4) to cite sources and prepare a list of references in the review process.

2.3. The Definition of Important Terms

As a social science discipline, the conceptions of a researcher about basic terms have a great impact on his/her study. Therefore, it is important to be clear and make clear to the reader about terms like learning and education, WPL and work-based learning, and WPL before proceeding to the major review.

2.3.1. Learning and Education

There is no single agreed-upon definition of learning across different learning theorists, experts, and educators in the field. Professionals view learning from different perspectives. Ertmer and Newby (2013) compare the view of three major learning theories about learning. Finally, they summarize the definition of learning as (1) a relatively permanent change in behavior as a result of experience (Behaviorism); (2) A process of acquiring or gaining new knowledge (Cognitive theory of learning); (3) The process of constructing knowledge with the active interaction of the learner with the environment (constructivism) (Ertmer & Newby, 2013).

On the other hand, the humanistic approach to learning believes that human beings have potential/ innate goodness. It emphasizes an individual’s personal growth and self-direction in learning (Ornstein & Hunkins, 2018). Based on this approach to learning adult education theorists believe that learning is on the side of the learner, in which s/he involved in the activity voluntarily. Concerning this argument, Rogers, and Horrocks (2010) stated that:

Learning is embedded in living. It is closely related to the way in which individuals develop in relation to their life world. We simply cannot avoid learning. And since the experience of living is continuous, so too learning is continuous. It occurs throughout life, from start to finish. Virtually everything we do, our attitudes and practices, have all been learned and are constantly being relearned....Learning is also active. It is

not simply the passive receiving of knowledge and skills... Learning is a positive action on the part of the learner, calling in most cases for an act of the will... Thus, learning is normally voluntary – we do it ourselves (p. 131).

In this argument, we can understand that learning is not restricted to educational organizations, rather there is learning wherever there is a learner; it can be at home, at public festivals, in religious institutions, at the workplace, or it can be in difficult situations like accidents. Learning is something that humans do continuously and across our lives; which is directed by our individual needs and intentionality, which are mediated by our capacities and interests and shaped by imperatives and contributions that are external to us (Billett, 2010).

Therefore, the concept of learning is different from education in which learning is the gain on the side of the learner, and education is what the educator provides. Education is the provision of learning opportunities or learning experiences for the learner (Rogers, 2014); whereas learning is an unavoidable continuous voluntary action of a learner embedded in life developed through the experience of living. Similarly, Jarvis (2004) stated that education is an institutionalized learning process and, it is how societies respond to the basic learning need of humankind. He also stated that not all learning is education. Besides this argument, Rogers & Horrocks (2010) view education as a process of assisted or guided learning. They view education as a process of assisting or guiding learning that covers not only institutionalized support but also the personal guidance process, which assists any form of learning.

2.3.2. Workplace Learning

The workplace is a location where someone works for his or her employer or it is a place of employment. It can be an organization, an office, a kitchen, a shop, a farm, a website, even a home (Lee & Lai, 2012). It is a place where people do their work. Slotte et al. (2004) stated that learning is no longer seen as a process that is restricted to school; learning also takes place at work and in other non-school contexts. Similarly, learning is no longer regarded as a purely individual process but also as a social, collaborative, and even organizational one (Slotte et al., 2004). Recently the workplace is becoming a major site for learning, and it is stimulating researchers from different disciplinary backgrounds to investigate the nature of this learning within the context of changing workplace conditions (Evans & Rainbird, 2002).

Different scholars and institutions define WPL differently. The Australian National Training Authority (ANTA, 2003) defines WPL as learning or training undertaken in the workplace,

usually on the job, including on-the-job training under normal operational conditions, and off the job or on-site training, which is conducted far from the work process.

WPL is a dynamic process to solve workplace problems through learning at the place of work. Learning can take place at any place wherever the learners reside (Scott, 2015). Therefore, the workplace can also be a place of learning for adults. This perspective considers WPL as a learning practice of employees at the workplace. WPL is the acquisition of skills through learning by doing as well as by watching other workers, taking instructions, and receiving supervision or feedback from supervisors or co-workers (Grip, 2015). WPL is the observation, information gathering, education, and training that occur within the work environment (ODS, 2017). These definitions encompass both formal and informal learning. The exposure of a person for information at the place of work can be WPL.

Streumer and Kho (2006) summarized the characteristics of WPL by the notion of process, boundary, complexity, and evolution. First, WPL represents a set of processes that occur within specific organizational contexts and focus on acquiring and assimilating an integrated cluster of knowledge, skills, values, and feelings that result in individuals and teams refocusing and changing their behavior. Second, WPL incorporates within its boundaries the issues of individual and organizational learning as both formally and informally within organizations. Third, WPL discourse highlights the complex and context-specific nature of learning. Fourth, the notion of learning as a concept has evolved significantly in terms of meaning, from just acquisition of skills to the development of cognitive processes in conjunction with skill acquisition.

2.3.3. Workplace Learning and Organizational Learning

WPL and organizational learning (OL) are two scholarly traditions that deal with learning at work and learning related to the organization. However, these two traditions originated from different fields of study. OL rooted in organization and management studies aiming to develop and manage enterprises as a whole by considering the enterprise as a single entity; whereas WPL rooted in adult education with a clear focus on the individual as the learner (Elkjaer & Wahlgren, 2005). Regarding the major difference between WPL and OL Elkjaer and Wahlgren (2005) stated that in case of OL, the system perspective on the organization is strong, and the notion of organizations as environments for distributed knowledge and skills plays a role in the contextual definitions as well as for the access and participation patterns of organizational members. On the other hand in the case of WPL, the

workplace is particularly seen as providing opportunities for informal and incidental learning as well as a combination of these with more formal teaching and guiding activities (Elkjaer & Wahlgren, 2005).

2.4. Approaches to Workplace Learning

Vaughan (2008) views the workplace as a learning environment where a learning process is embedded in the production and organizational structures and is therefore about participation in communities of practice. This dimension of WPL focuses on the production of goods and services and acquiring knowledge and skill in an unplanned manner, viewing learning as a process, not a product.

Taking these broad contexts into account, Vaughan (2008) outlined several different possible approaches to WPL. The first approach is *off-the-job training*. Learning assignments related to problem-solving and task-centered activities linked to the strategic business intent of the organization. In this approach, learning is taking place out of the workplace.

The second approach to WPL raised by Vaughan (2008) is *structured learning* in the workplace managed and validated by external educational providers in partnership with employers/managers/supervisors, learning professionals, and worker-learners. This approach includes an internship, job shadowing, and apprenticeship (OECD, 2010b). Its focus is to produce a new workforce to the labor market, not upgrading the skill of the employees at the workplace. This approach is also called WBL. Structured learning in the workplace provided by the cooperation of educational institutions (Universities and colleges) and the working organization is called WBL (OECD, 2010b).

The third approach is *informal, pervasive learning*; that forms the foundations of the context informing work practices, routines, and behaviors so that communities are formed or joined and personal identities are changed (Vaughan, 2008). This type of learning approach requires becoming an insider for the community to acquire that particular society's particular viewpoint, to learn to speak its language, to act as community members. This approach to WPL takes place as a socialization process of employee's interaction at the workplace. It is unconscious learning in the side of the learner. The final (fourth) approach to WPL proposed by Vaughan (2008) is *intentional, structured, and organized learning* which is on the job that has an explicit pedagogic strategy. This learning approach supports and monitors

employees' learning through different principles by aiming to improve the competencies of employees. This approach is in short what we call it *on the job* training.

2.4.1. Workplace Learning (WPL) and Work-Based Learning (WBL)

WPL and WBL have some characteristics in common, but they are not the same. However, some writers (like OECD) use the terms interchangeably. OECD (2010b) stated that WPL includes a diverse set of practices, including *Job shadowing, service-learning, internships, and apprenticeships*. These four approaches to learning at the workplace are part of WBL, which is designed to equip students in educational institutions with practical on the job skills.

Rogers-Chapman and Darling-Hammond (2013) define WBL as learning programs that provide internships, mentoring, workplace simulations, and apprenticeships along with classroom-based study. On the other hand, Jacobs and Park (2009) define WPL as a process employed by individuals when engaged in training programs, education and development courses, or some sort of experiential learning activity to attain the competence necessary to satisfy current and future work requirements at a place of work. In a WBL program, classroom teaching is linked to workplace skills through placements external to the college that allows students to practice first-hand knowledge and skill, what adults do in their jobs (Rogers-Chapman & Darling-Hammond, 2013). WBL is becoming increasingly important (i) for organizations needing professional development to create dynamic, flexible workforces, and (ii) to higher education institutions, recognizing the workplace as a legitimate and fundamental site of learning (Linehan, 2008). The term WBL suggests a greater focus on the actual work-process rather than on the learning venue, whereas the term WPL appears to focus more on the venue than on the process (ETF, 2013).

2.5. Workplace Changes Demanding Workplace Learning

Predicting what will happen in the future is becoming always a challenge. According to the ANTA (2017) report, the way we work, the skills we need to thrive in our jobs, and the trajectories of our careers are rapidly evolving. Global changes driven by technological advancement and innovation, demographic changes, ever-changing business models, and the nature of work, are significantly altering the skills demanded by the labor market. The OECD reported a 25% mismatch between their current skills and the qualifications required for their jobs among surveyed adults (WEF, 2017). Similarly, ILO and OECD (2018) reported that the world of work is undergoing rapid and deep changes brought about by technological

development, demographics, globalization, and climate change. As to ILO and OECD (2018), these trends affect the composition of employment, the nature of the tasks carried out at work, and the skills required in the labor market. Workplace skills development is vital to cope with these challenges and to turn these challenges into opportunities (ILO & OECD, 2018). Skills contribute to productivity increases and are instrumental in enabling people to benefit from new job opportunities (ILO and OECD, 2018). Skills development includes WPL activities desired to build the capacity of employees. In our case, skill development includes any capacity building activity directed to improve the performance capacity of civil servants in the Amhara Region.

Regarding the global changes that forced people to engage in WPL in the 21st century, Cross (2012) stated that the workplace has changed inexorably, and business has become unpredictable. Furthermore, he outlined that in the 21st-century results are asymmetric; everyone's connected to everyone else; value has migrated to intangibles; organizations are becoming organic; talent chooses where to work; power is shifting from suppliers to customers; learning and work are converging, and time has sped up (Cross, 2012). These changes bring the gap between the current skill required by the work and the available skill of employees. To fill the gap lifelong learning by individual employees and WPL among working teams can be a significant mechanism to transform rapidly and continuously with changes at the workplace.

Jennings (2012) stated that the ability to transform rapidly and continuously has become the key to survival in a world of increasing volatility, uncertainty, complexity, and ambiguity. Since the working context is fast-moving and rapid, skills and competencies rapidly become outdated and need to be continuously realized and empowered as a strategic factor for global competitiveness (Manuti et al., 2015). Thus, arguments show that learning at the workplace is not a choice; rather it is a question of survival in the global competitive market.

It is becoming clear that knowledge production is playing an increasingly important role in today's world of science and technology. Because of the rapid development of information technology, fast-improving access to information, increasing globalization, and changes in occupational structures updating skill and knowledge are becoming mandatory (Slotte et al., 2004). To respond to such changes building the capacity of employees from inside becomes necessary. In the process of developing employees' capacity from the inside, WPL is foreseeable to equip employees at hand with complex skills that are necessary to perform their job effectively (PWC, 2018). WPL is a means of improving the skills of employees and

enhancing their knowledge in formal or informal means (Cacciattolo, 2015) at the workplace by creating a conducive learning environment at the workplace.

2.6.The Importance of Workplace Learning

The workplace can provide a supportive and motivating site for individual adult learners to enhance their skills and knowledge, as well as act as a springboard for learning outside work (Fuller & Unwin, 2004). Felstead and Unwin (2017) stated that WPL is the best way to develop expertise irrespective of occupation. Since the performance of a newly hired employee is driven by learning by doing or learning from peers or supervisors in the workplace; WPL is more important for civil servants' human capital development than formal training given at educational institutions, off the job (Grip, 2015).

OECD (2010b) stated that workplaces that provide a strong learning environment by offering a real on-the-job capability make learning easier to obtain hard and soft skills. Learning hard skills requiring sophisticated equipment and technology in educational organizations is becoming costly and difficult. However, there is up-to-date equipment along with people who know how to use it and can explain associated techniques in the workplace. Similarly, Soft skills are more effectively learned in workplaces than in classrooms and simulated work environments (OECD, 2010a).

2.7.Historical Development of Workplace Learning

Altman (2008) reviewed articles about the history of WPL in the USA and traced the beginning of WPL to *Labor education* before World War II. However, Watkins (1995) traced the beginning of WPL to the beginning of the industrial revolution, in the 1700s, apprenticeships in crafts were common means to attain more advanced skills. However, learning is not limited to planned activities and it includes the learning practices of the workplace that are informal and incidental. Therefore, WPL was there whenever human beings are sharing knowledge and skill while working; even in the hunting and gathering period. The beginning of industrial revolution and WW II is the time when the term WPL came in to describe learning activities taken place at the place of work.

In the late 1800s, the industry came into contact with immigrants with different cultural practices in the workplace; it worked to ensure the kind of workforce that would meet its needs through public policy (Altman, 2008). For Watkins (1995) the 1900s was the starting time of formal training programs, in which improving workplace practices through

performance engineering was introduced by Frederick Taylor, Lillian, and Frank Gilbreth who together conducted time and motion studies to determine the “one best way” to perform rote tasks. Their approach later developed to the Tylerism approach to HRM (Watkins, 1995).

After 1970, education in the workplace gained further legitimacy and was seen as HRD; and it was employer-dominated education and training which is characterized by its top-down nature (Watkins, 1995; Altman, 2008). In this approach (also called Taylorism); managers and engineers would exactly specify the way tasks should accomplish. Workers’ in such circumstances workers have no input and it was not important. They are responsible to be trained in these specific tasks. In general, workplace education⁴ favored supervisors and managers, as they were the vital persons to manage and control the way that works to be done.

By the late 1970s and 1980s, Taylorism began to lose favor as organizations struggled with the challenges of increased global competition, minorities’ civil rights movement, and technological change (Altman, 2008; Watkins, 1995). From about the 1970s onwards, there has been a continuously growing literature that seeks to understand and improve WPL. Some of the earliest theorizing of WPL in this period comes from the fields of organizational psychology and management theory (Hager, 2005). At this time organizations want trained employees but do not want to bear the cost for that training (Altman, 2008). More recently, learning becomes a part of living and informal; as a result learning dimension changed to the learner side (Hager, 2005).

Lee and Lai (2012) outlined five global trends of WPL as follows. For Lee and Lai, the first change in WPL is types of participants and facilitators are becoming diversified. Participants are all people from different backgrounds and the facilitators are from diversified fields. The second change is concerning the method of learning used in the workplace; emerging approaches of WPL focus is practice-based systemic learning (Lee & Lai, 2012). The increasing flexibility of learning time is the third global WPL trend; and high appraisal of learning by working and learning through systematic instruction at the workplace is the fourth WPL change (Lee & Lai, 2012). The final, fifth, trend is the change in a WPL culture, as well as the practitioners’ active engagement and motivation to learn, have become key elements (Lee & Lai, 2012).

⁴ Workplace education mean WPL from the organizations perspective not considering Employees

2.8. History of Public Service in Ethiopia

As to Markos (2013), Minelek II announced the formation of Ethiopia's first cabinet, on October 25, 1907, and he quickly used the new Ministry of Justice to establish an appellate court system in the provinces. Nevertheless, the creation of efficient public institutions had not fulfilled the expectations of the emperor (Markos, 2013). Minelek's subsequent illness until his death in 1913 slowed further modernization of the government (Mengesha & Common, 2007). However, during Minelek's period, the ministers were not salaried and the appointment was made based on loyalty which is usually expressed in terms of the number of followers that they could mobilize during wartime (Markos, 2013).

During the Era of Haile Selassie, the civil service made structural and functional changes. He made Ethiopia one of the few independent African countries, which introduced "Administrative Reform" to its civil service in the early 1960s. However, there were also problems in the Era of Haile Selassie. Particularly, the then civil service suffered from a failure to follow established rules, unwarranted political interference affecting regular administrative procedures, wide-spread favoritism in the administration, and an emphasis on political loyalty and relationships with the ruling class (feudal lords) as the major criterion for appointments and promotions (Markos, 2013).

During the Dergue Era, the nationalization of private institutions along with the creation of new government institutions and corporations led to a tremendous expansion of the public sector. Nevertheless, there was no new legal framework to accommodate these changes in the public sector (Markos, 2013). After many years of civil war, the Ethiopian People's Revolutionary Democratic Front (EPRDF) overthrew the Dergue regime in 1991.

The changes after 1991 enabled to create of a demanding society for improved services. However, leadership effectiveness is not at its required level to change public service organizations in terms of motivation for performance and public delivery, to be globally competitive, and manage changes (Duressa & Debela, 2014). The post-1991 public sector of Ethiopia is characterized by a high level of affiliation of the civil servants with the ruling party together with political interference in the promotion, recruitment, and selection of civil servants (Kacho et al., 2016).

It was planned to build an implementation capacity that ensures a political economy that is conducive for long term development and transformation, productive investments, and deepening of sustainable governance and democratization systems (FDRE Plan Commission

[GTP II], 2016). Concerning the WPL and implementation capacity of Ethiopian civil servants, GTP II, (2016) stated that:

. . . Series of capacity building programs brought about remarkable improvements in implementation capacity of the civil service and justice sector, the past performance indicates that further efforts are needed to ensure the supremacy of the developmental political economy and achieving the planned development and good governance targets (p. 45).

This entails that, the ultimate goal of the civil service is building the implementation capacity of civil servants to ensure a developmental political economy. In such situations, WPL expected to be a means of dictating the political ideology of the state than that of producing a creative workforce based on the changes in the globe.

However, the current government of the country is undertaking a new civil service reform, JEG, aiming to create an appropriate salary structure for civil servants. The reform introduced by PM Abiy Ahmed (Ph.D.), aimed to create professional civil service which is free from political intervention, downsized Ministry of Public Service, and Human Resource Development (MoPSHRD to commission level. Similarly, ANRS Council also downsized the Civil Service Bureau to Civil Service Commission. ANRS CSC (2019) reported that the downsizing of the institution and becoming out of the cabinet members in the regional state affects the decision making power of the commission regarding budget and other issues concerning the public sector.

On the other hand, reformers are stating the aim of downsizing the civil service sector is to ensure freedom of the public sector by introducing a new way of monitoring and supervision system (ANRS CSC, 2019b). Every regional bureau is responsible to undertake supervision and monitoring of its sector without the interference of civil service commission and the criteria for monitoring and supervision becomes flexible according to the sector (ANRS CSC, 2018). More recently, the FDRE Civil Service Commission (February 17, 2020) announces its plan to begin the assessment of civil servants' quality and crediting their skill and Knowledge via its Facebook page. However, the detail of the plan was not clearly stated for civil servants yet.

2.9.Theories of Workplace Learning

It is possible to classify WPL theories in terms of two basic categories of theorizing – learning as a product and learning as a process. As to Hager (2005), learning as product merges with the acquisition metaphor while learning as process accords with the participation

metaphor. Early accounts of WPL strongly influenced by the learning as a product view of a performance paradigm of HRD originated from human capital theory. As to Hager (2005) theorists viewing learning as a product have common elements including centering individual learners, focusing on the rational and cognitive aspects of work performance, considering work performance as thinking or reflection followed by application of the thinking, assuming that WPL is akin to formal learning (favoring the acquisition metaphor), and downplay the significance of social, organizational and cultural factors in WPL and performance. Learning as a product is a top-down approach to learning in which the trainer transfers his knowledge and skill to the trainees. They perceive learning as if it were something that a trainer does to a trainee and they talk of the trainer 'imparting' knowledge or skills to the trainee (Rogers & Horrocks, 2010).

However, learning as a process includes theories that recognize WPL and performance as embodied phenomena; that they are meaningfully shaped by social, organizational and cultural factors, thereby extending beyond the individual; and that they seamlessly integrate a range of human attributes that are much wider than just rationality (Hager, 2005). This theory developed based on social capital theory. Learning is fundamental to be viewed as a social process that takes place in the interaction between people, for instance in various communities of practice, or more generally and exclusively in terms of the so-called social-constructionist view (Illeris, 2004). Viewing WPL as a process has the advantage of incorporating the social-cultural and political dimensions of learning (Hager, 2005).

In general, learning as a product depends on the human capital theory of management considering human capital as an input for production shaped by the management system of the organizations. On the other hand, learning as a process depends on the social capital theory considering human capital as a function of social interaction between people and the organization, and people are free to decide what to do depending on the culture and social interaction of people.

This study is based on the theory of learning as a process; by acknowledging the importance of social interaction between civil servants at the workplace and mutual learning. As stated in the statement part of this study previous studies were based on the human capital theory of human resources development, denying the role of informal interactions of civil servants at the workplace.

2.9.1. Human Resource Development and Workplace Learning

It is possible to view HRD from two different perspectives: the learning paradigm and the performance paradigm. The learning paradigm in HRD has been influenced by theoretical foundations of adult education and/ or social capital theory; in contrast, the performance paradigm is based on human capital theory and managerial perspective (Kim et al., 2010). Adult education's root focused initially on citizenship for a democratic society, whereas HRD's roots are in performance at work (Watkins & Marsick, 2013). Scholars in management reject the learning paradigm of HRD and focus on performance paradigm. The performance paradigm is rooted in human capital theory. The human capital theory is contradictory to the philosophical traditions of adult education, in which human capital theory assumes that human beings are passive constituents of organization and that educational interventions provided by organizations are geared toward economic improvement (Kim et al., 2010).

Human capital theory views learning as a product and free from context. From this viewpoint, 'training' rather than 'education' or 'learning' is more frequently quoted because employees are regarded as mechanical subjects to be controlled, and thus exploited as manpower by their organizations (Kim et al., 2010). Accordingly, learning remains only as a means to accomplish organizational performance (Kim et al., 2010). However, organizations cannot provide learning; rather it is what the learner acquires. Rogers & Horrocks (2010) stated that learning is not filling the empty pot with information; rather it is a positive action by the will of the learner. In this regard, humanistic theories consider learning from the perspective of the human potential for growth and self-development. Learners are expected to assume primary responsibility for learning which leads to the process of learner-centered learning (Zainal, 2005). As to Freire (2013), the banking concept of education in which the trainer saves his idea in the mind of the trainee is oppression against free choice and the potential of human beings. The humanistic theorists stated that, the learners (i.e. employees in this case) are self-directed to decide what to learn, how, when, and why. Knowles (1975) stated that adults are self-directed to decide about the content, place, method of assessment, and learning gap they have in the learning process. They are not passive receivers of knowledge. This paradigm of WPL views learning as a process of interaction between the learner and the environment. In the performance paradigm, managers can identify such gaps; while in the learning paradigm such skill and knowledge gaps should be identified by the learners themselves.

Contemporary writers are criticizing such a dichotomy of HRD and adult education. Peterson and Cooper (1999) stated that false dichotomy has been created between HRD and adult education, the organization and the individual, performance, and learning. The two fields have complementary theories and practices that can benefit both the individual and the organization (Peterson & Cooper, 1999); that either of the fields could have achieved alone (Jacobs, 2006). As a result, the paradigm of human resource development has shifted to WPL and performance (Lee & Lai, 2012).

2.9.2. Human Capital and Social Capital Theories at the Workplace

Human capital means the stock of skills, traits, and knowledge that an individual possesses (Burgess, 2016). The fundamental implication of a human capital perspective is that investment in knowledge and skills brings economic returns, at the individual level as well as at the organizational level collectively (Schuller, 2001). On the other hand, Nahapiet and Ghoshal (1998) defined social capital as the accumulation of the actual and potential resources embedded within, available through, and derived from the network of interactions possessed by an individual or social entity. Human capital is the capability of individuals in the workplace; whereas social capital is the capability of employees or people because of interconnectedness in social networks.

The key distinction between human and social capital is that the former focuses on individual agents, and the latter on relationships between them and the networks they form (Schuller, 2001). According to CIPD (2017), human capital provides organizations with a platform for diverse ideas and thoughts; social capital helps individuals to connect ideas and knowledge in unforeseen and unusual combinations that facilitate radical breakthroughs. In other words, social capital refers specifically to the capital embedded within network structures and ties rather than the capital present with individuals, human capital. Social capital serves as a catalyst that converts the knowledge of individuals into the knowledge of the organization and vice versa (CIPD, 2017). Both concepts can be fundamentally different, yet they may also complement each other in unique ways to create organizational value (CIPD, 2017) in which Social Capital theory enhances collective values and Human capital enhances individual capabilities.

2.9.3. Andragogy and Social Capital Theory at the Workplace

Andragogy is the art and science of helping adults to learn based on five assumptions of Knowles. Knowles (1980) stated that, as individuals get mature: (1) their self-concept

moves from one of being a dependent personality toward being self-directed, (2) they accumulate a growing reservoir of experience that becomes an increasingly rich source of learning, (3) their readiness to learn becomes concerned with increasingly to the developmental tasks of their social responsibility, (4) their time perspective changes from one of future application of knowledge to immediacy of application, and (5) their orientation toward learning shifts from one of subject-centeredness to one of problem-centeredness. Andragogy was coined in Europe by Kappa, introduced in America by Lindeman, and popularized in the West by Knowles (Ekoto & Gaikwad, 2015). The key belief of Andragogy is that adults and children have not the same learning traits and characteristics

Social capital describes circumstances in which individuals can use membership in groups and networks to secure benefits (Mattessich, 2009). Social capital is the shared knowledge, understanding, norms, rules, and expectations about patterns of interactions that groups of individuals bring to a recurrent activity (Dinda, 2017). The social capital theory provides a perspective of looking at the social interaction and networking of people.

Andragogy and social capital theory offer a joint and interesting outlook for learning and development in a knowledge economy. Kessels and Poell (2004) stated that Andragogy and social capital theory are paired and should be considered as part of the foundations of HRD. They provide suppositions on the facilitation of learning in the workplace, the strong motivational aspects of self-directedness and independence in skill development, and the network of meaningful relationships that helps to learn to integrate with the social context of the day-to-day work environment (Kessels & Poell, 2004). Implementing HRD based on the assumptions of Andragogy will be vital for social capital formation.

2.10. The Role of Employees' Self-Directedness for Workplace Learning

Researchers view SDL in two different perspectives; as a learning process and a personal attribute. The first dimension views SDL as a process of learning. In this regard, Knowles (1975) describe SDL as a process in which individuals take the initiative, with or without the help of others, in diagnosing their learning needs, formulating learning goals, identifying human and material resources for learning, choosing and implementing appropriate learning strategies, and evaluating learning outcomes.

On the other hand, SDL understood as a personal attribute or characteristic possessed by someone. Tan et al. (2011) described the self-directed learner as one who is capable: (a) of articulate their learning gaps; (b) to set learning goals and identify learning tasks to achieve the goals; (c) to explore alternatives and make sound decisions; (d) formulate questions and generate own inquiries; (e) to plan and manage workload and time effectively and efficiently; (f) to reflect on their learning and use criticism to improve their learning.

In general, SDL is about personal ownership of learning, self-management, and motivation for learning. Park (2008) stated that SDL is an activity for which the learner takes the initiative and responsibility for the learning process and plays a significant role in developing and maintaining individual learning in support of the learning organization. Tan and Koh (2014) define SDL as a 21st-century skill that encompasses ownership of learning, self-management, self-monitoring, and extension of learning as well as interests in and out of school.

Several studies have noted many efficiencies and effectiveness reasons for using SDL in the workplace. As to Park (2008), SDL has greater relevance to the particular needs of the individual learner by allowing greater scheduling flexibility and promotes meta-skills for approaching and solving problems beyond the immediate learning project (Park, 2008). Moreover, it allows for frequent and timely updating of skills and knowledge and can provide more focused learning in highly specialized fields (Park, 2008).

2.10.1. Factors Affecting Employees' Self-Directedness to Learn

Different writers mentioned different demographic and organizational factors that can affect the extent of employees' self-directedness to learn. Straka (1999) states employees exercising autonomy, competence, and social integration will have better self-directedness to learn at the workplace than their counterparts. Similarly, J.-H. Park and Kwon (2004) founded that employees in different organizations had different levels of SDLR and different perceptions of four work environment factors – valuation of individual differences, teamwork, individual involvement, and risk-taking. Moreover, the nature of the task performed in a job is most likely to affect the development of meta-cognitive skills and exposure to self-directed learning (Raemdonck et al., 2012).

Other studies revealed that there is a significant difference in SDLR as a result of sex differences and they found that females are highly self-directed than males. However, Torabi

et al. (2013) have found that there is no difference in SDLR among pre-primary school teachers as a result of gender.

Jones, (1993) founded that older university students scored higher SDLR than Youngers did. Similarly, Raemdonck et al. (2012) stated that middle-age employees are more self-directed than the oldest and youngest employees; in which the youngest employees lack experience and olds employees have no motivating carrier development. However, Torabi et al. (2013) found that there is no significant difference in self-directed learning between teachers in terms of their age.

There is no significant difference existed between self-directed learning skills by the level of income (Tekko & Demirel, 2018). Raemdonck et al. (2012) state employees with a higher level of work experience have higher SDLR scores than employees with no or little work experience. However, Torabi et al. (2013) found that there is no statistically significant difference in SDLR across teachers with different work experiences. Similarly, Torabi et al. (2013) found that teachers' SDLR scores did not differ across their level of education.

2.11. The Learning Potential of Workplace

The LPW is the power of the work setting to integrate learning at work, with the result of behavioral changes and the generation of new knowledge (Nijhof & Nieuwenhuis, 2008). WPL improvement requires appropriate development and implementation of WPL environment that is invitational, tailoring of WPL curriculum to particular enterprise needs, including the readiness of both learners and guides, encouraging participation by both those who are learning and those who are guiding the learning, and appropriate selection and preparation of learning guides (Billet, 2001).

Nijhof and Nieuwenhuis (2008) stated that workplace with high potential of learning offers accessible information opportunities to learn and real support by peers and managers. The LPW depends both on the characteristics of the work and organization of work as well as on the individual commitment and expertise of the trainee (Nijhof & Nieuwenhuis, 2008). LPW is determined by the supportiveness of the work environment to learn and expansiveness or restrictiveness of the working culture of the organization.

2.11.1. Supportiveness of Work Environment for Learning

The supportiveness of the work environment for learning is a function of different factors. Learning climate in the public-sector workplace was positively associated with

employee job involvement, productivity, and creativity (Chandrasekar, 2011; Eldor & Harpaz, 2018). The workplace environment plays a vibrant role in motivating employees to accomplish their assigned tasks. The learning environment is an organic, holistic concept - an ecosystem that includes the activity and the outcomes of the learning (OECD, 2010b). As Egle (2009), the learning environment encompasses five elements of the workplace environment. The first is the *social environment* which encompasses the interaction of employees and commonalities and the second is the *physical environment*; the place and equipment available in the workplace Egle (2009). The third is an *emotional environment* consisting of the value and confidence they have with colleagues; a *cognitive environment* is the fourth including their mental readiness to learn; and fifth is a *holistic environment*, which is the presence of a diversity of interest in elements of a learning environment.

The nature of the workplace environment affects learning effectiveness in the workplace. Clarke (2005) found that institutions with: (1) a supportive training and development infrastructure, (2) empowerment and effective communication, (3) chances for reflection and job challenge, and (4) opportunities for formal and informal learning are associated with different types of learning outcomes associated with either WPL or training have better WPL outcome than their counterparts. Therefore, it is possible to say different aspects of the workplace environment are likely to be important in fostering an effective learning climate for different learning outcomes desired by the organization. The presence of a supportive learning environment in the workplace can be taken as major factors determining WPL effectiveness (Malison & Thammakoranonta, 2018).

Factors that shape the workplace environment are wide-ranging including (a) underpinning political economy, (b) sectorial characteristics, (c) institutional arrangement, (d) organizational features such as size, ownership, history, and culture (Fuller & Unwin, 2010). Long et al. (1999) stated that job characteristics (occupation, working hours, casual or unpredictable employment, and earnings), organizations characteristics (firm size, the self-employed and employers, industry, sector, human resource policies and technological change), and sociopolitical and economic environment (unemployment, competition, legislation, and national characteristics) are major environmental factors that can affect WPL. The job demand for new skills and knowledge has a positive influence on WPL behavior (Raemdonck et al., 2014).

Similarly, Raemdonck et al. (2012) have conducted a multilevel analysis to examine variables that are significant predictors of perceived self-directed learning, and they found that the presence of participatory staff policy, task variety, and the growth potential of the job were important predictors of self-directed learning. Park and N.Mclean (n.d.) stated that environmental factors influencing WPL include: (1) organizational context, culture, and environment of institutions; and (2) role of leadership and management, resource, and technology at a functional level. Besides these arguments, Ellinger (2005) focuses on the management part of the workplace as a major environmental factor affecting WPL. The presence of learning committed leadership and management, and intellectual culture committed to learning, work tool and resources, and people who web of relationships for learning are major organizational factors that facilitate WPL (Ellinger, 2005). In general, environmental factors that affect WPL in a certain institution/organization can determine the learning potential of the organization.

2.11.2. Working Culture of the Organization

Depending on the working culture of the organization WPL environments classified as expansive and restrictive (Fuller & Unwin, 2003). There is no magic line to classify organizations as expansive or restrictive; rather it is a continuum ranging from the most expansive to the most restrictive learning environment. The organizational learning environment placed on the continuum depending on their WPL potential. As to Hodkinson and Hodkinson (2005), an organization characterized as expansive will create a stronger and richer learning environment than the restrictive end of the continuum.

2.11.2.1. An Expansive Workplace Learning Environment

An expansive learning environment is one that presents wide-ranging and diverse opportunities to learn, in a culture that values and supports learning (Hodkinson & Hodkinson, 2005). The most effective way of improving employees' learning is through creating and encouraging expansive features of learning environments, which are appropriate to a particular organization. Hodkinson and Hodkinson (2005) stated that by making the learning environments more expansive, it is possible to increase the potential for effective learning and the likelihood that more civil servants will avail themselves of the available opportunities. Expansive features of participation include: (1) participation in multiple communities of practice inside and outside the workplace; (2) the primary community of practice has a shared 'participative memory'; (3) breadth of experience is fostered by

deliberate rotation; and (4) the learning program aims for the ongoing transition to rounded and full participation (Fuller & Unwin, 2003). Expansive learning process moved epistemically from questioning to analysis, modeling, and implementation, it also moved interactionally from coordination to cooperation and communication (Rantavuori et al., 2016).

2.11.2.2. Restrictive Workplace Learning Environment

The restrictive workplace environment is characterized by isolated and individualist working (Fuller & Unwin, 2003; Hodkinson & Hodkinson, 2005). In general, Fuller and Unwin, (2003); and Hodkinson and Hodkinson (2005) compare and contrast the expansive and restrictive end of the continuum for the learning environment of the workplace as indicated in Table 1 below.

Table 1 The difference Between Expansive and Restrictive Working Culture

EXPANSIVE	RESTRICTIVE
Close collaborative working	Isolated, individualist working
Colleagues mutually supportive in enhancing employee learning	Colleagues obstruct or do not support each other's learning
An explicit focus on employee learning, as a dimension of normal working practices	No explicit focus on employee learning, except to meet crises or imposed initiatives
Supported opportunities for personal development that goes beyond organizational priorities	Employee learning mainly strategic compliance with institutional agenda
Off the job educational opportunities including the time to stand back, reflect and think differently	Few out of the job training opportunities, only narrow, short training programs
Opportunities to integrate off the job learning into everyday practice	No opportunity to integrate off the job learning
Opportunities to participate in more than one working group	Work restricted to home departmental teams within one organization
Opportunity to extend professional identity through boundary-crossing into other departments, business process, organization, and working team	Opportunities for boundary-crossing only come with a job change.
Support for local variation in ways of working and learning for employees and workgroups.	Standardized approaches to employee learning are prescribed and imposed.
Employees use a wide range of learning opportunities	Employees use a narrow range of learning approaches

Source: (Fuller & Unwin, 2003; & Hodkinson, & Hodkinson, 2005)

2.12. Nature of the Civil Service

Civil service is usually understood as a subset of the wider public service; comprising government ministries, departments, and agencies, including people who advise on, develop, and implement government policies and programs, and those who manage day-to-day activities (Spicker, 2009). As to Spicker (2009), the public sectors have four defining characteristics including (1) they exist for reasons of policy, (2) they provide services to the public, (3) they are redistributive, and (4) they act as a trust. They consequently operate differently from production for profit, in their priorities, costs, capacity, and outputs (Knies & Leisink, 2018). The major difference is the presence of political intervention in the public sector. Regarding the major difference between the public sector and private business organizations, Knies and Leisink (2018) outlined that, the strategy of private organizations is mainly aimed at succeeding financial targets, whereas public organizations typically work for multiple and sometimes conflicting goals which are set by the authorizing environment. The mission-driven character of public organizations is a key distinctive characteristic that has important implications for people management (Knies & Leisink, 2018).

Public administration refers to the aggregate machinery (policies, rules, procedures, systems, organizational structures, personnel, etc.) funded by the state budget and in charge of the management and direction of the affairs of the executive government, and its interaction with other stakeholders in the state, society and external environment (UNDP, n.d.). Therefore, *public administration reform* can be very comprehensive and inclusive process changes in areas such as organizational structures, decentralization, personnel management, public finance, results-based management, regulatory reforms (UNDP, n.d.).

The changing nature of the workplace is not limited to business-oriented organizations, rather it is also the common feature of the public service providing organizations (commonly called public sector). The skill and knowledge requirement of jobs and the system of human resource management in the public sector have a difference from the business sector. As to Eldor and Harpaz (2018), public service sector employees exercise a systematic thinking process concerning citizens' needs, obtaining official knowledge, seeking creative solutions to ongoing constraints, and skillfully implementing them; learning is essential at each stage of the process. In empowering public sector employees, policy intervention in the side of the government plays an important role. A public-service sector organization is a system whose mission is to serve its clients, the public (Eldor & Harpaz, 2018).

2.13. Skill and Knowledge Requirement of Public Sectors

Public service in both the developed and developing world plays a vital role in providing public goods, such as defense, public order, property rights, macroeconomic management, basic education, public health, disaster relief, protection of the environment, and coordinating private sector activity (Saxena, 2013). In the process of delivering such social services, the capability of civil servants becomes a pivotal factor of effectiveness. Governments with well-performing public sectors are capable of translating good policies into development outcomes (World Bank Group, 2018).

Public services are going through major changes in response to a range of issues such as cuts to budgets, increased localization (i.e. decentralization), greater demands for service user voice and control, increased public expectations, and a mixed economy of welfare provision (Needham & Mangan, 2015). Bringing such changes demands new skills, new values, and upgraded knowledge of civil servants to implement effectively. OECD (2016) revealed that in today's public sector change is constant, public investment in the skill sets of civil servants is required for the government to become more nimble, agile, and adaptable. As to Saxena (2013), public service provision has acquired new dimensions as governments need to react not only to changes in the global environment but also to the demands of an active public. Today's civil servants are addressing problems of unprecedented complexity in societies that are more pluralistic and demanding than ever (OECD, 2016).

As to OECD (2016), professional civil services are as important as ever to respond to complex challenges and to deliver public value. However, in addition to professional expertise, civil services must also be strategic and innovative (OECD, 2016). Having strategic and innovative civil servants requires recruiting competent employees in public service and maintaining them to use their maximum capacity by engaging them in continuous learning at the workplace; to help them to have an understanding of the public demand and respond to it. Moreover, civil servants need to be engaged in WPL, to acquire the necessary skills, knowledge, and values of performance, to be effective in their job performance and competent in the global labor market.

2.14. Civil Service Reforms and HRD Practice in Ethiopia

To improve the capacity of public sector organizations in Ethiopia and to create the best environment for investment and economic growth, the public sector has gone through a series of reform processes (i.e. BPR, BSC, JEG, and ...) including the civil service

(Mengesha & Common, 2007). The government of Ethiopia has initiated a comprehensive civil service reform program primarily aimed at improving service delivery as well as in improving the efficiency and competence of officials and workers in the public sector. Even though in some areas and contexts, the reform has been succeeded but like many developing countries the Ethiopian civil service reform has its challenges and failures encountered during the implementation (Legesse & Ahmed, 2019).

Kassa (2011) stated that good governance and civil service reform in Ethiopia experience some challenges including incompatibility of people's attitude and change requirements, unable to set a clear roadmap for the reform program, and a holistic and similar approach to all sectors at the time without considering contexts, lack of expertise in the area of reform. Moreover, lack of communication strategy to address all stakeholders, people's resistance to reform due to job insecurity, inability to coordinate political leadership with civil servants' roles, and a weak monitoring and evaluation system were some of the challenges observed in the civil service reform program of Ethiopia (Kassa, 2011).

HRD is about two things: training (helping employees do their present jobs) and development helping managers handle future responsibilities (Kussia, 2016). HRD has multiple dimensions, covering educational attainment, workforce skills, population health, and the set of employment policies that provide businesses with workers with appropriate skills and the ability to adapt quickly to new challenges (OECD, 2012). HRD policies must, therefore, be adaptable and constantly adjusted to respond to the changing skill needs created by new challenges and to ensure the contribution of investment for development (OECD, 2010a). For this to happen, close co-operation between policymakers and the main stakeholders and periodic assessments of the impact of HRD policies on the business and investment environments needed.

Tolla (2009) has identified the following five major policy implementation challenge-areas in civil servants' perspectives including capacity limitations, staff dissatisfaction, lack of resources, inadequate policy communication and discussion among the civil servants, and suspicious civil servants about the Policy and its implementation.

Amare (2014) revealed that key challenges that hindered the practice of HRD in Ethiopian public sector includes an inability to designing comprehensive strategies, lack of sufficient budget and modern technology, presence of reluctant civil servants reforms, limited emphasis

to personal and professional development, lack of conducive work environment and lack of positive attitude, and incapability to attract and retain qualified personnel.

2.15. WPL Practice in Ethiopian Civil Service

WPL practices include employee engagement and activities of learning carried out to bring about learning among employees of the organization. Learning engagement is a psychological investment directed towards learning, understanding, or mastering the knowledge, skills, or crafts (Martin & Bolliger, 2018). In this regard, WPL in Ethiopian civil service was not well studied.

Teklu (2014) in her study about WPL in Ethiopian Airlines revealed that leaders within the organization do not actively question and listen to employees in a form of dialogue, people in power do not acknowledge their limitations concerning knowledge, information, or expertise, and managers do not ask inquisitive questions, do not in listening attentively. Moreover, time, resource, and venue for employees for identifying problems, and organizational challenges for improving past performance were not provided adequately (Teklu, 2014). Her study conducted in the case of Ethiopian Air Lines (the most effective state-owned firm in Ethiopia); other less effective organizations will have enormous problems regarding WPL.

Concerning self-regulated learning practice of civil servants by using public sector libraries Bayissa & Gojeh (2009) found that, the libraries in the Ethiopian public sector are inadequately equipped with professionally competent library staff to meet the professional needs of users (i.e. employees of the organization) on the provisions of library and information services in the public libraries in Ethiopia.

Similarly, Kussia (2016) found that the training and development practice of civil servants at the district level is extremely poor. Consequently, in the majority of public organizations, training and development are found to be ineffective in improving the knowledge, skills, and attitudes of the employees as well as individuals' and organizational performance (Kussia, 2016).

2.15.1. Change Army Creation in Ethiopian Public Service

The agenda for quality service delivery in Ethiopia was designed intentionally to strengthen the public institutions by launching the change army (through more of a teamwork approach), improve managerial effectiveness, to empower private and civic society organizations and higher education (Miruts & Daba, 2016). The change army scenario with one-to-five teaming in Ethiopia is part of the spectrum of teamwork and group dynamics

(FDRE Ministry of Civil Service and Human Resource Development [MoCSHRD], 2011; Miruts & Daba, 2016). As to the MoCSHRD, (2015), the change army is strong teamwork which acts as a stand by-armed-force having the necessary knowledge, skill, and motivation for achievement of the intended goals of the institution. Therefore, the distinctive characteristics of the change army scenario are that though teaming is a shift in organizational culture, change army looks beyond team building and employees need to apply some basic disciplines of military science such as acting as a standby-armed-force.

ANRS CSC (2018) define change army as a workforce that is ready to bring development, democracy, and good governance by bringing a relatively similar level of attitude, skill, work efficiency, and ethics among leaders and civil servants in public sector organizations. The presence of such army is vital for ANRS civil service which is characterized by the prevalence of poor salary structure, weak working culture, weak sense of serving, weak reward system, favoritism, politicization, high rate of turnover, role ambiguity, and corruption (Megbaru & Narayana, 2015).

However, there are challenges in the process of building a changing army. ANRS CSC (2018) have identified constraints to be resolved in the process of building the change army in the public sector including (1) attitudinal problem of leaders, management councils, model (star) experts, and civil servants; (2) skill gaps of managers, experts, development group leaders, and all civil servants.

Similarly, Miruts and Daba (2016) found that the application of change army scenario is highly inhibited by misunderstanding and poor leadership in addition to lack of uniformity across sectors, inability to internalize the change army scenario in Addis Ababa.

2.15.2. Learning and Development Practice in the Public sector of ANRS

Learning and development are a major means to build change army. Capacity-building activities were undertaken to enhance the implementing capacity of political leadership, civil service, and the justice sector (GTP II, 2016). Learning and development practice of ANRS civil servants were led by team leaders of development group and ‘one to five’ networking with the support of star civil servants in the grouping (ANRS CSC, 2018). The groupings have a weekly meeting to exchange information and to learn each other.

The effort of learning and development designed by the Civil Service Commission (the former Ministry of Public Service and Human Resource development) was criticized by

political interference in agenda creation and assessment. Debela (2015) revealed in his conclusion regarding the dominance of political power that:

The designs of most controlling systems in public sectors are highly influenced by the ideologies of politicians in power. An imposition of ideology implies controlling norms, values, expectations, attitudes, and beliefs of individuals, and it is tantamount to enforcing social control without getting the willingness of the group (P.5).

However, one higher officer [who wants to hide his name] from ANRS CSC (personal communication, October 12, 2019) describes that, after the reform in the country, after the new prime minister (i.e. Abiy Ahmed) come to power, learning and development efforts with the development group and ‘one to five’ networking have stopped. Learning and development are being practiced once a month at the directorate level. Similarly, the annual report of the ANRS Civil Service Commission for the year 2018/2019 indicates that the learning and development efforts decrease after the Civil Service Bureau down-sized to Commission level (ANRS CSC, 2019b). The reform tries to make learning the issues of the institutions in which the civil servants belong. It resolves political interference in the process of assessment and supervision.

2.15.3. Learning methods at the workplace

WPL methods are means of acquiring the necessary skills and knowledge at the place of work. Cunningham et al. (2004) in their handbook of WBL have identified feedback, action review, presentations, computer-based training, consulting, critics, dialog, meetings, mistakes, reading, visit, and witnessing as a method of learning at the workplace. Moreover, ILO (2013) reported different means of learning at the workplace including on-job-training, learning from colleagues, work-related technical courses, short training courses, training courses from technical institutions, degree programs, and on-line training courses.

ANRS CSC (2018) manual for change army building outlined performance review, experience sharing, information exchange, seminars, conference, and short term and long term off-the-job training as learning methods for civil servants. ANRS CSC (2018) also identified performance feedback, teamwork, and good practice scale up as a means of learning at the workplace that can be practiced without the help of the management.

2.16. Challenges Facing Employees to Engage in WPL

According to ILO (2013), challenges to WPL can be grouped into two; i.e. personal challenges and organizational challenges.

2.16.1. Personal Challenges

Personal challenges are those related to individual employees and their colleagues (ILO, 2013). Personal challenges include negative experience, family issues, lack of opportunities or resources, health problems, age, gender, and cultural background (ILO, 2013). Moreover, ILO (2013) reported challenges related to peers including misbehavior, lack of cooperation, unwillingness to share knowledge, unfamiliarity with subordinates' potentials and performance, poor interpersonal skills, and communication gaps.

Moreover, Lohman (2005) found that personal characteristics such as; (a) initiative; (b) self-efficacy; (c) love of learning; (d) interest in the profession; (e) integrity; (f) outgoing personality; (g) teamwork ethic; (h) curiosity; and (i) open-mindedness were important to enhance the motivation of professionals to engage in informal learning at the workplace. Similarly, ANRS CSC (2016) outlined (in GTP II of the former Civil Service and Human Resource Development Bureau) attitudinal problem of civil servants towards learning at the workplace, lack of motivation, fake report of team learning as a personal challenge facing the learning and development effort.

2.16.2. Organizational Challenges

Organizational challenges are related to the work situation of the organization and employers. The presence of unfriendly work environments, irrelevant job assignments, unnecessarily complex procedures, heavy workloads, lack of instructional materials and manuals, policies, and remote working places (ILO, 2013). On the other hand perceptions of learning and development and the fear that a trained workforce will be attracted to other employers are also employers-related challenges (ILO, 2013).

Besides the above-mentioned challenges, ANRS CSC (2016) stated that lack of budget, lack of commitment, and political will on the side of managers, inadequate infrastructure including ICT facilities, lack of effective monitoring and supervision, and absence of motivational practices are major challenges facing learning and development efforts.

2.17. Summary of Literature Review

Different scholars and organizations defined WPL differently. However, most definitions agree in taking the place of learning as a major criterion to define WPL. And any learning activities which take place at the place of work are considered as WPL. The starting point of WPL traced back to the beginning of the industrial revolution which requires highly

skilled labor in a shorter period. Nowadays, WPL is becoming an integral part of HRD. WPL is developed based on the theories and principles of adult education and it is different from human capital development which is originated in the field of organizational management in its assumptions about self-directedness of learners (i.e. employees in this case). WPL views learning as a context dependant participation of employees; whereas human capital development views learning as a context-free and product of activities conducted by the institution.

WPL in Ethiopia was not well studied. Some studies conducted in public sector HRD were based on the human capital perspective or (performance paradigm of HRD). And this researches found that Ethiopian public sector training and development practices were ineffective in achieving the expected objectives of HRD because of ineffective planning, assessment, and implementation of training and development. even the reform efforts of Ethiopian civil service sectors were far from achieving the expected quality service delivery in the public sector.

Even though understanding the LPW and SDLR of civil servants are vital to design an effective WPL program based on the learning paradigm of HRD; these issues were not studied in the Ethiopian public sector in general ANRS bureaus in particular. The LPW is the capacity of the workplace in providing learning opportunities for its employees. And it can be evaluated in terms of the presence of expansive working culture and supportive work environment for learning.

Employees may face different challenges to engage in WPL. Including personal challenges like lack of interest to learn, lack of time, and perceived importance of WPL. On the other hand unsupportive work environment and management, lack of motivational practices, and inefficiency of supervisors in facilitating learning at the workplace can be taken as major institutional challenges that may face civil servants to engage in WPL.

CHAPTER THREE

3. RESEARCH METHODOLOGY

A research methodology is a part of the research that shows the mind map of the researcher in the process of conducting research. Conducting any scientific researches needs to make the reader clear about the philosophical world view in which the researcher is going to view reality; including the research paradigm, approach, and design; including the method of data gathering, and data analysis techniques. The research procedure in the process of conducting this research is presented in this section.

3.1. Research Paradigm

The focus of the research is to understand the practice of WPL from different dimensions. Therefore, the reality is context-dependent and what is real for the researcher is anything that shows the direction to enhance the WPL efforts of the public sector of the Amhara region. The pragmatic paradigm, which is a concern with applications—what works—and solutions to problems (Creswell, 2014), will be an appropriate research paradigm.

Moreover, Creswell (2014) stated that the pragmatic world view has the following major philosophical bases for research. (1) Pragmatism is not committed to any one system of philosophy and reality; it supports using a mixed method of inquiry from both qualitative and quantitative. (2) Pragmatist researchers have freedom of choice in selecting the methods, techniques, and procedures of research. (3) They do not see the world as an absolute unity. (4) Truth is what works at the time. (5) They agree that research always occurs in a context (i.e. it is not context-free). (6) They believe that we need to stop asking questions about reality and the laws of nature rather it is better to change the subject. Similarly, the intent of the researcher is not questioning the law of nature rather the researcher planned to understand the WPL practice in the context of ANRS bureaus. Having these reasons, the researcher prefers to follow the pragmatic paradigm, to be free to choose the method, techniques, and procedures of research.

3.2. Research Approach

The research examines civil servants' WPL in ANRS public sector organizations; to understand the extent to which civil servants are engaged in WPL, learning potential of the

workplace, supportiveness of the work environment to learn at the workplace, and civil servants' SDLR to learn at the workplace, including challenges of civil servants to engage in WPL. In doing so, a mixed approach that involves a combination of both qualitative and quantitative research and data in the study becomes an appropriate research approach. This approach is important, to integrate the quantitative and qualitative data; to support quantitative data by qualitative data and vice versa (Creswell, 2014).

3.3. Research Design

Even though there are many research designs under the mixed approach, the researcher prefers to use the convergent parallel design for the thesis project. Since the thesis project has fixed time, budget, and human resources; the convergent parallel research design becomes more appropriate. It helps to collect both quantitative and qualitative data simultaneously, and merge the data and use the results to understand a research problem from the quantitative and qualitative dimensions.

A basic rationale for this design is that one data collection form supplies strengths to offset the weaknesses of the other form and that a more complete understanding of a research problem results from collecting both quantitative and qualitative data (Creswell, 2012). Similarly, the research is planned to measure the LPW and civil servants' SDLR to learn at the workplace (i.e. by collecting quantitative data) and finding supportive evidence from the qualitative database about the supportiveness of the work environment to learn at the workplace, and nature of the workplace environment.

3.4. Source of Data

The researcher used both primary and secondary sources of data for the research. The primary sources of data were 303 sample civil servants from 10 different regional bureaus who fill the questionnaires, and 10 interviewees from 4 regional bureaus. The secondary source of data includes meeting minutes, reports of institutions, and library attendances in 4 organizations in which interviews conducted.

3.5. Population, Sample and Sampling Techniques

3.5.1. Population

The population of the study was civil servants in public service providing bureaus of ANRS. At the regional level, ANRS has 48 institutions (i.e. 18 bureaus, 7 offices, 6 commissions, 9 agencies, 4 institutes, 3 authorities, and 1 court), and 6921 civil servants

(4463 males, 2458 females) working at regional level organizations. All these civil servants were the population of the research. The population of the study had different clusters; each regional bureaus taken as a cluster.

3.5.2. Sample and Sample Size

To make the study manageable (i.e. in terms of time, budget, and human resources) the researcher takes sample respondents from the above-mentioned population for investigation. To determine the sample size, initially, the researcher was planned to use a formula developed by Yamane 1967 (cited in Israel, 1992). As to Yamane, sample size (n) = $\frac{N}{1+N(\alpha)^2}$; where, n = sample size, N = total population, and α = the expected sampling error (cited in Israel, 1992).

For this research the total population = 6921, and $\alpha = 0.05$ (commonly used level of precision for social science research). Therefore, the sample size for the research (n) = $\frac{6921}{1+6921(0.05)^2} = \frac{6921}{18.3} = 378$. And it was planned to take this sample from five institutions to check inter-organizational LPW and civil servants SDLR.

However, getting this much number of civil servants in at a time of “Corona Virus” (COVID-19) pandemic from only five institutions becomes unimaginable. Finally, the researcher decides to take ten institutions initially as sample clusters and assigning quota for each bureau, depending on the population share they have as indicated in Table 2.

Table 2 Population, Sample Size, and Response Rate

Bureaus	Research Population	Assigned Quota	Returned			Response rate
			Valid	Invalid	Total	
Education Bureau	218	41	30	6	36	73.17%
Road and Transport Bureau	168	31	30	1	31	96.77%
Supreme Court	278	51	30	10	40	58.82%
Health Bureau	215	39	30	2	32	76.92%
Trade Bureau	175	32	30	0	30	93.75%
Urban Development Bureau	183	34	30	4	34	88.24%
TVET Development Bureau	180	33	31	0	31	93.94%
Agriculture Bureau	220	40	32	1	33	80%
Revenues Bureau	165	30	30	0	30	100%
Water resource Development Bureau	256	47	30	6	36	63.83%
Total	2058	378	303	30	333	80.16%

Source: ANRS Employee Statistics (2019) and Survey Data

The response rates used for the analysis of data were 303 (80.16%) questionnaires. To collect qualitative data via interview ten, (10) civil servants from 4 bureaus (i.e. Education bureau, ANRS CSC, Supreme Court, Trade, and market Development Bureau) were taken as a sample for interviews.

3.5.3. Sampling Techniques

The sampling techniques employed were multi-stage cluster sampling. According to Babbie (2010) cluster sampling is a multistage sampling in which natural groups (clusters) are sampled initially, with the members of each selected group being sub-sampled afterward. The researcher used different sampling techniques in different stages as indicated in Table 3. Initially, the researcher selects 10 sample bureaus by simple random sampling, using a simple random table generated by SPSS-24.

However, using simple random sampling for the selection of individual civil servants becomes difficult because of the COVID-19 pandemic. All civil servants were not available at their office, and some of them were not happy to fill the questionnaire in fear of contamination of the paper with the COVID-19 virus. Therefore the researcher prefers to use convenient sampling, by selecting civil servants which were in their office, and volunteer to fill the questionnaires as research participants.

Table 3 Sampling Frame, Sample Size, and Sampling Techniques

Subject	Sampling Frame	Sample	Sampling techniques
Institutions (Clusters)	48	10	Simple Random
Survey (questionnaire)	6921	303	Convenient
Interviewees	2058	10	Purposive

Source: Research Data

To select samples for the interview the researcher used a purposive sampling technique, to get key informants. The key informants for the intended research were HRD officers of each bureau, middle-level managers, and especially the experts of the Civil Service Commission⁵, who were supporting each regional bureau to build “Change Army” for a long period. The

⁵ In random selection of sample institutions Civil service commission were not selected however, in order to get the key informants who were supporting and managing learning and development practices of all institutions sample interviewees were selected in the commission purposively.

key informant is someone who is well versed in the social phenomenon that the researcher wishes to study and who is willing to tell us what he or she knows about it (Babbie, 2010)

3.6. Data Gathering Instrument

The researcher uses a survey (questionnaire), and interview to collect primary data, and document analysis to collect secondary data.

3.6.1. Questionnaires

The questionnaire was composed of both close-ended and open-ended items. The first part of the questionnaire begins with clear introductory about the purpose of the study, and anonymity and confidentiality statement including background information of respondents. The second part of the questionnaire was composed of two scales. The first scale is about the learning potential of the workplace (LPW); developed by Nikolova et al., (2014) to measure the LPW; having 12 items in four dimensions with 5 rating scales (ranging from 1= strongly disagree to 5= strongly agree). This scale was used to answer the basic question about the learning potential of the workplace. The second scale prepared by De Bruin & De Bruin (2011) to measure learners' self-directed learning readiness (SDLR) in the workplace. This part of the questionnaire was used to answer the basic question about learners' self-directedness at the workplace having 13 items in total with 5 rating scales (ranging from 1= strongly disagree to 5= strongly agree).

The third part was multiple-choice items that were prepared by the researcher to get information about WPL practices and civil servants engagement level in WPL including the most commonly used WPL methods, common challenges facing civil servants to engage in WPL, and civil servants' level of agreement on the supportiveness of the workplace environment to learn. The final part was short-answer items; which were important to get information about the extent of WPL practice and the challenges they are facing to engage in learning at the workplace.

3.6.2. Interview

Semi-structured interviews were used to gather data for the research. The data gathered via interview helps to answer the first basic question, about WPL practice and civil servants engagement in WPL to support the data obtained by multiple-choice items and open-ended items of the questionnaire. Moreover, the interview questions were organized to get information about the nature of the work environment about the supportiveness of the work

environment to learn, its restrictiveness, and expansiveness. It helps to collect information about informal WPL; which is unrecorded and undocumented. The researcher prepared open-ended questions that can provoke ideas and expand the interview depending on the response of the respondent.

3.6.3. Document Analysis

The documents viewed in selected bureaus include library attendance, book borrowing documents, learning and development plans, and reports of some directorates in selected bureaus, meeting minutes, and job descriptions of selected job positions. Document analyses were conducted to check the extents of WPL practice and civil servants' engagement in WPL with written evidence.

Moreover, these documents were analyzed to get information about civil servants' curiosity to know something new at the workplace and their frequencies of reading work-related publications. The evidence from documents was presented as supporting evidence for the data gathered via questionnaire and interview thematically.

3.7. Reliability and Validity of Instruments

By the end of item preparation, the first step was checking the reliability and validity of items prepared for data collection. The reliability of pre-prepared scales reported by scale developers indicated that they have a very good level of reliability. Moreover, the reliability of the data from the pilot test and the actual data is also presented in Table 4 below.

Table 4 Reliability of Scales Used to Collect Research Data

Scale Type	Dimension	Reliability result in Cronbach Alpha		
		Reported	Pilot test	Actual data
LPW	Learning by reflection	.91	.81	.81
	Learning by experimentation	.90	.79	.77
	Learning from colleagues	.83	.850	.851
	Learning from supervisors	.90	.872	.867
	SDLR	.93	.948	.950

Sources: Nikolova et al., (2014), De Bruin & De Bruin (2011), pilot test data, and actual research data.

To check the items, reliability in the context area pilot testing was conducted in Bahir Dar City Education Department, among 30 respondents, who were convenient at the place of work. The reliability of the data obtained from the pilot test was checked using SPSS 24

software, (Cronbach Alpha measure of reliability was conducted) to check the reliability of items and the result is presented in Table 4 above.

To check the validity of open-ended items and multiple-choice items the researcher sought comments from the advisor and other teachers and made corrections. After translating the questionnaire into Amharic, the researcher received comments from language experts from the department of Ethiopian Language and Literature, Bahir Dar University, and made revisions based on comments given.

3.8. Data Collection Procedure

As soon as the translation of the tool was completed, the questionnaire was duplicated. In the beginning, the data collection processes were harder than the expectation of the researcher; most of the respondents were not in their office and even those who were in office were not voluntary to fill questionnaires. Finally, the researcher decides to hire supportive data collectors with close supervision. Two data collectors (both female) unemployed degree graduates (i.e. the first in Educational Planning and management, and the second in General Psychology) were hired as assistant data collectors. Data collectors were trained (for half a day); on how to approach people, about the purpose of data collection, and the significance of the research, and how to acknowledge the respondents at the end.

The data collectors were too loyal, the researcher was supervising closely, and even sudden supervisions were common in the data collection process. Moreover, the data collectors were assigned to work together and the researcher asked individually to supervise their co-workers and report daily accomplishments. Daily information exchange and checking the questionnaires they return were commonly used mechanisms to check their proper accomplishment of data collections in addition to close supervision.

The data collection process takes six weeks including document analysis, interview, and survey. The interview and document analysis part of the data collection was conducted by the researcher himself hand in hand with supervising survey data collectors. The information collected via document analysis was done by asking to check the presence of the documents and by taking important notes. The researcher was asking the documents to take as evidence while conducting an interview and take notes while voluntary interviewees provide documents as an evidence for the interview response. However, it was too difficult to have a copy of these documents, they were not happy to give a copy of it.

3.9. Method of Data Analysis

The data analysis process started with checking the questionnaires and coding them. Each questionnaire paper was coded and numbered according to the name of the institution it was collected and the order of return (like Edu_1, Edu_2, Court_1, Court_2, . . .). The next step was encoding the quantitative data into the SPSS-24 statistical tool. The research data has presented based on the sequence of research questions. As to Creswell (2014), the side-by-side comparison is an approach of data analysis in convergent parallel research design in which the researcher will first report the quantitative statistical results and then discuss the qualitative findings themes that either confirm or disconfirm the statistical results.

3.9.1. Quantitative Data Analysis

The quantitative data were analyzed using both descriptive and inferential statistics. The descriptive statistics used to analyze quantitative data were sum, mean, standard deviation, and percentage presented in tables and graphs. Moreover, three major statistical tests used to analyze the quantitative data; namely, one-way ANOVA, one-sample t-test, and independent-sample t-test. One way ANOVA was appropriate in any experiment in which the scores can be used to form two independent estimates of the population variance; (i.e. within the group and between-group variance) (Pagano, 2009). The learning potential of the sectors can form variance within each sector and the variance among sectors. Similarly, SDLR of civil servants' in regional bureaus checked across civil servants with (1) different age groups, (2) different level of education, (3) different ranges of salary, and (4) different level of work experience, and (different bureaus); and it is also appropriate to use one-way ANOVA.

One sample t-test was also an appropriate tool to check the difference between a score which is previously known and the new computed score (Pagano, 2009). For this research, a one-sample t-test employed to check the presence of a statistically significant difference between the middle point of the measurement scale [expected mean; ($M = 3$) in case of 5-point scale] and the actual mean (computed mean) score of the learning potential of the workplace, and SDLR of civil servants.

The other analysis requiring a statistical test is to check the difference in SDLR, between male and female civil servants. To check the variance between two independent groups, it was appropriate to use independent sample t-test. Moreover, the t-test is relatively insensitive to violations of normality and homogeneity of variance, depending on sample size and the type and magnitude of the violation (Pagano, 2009).

3.9.2. Qualitative Data Analysis

The qualitative data were collected via the open-ended questionnaire and interview. Therefore the data analyses were started by creating themes of data analysis based on the research question. The first theme was about the practice of WPL having sub-themes (1) extent of civil servants engagement in WPL, (2) methods of learning at the workplace. The second theme was about the learning potential of the workplace having two sub-themes; i.e. (1) supportiveness of the work environment, and (2) expansiveness or restrictiveness of the working culture of the organization. The third theme was about the challenges of civil servants to engage in WPL. The third theme was consists of sub-themes including workplace-related challenges and civil servants related challenges.

The data obtained from the document analysis were presented as supportive for qualitative data regarding the extent of civil servants' engagement in WPL. The frequency of civil servants' library attendance and frequency of learning and development meetings were presented to check the extent of engagement, performance feedback, and job description were also presented as supporting evidence for the method of learning and responsibility of the supervisor for facilitating learning.

3.10. Research Ethics Issues

To keep ethical values of research the researcher tries all the best. First, the researcher has got approval from BDU, College of Education and Behavioral Science Research Committee, and holed support letter to show for respondents and data collectors as well. While conducting interview sound recording conducted with the permission of the interviewees (i.e. oral); one interviewee was not voluntary for an interview with a sound record and the interview conducted by note-taking only.

Moreover, the researcher did not have any conflict of interest related to the research. Participation in this study was voluntary. The researcher keeps respondents' anonymity and confidentiality of their personal information, and the issue of anonymity and the purpose of the study clearly stated on the cover of the questioner. The names used in the research report were pseudo names to keep the confidentiality of the respondents' personal information.

CHAPTER FOUR

4. DATA ANALYSIS AND INTERPRETATION

Under this section research participants' background information and finding of the research is presented. The respondents' demographic background is presented first. Survey respondents' sex, age, work experience, salary, and level of education are presented in detail via bar graphs and tables. Background information of respondents is didn't contain detailed information to protect the anonymity and confidentiality of participants. Next to the demographic characteristics of respondents, the finding of the research from both qualitative and quantitative data is presented.

4.1. Background of Survey Respondents

4.1.1. Sex

Among 303 respondents 200 (66%) of respondents are males; and 101 (33.3%) are females, the remaining 2 (.7%) were missed their sex in the questionnaire. It shows that two-third of research participants are males for the research.

4.1.2. Age

As shown in the Bar graph in Figure 1 below, 155 (51.16%) of respondents' age ranges from 30_47 years. Only 12 (3.96%) of respondents' age is below 22 years old.

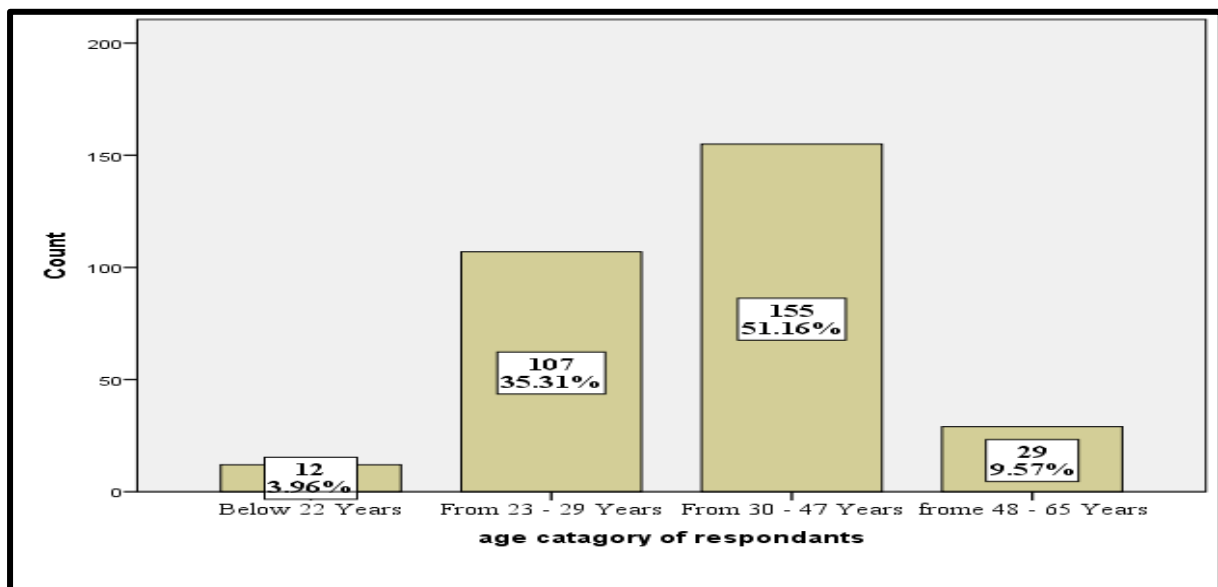


Figure 1 A Bar graph Showing Number of Civil Servants in Different Age Group

Source: Survey Data

4.1.3. Salary

Table 5 below shows 90(29.7%) of respondents earn a monthly salary ranging from 5201-7800 Ethiopian Birr. Only 36 (11.9%) respondents earn between 1700 – 3200 Birr per month. Moreover, no respondents were earning below 600 Birr per month.

Table 5 Respondents in a different salary range

Salary Range	Sample		Population	
	<i>n</i>	%	<i>N</i>	%
From 601 - 1699 Birr	44	14.5	865	12.5
From 1700 - 3200 Birr	36	11.9	1476	21.33
From 3201 - 5200 Birr	43	14.2	1350	19.5
From 5201 - 7800 Birr	90	29.7	2132	30.8
From 7801 - 10,000 Birr	43	14.2	360	5.2
10,000 Birr and above	46	15.2	738	10.7
Missing	1	.3	-	-
Total	303	100	6921	100

N = number of population, and *n* = number of sample

Source: Survey Data and ANRS CSC, (2019)

4.1.4. Work Experience

Research participants were grouped into four groups based on their work experience as indicates in the Bar graph in Figure 2 below.

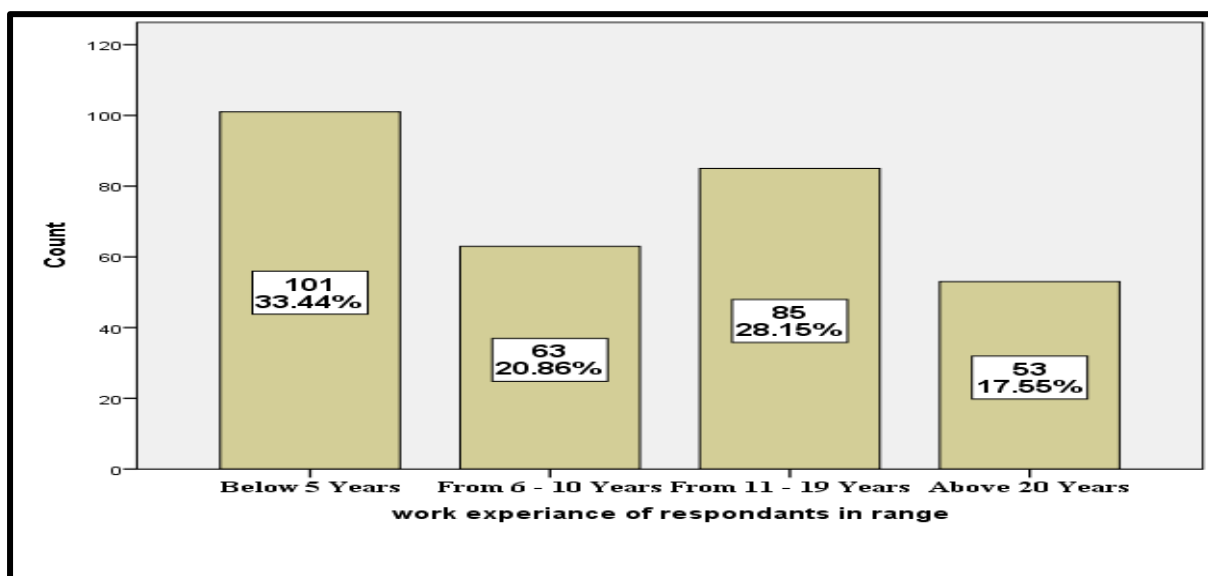


Figure 2 A Bar graph Displaying Civil Servants with Different Range of Work Experience

Source: Survey Data

As indicated in Figure 2 majority of respondents 101(33.44%) of the research have work experience blow five years. Only 53(17.55%) of respondents have work experience for more than 20 years.

4.1.5. Level of Education

Table 6 below shows the majority of 168 (55.4%) respondents are first degree holders. Only 14 (4.6%) respondents' are below diploma.

Table 6 Number of respondents in different level of education

Level of Education	.n	%	
		Sample	population
Below Diploma	14	4.6	20.18
Diploma	43	14.2	24.2
First Degree	168	55.4	44.5
Post Graduate Degree	78	25.7	10.9
Total	303	100.0	100

Source: Survey Data, and ANRS, (2019)

4.1.6. Interviewees Background

Interviewees of the research were selected purposively with the criteria of having an experience in HRD and WPL. Professionals in different bureaus were selected with special focus on experts in ANRS CSC, who were actively supporting the learning and development efforts of civil servants' in the process of change army building. Interviewees sex, institution, job position, and work experience is presented in Table 7 below.

Table 7 Background information on interviewees'

N		Institution	Job Position	Experience	Interview Duration
0.	Sex				
1.	M	Education Bureau	Director	≥ 10 years	00:15:23
2.	M	Civil Service Commission	Director*	≥ 8 years	00:22:20
3.	M	Civil Service Commission	Expert*	≥ 12 Years	00:26:08
4.	M	Civil Service Commission	Expert	≥15 Years	00:15:50
5.	M	Civil Service Commission	Administrative Judge*	≥ 9 years	00:15:02
6.	M	Trade and Market Development	Director	≥ 12 Years	00:19:54

N		Institution	Job Position	Experience	Interview Duration
0.	Sex				
7.	M	Trade and Market Development	Expert	≥ 11 years	00:12:56
8.	M	Supreme Court	Judge	≥ 10 years	00:18:01
9.	M	Supreme Court	Director	≥ 13 years	00:13:39
10.	F	Supreme Court	Director	≥ 13 Years	00:36:32

Source: Interview Data

** Interviewees were selected out of the sampling frame to get key informants*

4.2. Workplace Learning Practice and Civil Servants' Engagement

WPL practice encompasses activities being implemented by public sector organizations and civil servants to bring learning among civil servants working in public bureaus. Billett (2004) stated that the outcomes of WPL depend on the qualities of the activities and interactions. Therefore, understanding learning activities in the public sector bureau is important to understand the starting point by taking the current efforts as a baseline and to understand the qualities of learning activities. Cognizant of this issue the researcher tries to assess the current WPL practices (i.e. learning methods, learning contents, and the engagement level of civil servants in WPL) of ANRS bureaus. Data were collected via survey, interview, and document analysis to understand the extent of WPL practice in ANRS bureaus.

Perceived Engagement in WPL: Survey respondents were asked to answer the question “*do you think you are engaged in WPL?*” and their response revealed that among 303 survey respondents 297 (98%) of them responded that they are engaged in WPL. The remaining 2% are consisting of missing items and only two respondents respond they are not engaged in WPL. This implies there is an effort in ANRS bureaus to engage civil servants in WPL. Respondents also stated (in open-ended items) that the learning and development efforts designed by institutions are active in engaging civil servants in WPL.

Regarding the extent of civil servants engagement in WPL an interviewee from the Trade and Market Development Bureau stated that:

We are learning in the workplace even informally, at least we are engaged in learning practice while receiving performance feedback. Moreover, we communicate informally about the challenges facing and the way to overcome the challenges we face concerning our job. Therefore, I can say civil servants are engaged in workplace learning.

Moreover, the annual plan of education Bureau HRD department states that enhancing the performance capacity of civil servants in the bureau is the major agenda, and engaging all staff members of the bureau in continuous learning and capacity building is the means to achieve the objective of the Bureau.

Commonly Used Learning Methods: Civil servants engaged in WPL, by using different learning methods. As indicated in Table 8 multiple response items, the most commonly used learning methods are learning by reading books and/ or manuals (20%), by searching from the internet 18.3%, by asking colleagues and by participating in the training. On the other hand, learning by asking former teachers (2.8%) and learning by asking people from other organizations (6.4%) are the least frequently used methods of learning.

Table 8 Method of learning practiced by civil servants at the workplace

Learning methods Practiced in the workplace of ANRS Bureaus				
		Users of the learning method		
		<i>n</i>	%	% of Cases
Method of Learning	by asking colleagues	164	17.4	55.2
	by asking Supervisor	92	9.8	31.0
	by searching the internet	172	18.3	57.9
	by looking while others are doing	92	9.8	31.0
	by participating in trainings	147	15.6	49.5
	by reading books and/ or manuals	187	19.9	63.0
	by asking people from other institutions	61	6.5	20.5
	by asking former teachers	27	2.9	9.1
Total		942	100	317.2

n = number of respondents using the learning method

Source: Analysis of Survey Data

Moreover, Table 9 below shows, more than half of respondents 189 (62.37%) have reported they use more than two methods of learning. There are even 40 (13.2%) people who use seven and eight methods. It implies the presence of higher-level learning engagement of civil servants in WPL, with diversified learning methods.

Table 9 Frequency of civil servants more than one learning method at the workplace

Number learning methods	0*	1	2	3	4	5	6	7	8	Total
<i>N</i>	6	108	29	48	40	23	9	17	23	303
%	2.0	35.6	9.6	15.8	13.2	7.6	3.0	5.6	7.6	100

*Number of respondents who miss the question while filling the questionnaire

Source: Analysis of Survey Data

The data obtained from the interview also shows WPL is being practiced in regional bureaus through formal on-the-job training, and informal information exchange and experience sharing, performance review and feedback, and learning by doing. Nine of the interviewed civil servants (except the interviewee from Budget and Plan directorate of Supreme Court) testified that they are learning many things while performing their job, and they believe that what they learn helps them in their future performance. However, one respondent stated that “I am not learning something important for my life in the workplace, it only the bureaucratic procedures of the government”.

Moreover, interviewees stated that they are learning even contents that are not directly related to their work but relevant for their personal life. For example, Mr. Dagnnet⁶ From civil Service Commission stated that:

I learn important lessons for my life while communicating with my colleagues; especially the lesson I learn how to handle housemaids as a member of the family from my colleague brings a great change in my life. I was challenged by a turnover of housemaids in my house; ...when I ask for a consult from my colleague, he advised me to treat them as a family member and to have weekly meetings with them and discuss the things they should do and the things they shouldn't do. Then, I did everything I was advised by my colleague. Afterward, the problem is solved. Now I have a house worker who is part of my family.

They also stated that the current learning and development program scheduled once a month is very effective to bring civil servants at a similar level of performance through knowledge sharing. However, they argued against the importance of previous weekly information exchange and development group meetings which were ineffective and conducted for the sack of reporting for supervising organizations (the former Civil Service and Human Resource Development Bureau).

Moreover, a meeting minute from the Education Bureau, (i.e. Communication Directorate), and Supreme Court (i.e. Budget and Plan directorate) indicates there is a planned monthly

⁶All names of respondents in the thesis report are pseudo names

learning and development effort in the directorates. Accordingly, a presenter is assigned in selected topics based on the needs of civil servants'. Moreover, the meeting minutes also indicate the presence of monthly reporting and feedback system on the actual and the planned performances of each civil servant.

An interviewee from Trade and Market Development also assures that directors of directorates give the list of tasks at the beginning of the year for civil servants and performance measurement is conducted every six months. He also stated that the performance measurement conducted via BSC guidelines has feedbacks for every civil servant regarding the achievements and failures of civil servants. He stated that "if the supervisor or the director is active in supervision of civil servants and capable of giving constructive feedback it gives a good opportunity for the civil servant to learn from mistakes". However, survey respondents stated (in open-ended items) that supervisors are not effective in providing constructive feedback and facilitating learning at the workplace.

Similarly, the job description of the HRD Directorate Director of the Supreme Court shows the director of the directorate is responsible to give written feedback for civil servants in the directorate monthly, semi-annually, and annually. It implies the written feedback is a means of learning at the workplace to improve the capacity of civil servants. An interviewee from the Education Office stated that written performance feedback is common in his directorate and he shows the researcher sample feedback given for his subordinates at the time of interview.

4.3. The Learning Potential of the Workplace (LPW)

Nijhof and Nieuwenhuis (2008) stated that LPW is the power of the work setting to integrate learning at work, with the result of behavioral changes and the generation of new knowledge. It depends both on the characteristics of the work and organization of work as well as on the individual commitment and expertise of the trainee (Nijhof & Nieuwenhuis, 2008). In assessing the LPW Nikolova et al. (2014) developed a scale having twelve items and four dimensions of WPL. The scale focuses on the opportunities that employees have to learn through reflection, experimentation, learning from colleagues, and learning from supervisors.

The LPW in selected bureaus was measured by using the Nikolova et al.'s scale. Table 10 below shows the mean score and standard deviation of 10 bureaus LPW as rated by civil

servants working in each regional bureau. The expected mean is the sum of the scale's middle point. The scale has five levels and the middle point is three. Therefore the sum of the three items middle point (3) in each dimension is 9. As Table 10 shows the sampled respondents in all regional bureaus scored above-average score in the LPW across all dimensions. This implies that the selected organizations have above average/very good learning potential.

Table 10 The Learning Potential of the Workplace in ANRS bureaus

N	Bureau	Learning By								
		Learning By Reflection			Experimentation		Learning from Colleagues		Learning from Supervisors	
		<i>N</i>	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>
1.	Education	30	10.50	2.39	10.23	2.69	11.03	2.95	10.10	2.72
2.	Road and Transport	30	10.13	2.91	10.37	2.94	10.63	3.16	10.47	3.42
3.	Supreme Court	30	11.23	3.07	10.20	3.51	12.50	2.46	11.53	2.87
4.	Health	30	12.13	2.11	11.27	2.21	11.57	1.94	10.77	2.65
5.	Trade	30	10.33	3.03	9.90	2.771	11.00	3.12	10.43	3.34
6.	Urban Development	30	11.13	1.93	10.77	3.002	11.37	1.96	9.53	3.09
7.	TVE Development	31	11.10	2.82	10.06	3.235	11.13	3.14	10.81	3.26
8.	Agriculture	32	10.75	2.74	9.91	2.441	10.31	3.83	9.66	3.56
9.	Revenues	30	10.90	2.20	10.33	2.496	11.70	2.00	11.37	2.81
10.	Water, Resource Development	30	11.23	2.62	9.47	3.003	12.07	3.23	10.30	3.79
	Total	303	10.94	2.63	10.25	2.849	11.32	2.88	10.49	3.19

Source: Analysis of Survey Data

To check the presence of a statistically significant difference between the expected mean ($M=9$) and the sum of scores of regional bureaus in four dimensions a one-sample t-test was conducted. The rating questionnaire has 5 point scale and three (3) is the middle point that can serve as a point of reference to say it is below the middle point or above the middle point. Since the average score of two items having the two extreme values (i.e. 1 and 5) is 3, the researcher wants to analyze by the sum of scores and the middle point for some of the scores for three items in each dimension is 9 (3 items in each dimension * the middle point 3 =9).

Table 11 One-Sample t-test result of LPW in four dimensions

WPL Dimension	<i>M</i>	<i>t</i> (302)	Mean Differenc e	95% CI of the Difference	
				Lower	Upper
By Reflection	10.94	12.88**	1.94	1.65	2.24
By Experimentation	10.25	7.62**	1.25	.93	1.57
From Colleagues	11.32	14.04**	2.32	2.00	2.65
From Supervisors	10.49	8.14**	1.49	1.13	1.85

Note test values is 9; ** $p < .001$, two-tailed; $n = 303$

Source: Analysis of Survey Data

The one-sample t-test result presented in Table 11 above indicates there is a statistically significant difference between the observed mean of ‘learning by reflection dimension’ ($M = 10.94$, $SD = 2.63$) and the expected mean ($M = 9$) with a mean difference of 1.944(condition, $t(12.875)$, $df(302)$, $p < 0.001$). The observed mean of ‘learning by experimentation dimension’ ($M = 10.25$, $SD = 2.849$) is also greater than expected mean ($M = 9$) and the mean difference (1.248) is statistically significant (condition, $t(7.623)$, $df(302)$, $p < .001$).

Moreover, to check the presence of a statistically significant mean difference in the LPW (in all four dimensions) among the selected regional bureaus F test was computed and the result is presented in Table 12.

Table 12 ANOVA Table Showing a Comparison Result of the LPW

Learning						
Dimension		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>P</i>
Learning By Reflection	Between Groups	87.337	9	9.70	1.423	.178
	Within Groups	1998.710	293	6.82		
	Total	2086.046	302			
Learning By Experimentation	Between Groups	66.646	9	7.41	.910	.517
	Within Groups	2383.790	293	8.14		
	Total	2450.436	302			
Learning from Colleagues	Between Groups	118.011	9	13.11	1.609	.112
	Within Groups	2388.292	293	8.15		
	Total	2506.304	302			

Learning						
Dimension		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>P</i>
Learning from Supervisors	Between Groups	116.572	9	12.95	1.284	.245
	Within Groups	2955.157	293	10.09		
	Total	3071.729	302			

Source: Analysis of Survey Data

The F-test result presented on Table 12 reveals that there is no statistically significant difference among 10 regional bureaus in all dimensions of learning: (i) learning by reflection dimension at ($F = (9/293) = 1.423$; $P = .178$). (ii) Learning by experimentation dimension at ($F = (9/293) = .91$; $P = .517$). (iii) Learning from colleagues dimension at ($F = (9/293) = 1.609$; $P = .112$); and (iv) learning from supervisors at ($F = (9/293) = 1.284$; $P = .245$) with 95% confidence interval.

Moreover, the data obtained from open-ended items regarding the LPW also confirm the presence of high potential for learning in regional bureaus. Moreover, the data obtained from interview shows that most of the regional bureaus (Education Bureau, Agriculture Bureau, Trade and Market Development Bureau, TVE Development Bureau, Supreme Court House, Civil Service Commission, Water Resource Development Bureau, Road and Transport Bureau, and Health Bureau) have libraries equipped with books and furniture. While the researcher was searching for the frequency of civil servants using the library, the attendance sheet of the libraries in the Education Bureau, Trade and Market Development Bureau, and Supreme Court indicates there are 3 users per day on average. Libraries in the remaining bureaus were closed because of COVID-19 Pandemic and librarians were not available there.

Supportiveness of the work environment for learning and the working culture expansiveness or restrictiveness is common qualitative parameters to judge the LPW. The supportiveness of the work environment and the working culture of the organization are presented in the subsequent section respectively.

4.3.1. Supportiveness of the Work Environment for WPL

Clarke (2005) stated that institutions with supportive training and development infrastructure have better WPL outcomes than their counterparts. A supportive learning environment motivates civil servants to engage in WPL. A supportive work environment is the one that has the necessary facilities and supportive management including the emotional environment (see chapter two for the detail).

To check the supportiveness of the learning environment questionnaire items were prepared and civil servants were asked to rate. Accordingly, the data obtained via a questionnaire (see Table 13) depicts the majority of survey respondents⁷ 191 (73%) reported that their workplace is supportive to learn. Only 49 (16.2%) of respondents rate their workplace as not supportive to learn.

Table 13 Frequency of survey respondents who rate their workplace as supportive to learn

		Frequency	Percent	Valid Percent
Valid	It never supports learning	15	5.0	5.3
	It is not supportive	34	11.2	11.9
	It is difficult to judge	45	14.9	15.8
	It is Supportive	128	42.2	44.9
	It is very supportive	63	20.8	22.1
	Total	285	94.1	100.0
Missing		18	5.9	
Total		303	100.0	

Source: Analysis of Survey Data

Similarly, the data obtained from interviewees confirms that regional bureaus have a supportive learning environment as they are equipped with internet access and library services. Moreover, interviewees affirmed that the presence of experienced civil servants is a good opportunity to learn at the workplace. For example, Mr. Adege explains the supportiveness of his workplace to learn by saying:

The work environment in our bureau [Education Bureau] is supportive to learn for those who have interest and commitment to learning. Everyone can learn at his/her pace as most of the workers have access to a well-furnished office, personal computers with internet access, and printed books in the library, semi-annually and annually published magazines, weekly published newspapers, and brochures about different issues concerning the bureau. What matters is the learning interest of the civil servants.

Similarly, Mr. Dagnnet stated that there is no substantial challenge that hinders workers from learning in their workplace. He said:

⁷ Sum of respondents who rate their workplace as supportive and very supportive

As a judge, I am learning from each case I deal with every day. To make sound decisions, I have to articulate the case from different dimensions by reading proclamations, penalty codes, directives, and other materials related to the case. In doing so, I am not only doing my job but also learning from my reading of the above-mentioned documents.

However, interviewees also stated that there is suspicion among civil servants who are members of the ruling party and those who are not. The presence of such suspicions among them also affects the open communication among civil servants to learn each other. Moreover, interviewees affirmed that the presence of suspicion affects open communication among civil servants to learn each other. However, this argument is against the finding obtained from quantitative data which states regional bureaus have above average LPW in learning from the colleague dimension.

4.3.2. Restrictiveness or Expansiveness of the Workplace Environment

The working culture of the organization also affects the effectiveness of WPL (ILO, 2013). An expansive learning environment is one that presents wide-ranging and diverse opportunities to learn, in a culture that values and supports learning; a restrictive learning environment on the other hand gives limited opportunity to learn at the workplace (Hodkinson & Hodkinson, 2005). Expansiveness and restrictiveness of the workplace environment is another criterion to judge the LPW. The interviewees were asked about the nature of their work environment; its openness to all and/or restrictiveness. Interviewees affirm that the nature of the work environment in most bureaus is restrictive to the department of civil servants they belong to. Civil servants can learn from colleagues in the same job department. By supporting this argument Mr. Dagnnet stated that:

Monthly learning and development programs in our directorate are department-based and we have no opportunity to learn issues related to other departments. Civil servants in our directorate share everything daily. However, civil servants from other directorate did not have information about our department.

Similarly, Mr. Genzebu from Trade and Market Development Bureau stated that learning and information sharing is limited to the directorate in which he belongs to; and he did not have a chance to communicate with civil servants out of his department unless there is a meeting for entire civil servants for pre-specified agenda. It implies the learning opportunity of civil servants' is restricted to the skill and knowledge required by their job department, and they have no opportunity to learn the skills and knowledge required by other job departments.

Moreover, all five observed meeting minutes of the Supreme Court (i.e. Plan and Budget Directorate and Human Resource Management Directorate), Education Bureau

(communication Directorate), Civil service Commission (human resource Laws enactment directorate) do not indicate the presence of experience sharing out of the institution and even with other directorates in the same institution. An interviewee from Budget and Plan directorate of the Supreme Court explains that civil servants have limited time and they did not plan to learn out of the directorate.

Most of the interviewees stated that civil servants did not have a chance for the cross directorate and cross-organizational learning practices, out of the directorate they belong to. Moreover, an interviewee from the Civil service commission state that:

Civil servants are working on their job in isolation and there is no cross-department or cross-organizational support among civil servants. Moreover, civil servants have no chance to participate in more than one department at a time to have multidimensional knowledge and skill.

Moreover, interviewees stated that the working culture of the organization did not give appropriate credit for informal learning; rather the managers and even civil servants themselves values learning from educational institutions.

However, one interviewee from the Supreme Court stated that there is an expansive working culture in the institution and even job rotation of judges from one department to another is common as she stated.

4.4. Civil Servants' SDLR to Learn at the Workplace

Civil servants with a high level of SDLR become responsible for their learning at the workplace (Guglielmino & Guglielmino, 2008). Therefore, knowing the level of civil servants' SDLR is vital to plan effective WPL program. Cognizant of this the researcher examined SDLR of civil servants by using a scale having 13 items. Moreover, the effect of different demographic characteristics (including working bureau, sex, age range, level of work experience, salary range, and level of education) of civil servants on their SDLR was analyzed.

4.4.1. SDLR Level of Civil Servants' in Different Bureaus

J.-H. Park and Kwon (2004) founded that employees in different organizations had different levels of self-directed learning readiness. The researcher wants to check the effect of working in different regional bureaus on SDLR of civil servants. Ten regional bureaus were selected randomly and perceived SDLR of civil servants working in selected bureaus were measured by using a scale of SDLR at the workplace.

The one-sample t-test result presented in Table 14 shows the SDLR of total civil servants ($M = 3.85$, $SD = .874$) is above the expected mean (middle point of the scale, 3 = neutral). However, the researcher has conducted a one-sample t-test to check the presence of a statistically significant difference between the expected mean ($M = 3$) and the actual mean of civil servants working in ten different bureaus.

Table 14 SDLR level of civil servants across regional bureaus

No	Regional Bureaus	N	M	SD	t	Df	P	Mean Difference	95% CI of Difference	
									Lower	Upper
1.	Education	30	4.04	.65	8.79	29	.00	1.04	.80	1.29
2.	Road and Transport	30	3.75	1.01	4.10	29	.00	.75	.38	1.13
3.	Supreme Court	30	4.03	.618	9.09	29	.00	1.03	.79	1.26
4.	Health	30	3.96	.91	5.77	29	.00	.96	.62	1.29
5.	Trade	30	3.87	.72	6.62	29	.00	.87	.60	1.14
6.	Urban Development	30	4.02	.77	7.24	29	.00	1.02	.73	1.31
7.	TVE Development	31	3.91	.87	5.86	30	.00	.91	.59	1.23
8.	Agriculture	32	3.24	1.12	1.20	31	.24	.23	-.17	.64
9.	Revenues	30	3.66	.93	3.88	29	.001	.66	.31	1.01
10.	Water	30	4.04	.76	7.47	29	.00	1.04	.75	1.32
11.	Total	303	3.85	.87	16.91	302	.00	.85	.75	.95

Expected mean = 3;

Source: Analysis of Survey Data

As shown in Table 14 above, the result of the single sample t-test result reveals that total civil servants average SDLR score is higher than the middle point of the scale (3) with a statistically significant level at ($M = 3.85$, $SD = .874$, $t(302) = 16.914$, $P = .000$). However, SDLR of civil servants working in Agriculture bureau have no statistically significance difference with the expected mean ($M = 3$) at ($M = 3.24$, $SD = 1.12$, $t(31) = 1.202$, $p = .239$). It implies civil servants' working in the Agriculture Bureau have an average level of SDLR and other civil servants working in the remaining regional bureaus have above average SDLR score.

Moreover, the researcher conducted one way ANOVA (f-test) to check the presence of a statistically significant difference in SDLR of civil servants depending on the regional bureau they are working in. The F-test result indicated in Table 15 below revealed that at least one of the group mean SDLR of civil servants' is significantly different from the others, with $F(9,$

293) = 2.728, $p = .005$. To verify which pair of means significantly differed conducting a Post hoc test was compulsory.

Table 15 ANOVA table of civil servants SDLR score across organizations

Mean of SDLR scores	SS	Df	MS	F	P
Between Groups	17.824	9	1.980	2.728	.005
Within Groups	212.700	293	.726		
Total	230.524	302			

Source: Analysis of Survey Data

The post hoc comparison conducted by Tukey's HSD test presented in table 16 shows the average SDLR of civil servants working in Agriculture Bureau ($M = 3.24$, $SD = 1.12$) is lowered than their counterparts working in: (a) Education Bureau ($M = 4.04$, $SD = .65$, $P = .009$); (b) Supreme Court ($M = 4.03$, $SD = .62$, $P = .012$); (c) Health Bureau ($M = 3.96$, $SD = .91$, $P = .034$); (d) Urban Development, Housing and Construction Bureau ($M = 4.02$, $SD = .77$, $P = .012$) and (e) Water, Irrigation and Energy Development Bureau ($M = 4.04$, $SD = .76$, $P = .01$) in statistically significant level with 95% confidence interval. However, there is no statistically significant difference between other possible pairs of organizations' in mean score of civil servants' SDLR score (see Appendix E).

Table 16: Tukey's HSD Post hoc test result of SDLR Comparison across regional bureaus

Bureau		Mean Difference (I-J)	Std. Error	P	95% CI	
(I)	Bureau (J)				Lower Bound	Upper Bound
Agriculture Bureau	Education Bureau	-.80561*	.21653	.009	-1.4960	-.1153
	Supreme Court	-.78766*	.21653	.012	-1.4780	-.0973
	Health Bureau	-.71843*	.21653	.034	-1.4088	-.0281
	Urban Development Bureau	-.78510*	.21653	.012	-1.4754	-.0947
	Water Resource Development Bureau	-.80048*	.21653	.010	-1.4908	-.1101

Where: CI = confidence interval; and P = level of significance

Source: Analysis of Survey Data

4.4.2. Sex Difference and SDLR of Civil Servants

The research planned to check the difference in SDLR across different demographic characteristics of civil servants; aiming to recommend a different type of support depending on their SDLR level. The researcher wanted to check the effect of being female or male on

SDLR of civil servants working in regional bureaus. As indicated in Table 17 the independent sample t-test result depicts there is no statistically significant difference between SDLR of female ($M = 3.92$, $SD = .70$) and males ($M = 3.81$, $SD = .95$), civil servants with $t(295.35) = -1.15$, $p = .253$). It implies male and female civil servants have a relatively similar level of self-directedness to learn at the workplace.

Table 17: t-test result for SDLR between Male and Female Civil servants

Group	n	M	SD	95% CI for Mean Difference		Mean Difference	t	df	P
				Lower	Upper				
Male	200	3.81	.95	-.30	.08	-.11	-1.15	259.35	.253
Female	101	3.92	.70						

Note: Leven's test for equality of variance indicates $p = .001$ and the test did not assume equality of variance

Source: Analysis of Survey Data

4.4.3. Age Range and SDLR of civil servants

To check the effect of age on SDLR of civil servants the researcher categorizes civil servants into four groups depending on their age range. The age range was developed based on the report of ANRS CSC, by taking only the legal working age of civil servants (the age between 18 and 65). The descriptive statistics in Table 18 below shows there is a difference in SDLR across different age groups ranging from the lowest SDLR, for the age group between 48 – 65 years, ($M = 3.72$, $SD = .88$) to highest SDLR, age group below 22 years, ($M = 4.04$, $SD = .34$).

Table 18 SDLR of civil servants in different age groups

Respondents' Age Range	N	Sum	M	SD
Below 22 Years	12	48.46	4.04	.34
From 23 - 29 Years	107	410.23	3.83	.93
From 30 - 47 Years	155	599.77	3.87	.86
from 48 - 65 Years	29	107.77	3.72	.88
Total	303	1166.23	3.85	.87

Source: Analysis of Survey Data

One way ANOVA was conducted to check the presence of statistically significant differences across different age groups of civil servants. The test result presented in Table 19 shows there is no statistically significant difference in mean SDLR score of civil servants in different age groups, $f(3/296) = .420$, $P = .738$).

Table 19: ANOVA Table showing the difference in SDLR across different age groups

	<i>SS</i>	<i>Df</i>	<i>MS</i>	<i>F</i>	<i>P</i>
Between Groups	.971	3	.324	.420	.738
Within Groups	227.755	296	.769		
Total	228.725	299			

Source: Analysis of Survey Data

It implies that age difference has no significant effect on perceived SDLR of civil servants working in ANRS.

4.4.4. Salary Level and Civil SDLR

Civil servants in the region have a different level of salary depending on their level of education, job position, work experience, and other factors (ANRS Council, 2002). The researcher wants to know the effect of civil servants' monthly salary on their SDLR levels. In doing so the researcher categorizes respondents into six groups; based on their monthly salary as categorized by the Revenue Bureau to calculate income tax of civil servants.

Table 20 SDLR of civil servants in different level of monthly salary

No.	Ranges of Salary	<i>n</i>	Sum	<i>M</i>	<i>SD</i>
1.	From 601 - 1699 Birr	44	180.38	4.10	.48
2.	From 1700 - 3200 Birr	36	145.00	4.03	.78
3.	From 3201 - 5200 Birr	43	157.46	3.66	.94
4.	From 5201 - 7800 Birr	90	340.69	3.79	.90
5.	From 7801 - 10,000 Birr	43	168.31	3.91	.77
6.	10,000 Birr and above	46	169.69	3.69	1.13
	Total	302	1161.54	3.85	.874

Source: Analysis of Survey Data

Table 20 shows civil servants in a different range of monthly salary have a different mean score of SDLR ranging from the minimum ($M = 3.66$, $SD = .94$), for civil servants earning from 3201 – 5200) to the maximum ($M = 4.09$, $SD = .47$), for civil servants earning From 601 – 1699 Birr per-month. One way ANOVA conducted to check the presence of a statistically significant difference between different earning groups in the SDLR mean score.

Table 21: ANOVA test result table for SDLR across different salary ranges

	<i>SS</i>	<i>Df</i>	<i>MS</i>	<i>F</i>	<i>P</i>
Between Groups	7.142	5	1.428	1.899	.094
Within Groups	222.669	296	.752		
Total	229.811	301			

Source: Analysis of Survey Data

The F-test result in Table 21 shows there is no statistically significant difference in civil servants SDLR as a result of a change in monthly salary at $F(5/293) = 1.87$, $P = .100$ with 95% confidence interval. It implies the change in the salary of civil servants working in ANRS does not have a significant effect on their perceived SDLR.

4.4.5. Work Experience and Civil Servants SDLR

Civil servants have different ranges of work experience in ANRS bureaus (ANRS CSC, 2019a). To check the effect of work experience on SDLR of civil servants the researcher categorized civil servants in five groups based on their work experience using the category developed by ANRS CSC to prepare annual civil servants' statistics. Table 22 below shows descriptive statistics about the SDLR of civil servants having a different range of work experience.

Table 22: SDLR of Civil servants having a different range of work experience

No.	Range of work Experience	<i>N</i>	Sum	<i>M</i>	<i>SD</i>
1.	5 Years and below	101	398.77	3.9482	.81822
2.	From 6 - 10 Years	63	241.31	3.8303	.92382
3.	From 11 - 19 Years	85	317.85	3.7394	.88011
4.	20 Years and above	53	204.62	3.8607	.91491
	Total	302	1162.54	3.8495	.87509

Source: Analysis of Survey Data

The descriptive statistics in Table 22 show civil servants having below 5 years and below work experience have the highest SDLR ($M = 3.95$, $SD = .82$), and civil servants having work experience from 11- 19 years have the lowest SDLR ($M = 3.74$, $SD = .88$). Moreover, one way ANOVA was conducted to check the presence of a statistically significant difference in SDLR score between civil servants having a different range of work experience.

Table 23: ANOVA result for SDLR of Civil servants having a different range of work experience

	<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>P</i>
Between Groups	2.045	3	.682	.889	.447
Within Groups	228.455	298	.767		
Total	230.500	301			

Source: Analysis of Survey Data

The f-test result presented in Table 23 shows there is no statistically significant difference in SDLR between groups of civil servants in a different range of work experience, $F(3/298) = .89$, $P = .45$) with 95% confidence interval. It implies the difference in work experience has no significant effect on perceived SDLR of civil servants in ANRS.

4.4.6. Level of Education and Civil Servants SDLR

To check the effect of education level on SDLR of civil servants the researcher grouped survey respondents into four groups based on their level of education. Civil servants with the level of education up to the former 10+2 or the current level 2 TVET diploma were categorized under a group below diploma; those who have a college diploma (the former 10+3 or the current level-3) to higher diploma (level-5) grouped under diploma holders. Those who have a university degree in undergraduate program grouped under first-degree holders and those who completed their postgraduate class, including both Masters and Ph.D. holders grouped under postgraduate degrees.

Table 24: SDLR and Respondents Level of Education

Level of Education	<i>N</i>	Sum	<i>M</i>	<i>SD</i>
Below Diploma	14	59.38	4.2418	.48824
Diploma	43	169.69	3.9463	.77553
First Degree	168	644.62	3.8370	.87048
Post Graduate Degree	78	292.54	3.7505	.96883
Total	303	1166.23	3.8489	.87368

Source: Analysis of Survey Data

As shown in Table 24 the mean score of civil servants varies between the minimum SDLR for postgraduates ($M = 3.75$, $SD = .96$) and the maximum for below diploma holders ($M = 4.24$, $SD = .49$). F-test was conducted to check the presence of a statistically significant difference and the result of the test is presented in Table 25 below.

Table 25: ANOVA Result of SDLR in different level of education

	<i>SS</i>	<i>Df</i>	<i>MS</i>	<i>F</i>	<i>P</i>
Between Groups	3.348	3	1.116	1.469	.223
Within Groups	227.176	299	.760		
Total	230.524	302			

Source: Analysis of Survey Data

The F-test result revealed that there is no statistically significant difference in SDLR of civil servants depending on their level of education, ($F(3/299) = 1.47$, $P = .22$) in 95% confidence. It implies the change in the level of education does not have a significant effect on the SDLR of civil servants working in ANRS bureaus.

4.5. Challenges Facing Civil Servants' to Learn at the Workplace

ILO (2013) reported that presence of too much workload, shortage of people to learn from, little or no monetary incentive for learning, and lack of organizations' commitment to giving time for learning, lack of career guidance, and ineffectiveness of HRD or training department as the main barriers to WPL. Challenges facing civil servants to engage in WPL are not the same all over the world. Civil servants may face different challenges depending on the context of the workplace.

By considering the effect of context on challenges facing civil servants to learn at the workplace, the researcher has tried to investigate the challenges of engaging in WPL in the workplace of ANRS bureaus. To this end, civil servants were asked to select challenges they are facing among multiple items and to write significant challenges facing them to engage in WPL via questionnaire. Moreover, interviewees were also asked to justify major challenges facing them to engage in the workplace. Based on the data obtained from both, questionnaires and interviews, challenges facing civil servants can be grouped into two themes; challenges related to civil servants and challenges related to the workplace environment.

Table 26: Multiple Response Frequency of Challenges Facing to engage in WPL

Group of challenges	List of Challenges	Frequency		% of Cases
		n	%	
	No challenge at all to learn at the workplace	64	14.5	22.2
<i>Challenges related to civil servants</i>	Lack of time	57	12.9	19.8
	Lack of interest to learn	53	12.0	18.4
	Lack of cooperation from colleagues	17	3.8	5.9
<i>Challenges related to the work environment</i>	Lack of internet access	32	7.2	11.1
	Lack of effective monitoring and supervision	82	18.6	28.5
	Supervisors' incapability to facilitate learning	65	14.7	22.6
	Working culture of the organization	72	16.3	25.0
	Total	442	100	153.5

Source: Analysis of Survey Data

Table 26 depicts 64(22.2%) of survey respondents responded that there is no challenge to learn at the workplace. The remaining respondents select different challenges that are facing them among the listed items. A list of challenges is grouped into two groups. To make the analysis means it is important to present the data obtained from the interviews together with the above quantitative data Table. Therefore, challenges related to civil servants (listed in Table 26) are presented together with the data obtained from interviews and open-ended

questionnaires in the subsequent section. Next, challenges related to the workplace (listed in Table 26) are presented together with the data obtained from open-ended questionnaires and interviews.

4.5.1. Challenges Related to Civil Servants

Challenges related to civil servants include intra-personal challenges and challenges of peers. As indicated in Table 26 above these challenges are lack of time, lack of interest, and lack of cooperation with colleagues.

4.5.1.1. Lack of Interest to Learn

The interest of the learner is vital to make learning efforts effective. Rogers and Horrocks (2010) found that learning is a voluntary activity of the learner. Therefore, the interest of civil servants to engage in WPL is vital. Cognizant of this, the researcher tries to re-search the extent of civil servants' interest to learn at the workplace. Among survey respondents, 53(18.4%) responded that a lack of interest to learn at the workplace is a challenge they are facing to learn at the workplace.

To have an interest in learning at the workplace, employees need to have a clear understanding of the importance of WPL for their personal and career development. ANRS CSC (2016) stated that the attitudinal problem of civil servants towards learning at the workplace is a challenge facing the learning and development practice of the public sector. To make the learning program effective it needs to be valued by the participant.

Taking this into consideration, the purposively selected civil servants were asked to explain their views on the importance of WPL. From the responses of the interviewees, it can be noted that not all civil servants had an equal understanding of the importance of WPL. Some interviewees showed a strong belief in the importance of WPL and they have raised several advantages of WPL. However, few interviewees argued against it.

The importance of WPL as mentioned by interviewees can be summarized into the following five themes. First, it helps to fill the skill gap of newly hired civil servants in the organization. The interviewees emphasized that WPL is more important for new graduates coming to the workforce to adapt to a new environment and to acquire basic work-related skills, including the ethical values of their profession, even the bureaucracy. By supporting this argument, Mr. Dagnnet (an administrative judge) from ANRS CSC stated that:

Even though formal education is important to produce a large number of graduates, it is impossible to produce effective civil servants via formal schooling alone. It is important to create a good learning environment in the workplace for new graduates who joined the civil service workforce. That is why law school graduates are engaged in Lawyers' Training Institutes to get important workplace skills by working as a supportive judge or supportive attorney.

The second importance of WPL stated by interviewees was its importance to update senior civil servants' knowledge and skill with the changes in technology and the working structure of the organization. Related to this argument, Mr. Defaru from ANRS Supreme Court stated that whenever new technologies are introduced in the workplace the knowledge of senior civil servants becomes outdated and they need to learn how to use such new technologies for their job accomplishment.

The third importance of WPL mentioned by interviewees was its importance for civil servants who change the working organization and/or working position, to adjust them with the new position or working culture. Mr. Aweke states that there are civil servants (including high-level managers) who change their job annually and even semi-annually and it makes difficult to organize off-the-job training to equip them with necessary skills to perform their job. However, WPL helps them to learn informally with the help of their colleagues.

The fourth theme of interviewees' response regarding the importance of WPL is its irreplaceable role in equipping civil servants with practical skills that are important for the context they are working. Mr. Belayneh from ANRS Civil Service Commission stated that “Most of the skills and knowledge we acquired from formal education could not be implemented at the workplace; they are mainly theoretical and abstract and assumes that every situation is the same and knowledge is universal”. This argument implies WPL is vital to learn context-specific skills, which are essential to perform the job in line with the context.

The final theme is the cost effectiveness of WPL. Eight of ten interviewees believe that WPL is cost effective and it does not require a huge amount of budget to run especially the informal WPL. Mr. Aweke stated that “it is possible to engage all civil servants to WPL at a time with little or no budget; however, it is difficult to organize off the job training at a time for all civil servants”.

However, fewer interviewees were having an odd argument, about the importance of WPL. Mr. Defaru from Supreme Court argues WPL is not important to acquire important knowledge and skill; rather it helps only to transfer traditional ways of doing things. He also argued, “*Informal learning at the workplace is important only to learn the bureaucratic*

procedures of the public service and it creates a bureaucracy which is a challenge for service seekers [emphasis added]”.

In line with the above findings, respondents argued that there is a challenge of politicizing learning at the workplace, which decreases their interest in learning. Mr. Dagnnet stated that:

Everything taken as politics, even we politicized our dressing. Similarly, civil servants politicized the learning and development program, which were very important to learn at the workplace. ... and I believe it is important to find another term which replaces learning and development [emphasis added], development group, change army and one-two five networking; to depoliticize and to use in the public service sector for learning purpose. I understand it has politicized because of its origin; it originated in political parties.

This argument is supported by most of the interviewees, and they were stating that the politicization of learning and development efforts in regional bureaus have been decreased after the then Civil Service and Human Resource Development Bureau downsized to Civil Service Commission by the reform of Abiy Ahmed (Ph.D.)’s government.

The presence of such arguments implies some civil servants did not value the importance of WPL for their personal and career development. This implies civil servants are facing challenges to engage in WPL from peers who devalue the importance of WPL, and even they are challenged by their intrapersonal thinking about the importance of WPL.

Similarly, interviewees affirmed that the presence of politicization of WPL and misunderstanding of the importance of WPL affects the interest of civil servants to learn at the workplace. Mr. Dagnnet stated that some civil servants have no interest to take part in WPL because of a lack of immediate return on learning at the workplace. He also stated that civil servants have the interest to learn things which lead to salary increment or training with per dimes. Moreover, the presence of political interference on the selection of learning content and method of assessment were challenges that affect the interest of civil servants to learn at the workplace as stated by Mr. Dagnnet.

4.5.1.2. Lack of Cooperation from Colleagues

As to Egle (2009), the presence of good social interaction among civil servants creates a good social environment to learn. Among survey respondents, 17(5.9%) responded that a lack of cooperation from colleagues at the workplace is a challenge they face to learn. Similarly, six interviewees affirmed that there is a lack of openness to ask colleagues for help in one direction and unwillingness to share knowledge in another direction. By supporting this argument Mr. Belayneh stated that:

Asking staff members for help to fill any knowledge or skill gap is considered as, showing a personal gap and inability for others and allowing them to undermine you. Therefore, most civil servants did not want to ask their colleagues for help unless he/she is his/her best friend in the organization. . . similarly, some senior civil servants do not want to share their knowledge for newly hired civil servants.

Similarly, there is a lack of openness on the side of some senior civil servants. They are not willing to support those who need their help. Even some civil servants hide manuals for themselves. Mr. Azeze affirmed that:

Some civil servants did not want to share what they know. Even they hide new directives and manuals to use lonely before accessed by other staff members. By believing that having a new directive or manual lonely, helps them to be the only expert in the organization working according to new directives and manuals.

It indicates a lack of cooperation among civil servants is a potential challenge that faces civil servants to engage in WPL. This finding is against the finding obtained by the quantitative data about LPW in learning from colleagues dimension; which states regional bureaus have above average LPW in learning from colleagues dimension.

4.5.1.3. Lack of Time to Learn at the Workplace

Being busy or lack of time to learn is another challenge reported by 57(19.8%) of survey respondents. Interviewees stated that civil servants face a challenge of lack of time because of having an additional role in the family and the society in addition to a high workload.

Similarly, the data obtained from interviewees indicate civil servants have limited time to learn at the workplace. An interviewee from the Supreme Court stated that he had a high workload and even he cannot assign time to learn from colleagues. However, he stated that unconsciously he learns a lot through experience in the process of accomplishing his tasks. He stated that “I learn a lot in decisions, I made than what I learn from formal classes”. It implies a lack of time restricts only planned learning. Civil servants are engaged in learning unconsciously while performing their job, even though it depends on the profession.

4.5.2. Challenges Related to the Workplace

Workplace related challenges are challenges created by the management system of the bureau or the workplace environment.

4.5.2.1. Lack of Effective Monitoring and Supervision

As indicated in Table 26 above, the most significant challenge, reported by 82 (28.5%) of respondents, challenging civil servants to engage in WPL is a lack of effective

monitoring and supervision that can motivate civil servants to have a curiosity to know something new at the workplace. The problem of monitoring and supervision system 82 (28.5%) together with a supervisors' incapability to facilitate learning at the workplace 65 (22.6%) constitutes 147 (51.1%) of challenges facing civil servants to engage in WPL in regional bureaus as responded by participants.

Similarly, the response of interviewees confirms this argument. Mr. Azeze from ANRS CSC stated that the supervision and follow up in each organization are not effective. He states that:

. . . Supervision of learning and development terminated after the new regional cabinet adjustment (which downsizes Civil Service and Human Resource Development Bureau to Civil Service Commission and limited the mission of the civil service sector). Therefore, the civil service commission stopped following up on other sectors learning and development. The only active method of workplace learning practice now is off the job training with per-dimes for trainees.

However, there is an argument that challenges the importance of follow-up and supervision for the effectiveness of WPL. Regarding this argument, Mr. Adege [A Director of Directorate X] in the ANRS Education Bureau stated that:

Regional bureaus are responsible only to fulfill the necessary inputs for learning; including a well-furnished library with appropriate books, internet access, an effective communication channel to share organizational information, and timely feedbacks for a report. After fulfilling such inputs for learning at the workplace, being an active learner or not is up to the civil servant not the management team of the organization.

Even though learning is the responsibility of the learner, a learning practice should be applicable for an immediate job to engage learners effectively. Knowles (1980) stated that as people get matured their time perspective changes from one of postponed application of knowledge to immediacy of application. Therefore, civil servants are matured adults and the learning program needs to have a return immediately.

The interviewees affirmed that the supervision system in civil service organization WPL is ineffective in differentiating active participants and non-participants, and giving recognition for effective learners that can motivate for further accomplishment. One respondent from Water, Irrigation, and Energy Development Bureau wrote on the open-ended item of the questionnaire by arguing the necessity of recognizing learning at the workplace. He states, *“There is no change whether you learn at the workplace or not; no one is recognized for being an active learner and no one is responsible for being passive to learn at the workplace[emphasis added]”*.

Regarding this argument, Mr. Aweke from ANRS Attorney General Bureau stated that, even though learning at the workplace is very important to learn necessary skills and knowledge for the job and to go with changes at the workplace, there is no accreditation system, which recognizes the skill and knowledge acquired at the workplace informally. He also stated that the absence of an accreditation system, in turn, affects WPL, by demotivating civil servants. Moreover, he expresses his feeling by saying:

No one wants to kill time by planning and engaging in a learning program with no return in his/her earning. Even though there is informal learning unconscious of the civil servants, most civil servants have no plan to participate in non-formal learning programs at the workplace. Rather, they are striving to search for new jobs with better salary and formal schooling; even they will start studying a new department with the same level of education with what they have by dreaming better job opportunities.

The institution working culture is not good in retaining civil servants as they are good at hiring new civil servants. Similarly, civil servants are active in searching for new jobs and new positions than learning new things at the workplace and becoming active to go with changes in the workplace.

It implies civil servants want to see the change in after engaging in WPL. If they cannot observe a difference between participants and non-participants they do not want to be active participants in WPL.

4.5.2.2. Supervisors' Incapability to Facilitate Learning

The capability of supervisors in facilitating learning plays a very important role to engage civil servants in WPL. Especially to facilitate learning from mistakes and previous performance the capacity of supervisors plays a very important role. However, 65 (22.6%) of survey respondents reported that supervisors' inefficiency to facilitate learning at the workplace is challenging them to engage in WPL.

Similarly, interviewees stated that supervisors are not capable enough in giving constructive performance feedback while evaluating their subordinates' BSC results. Even some supervisors did not give feedback while giving BSC result. An interviewee from the Civil Service Commission confirms this argument by showing his BSC result, which did not have feedback regarding job performance.

4.5.2.3. Restrictive Working Culture of Regional Bureaus'

Hodkinson and Hodkinson (2005) stated that institution with expansive working culture has an explicit focus on employee learning, as a dimension of normal working practices, whereas organizations with restrictive working culture have no explicit focus on employee learning, except to meet crises or imposed initiatives. Cognizant of this the

researcher asked respondents about the working culture of the organization and its effect on their engagement in WPL. Survey respondents 72 (25%) stated that the working culture of the organization is a challenge facing while engaging in WPL. Interview respondents also confirm that the working culture of the organization is restrictive and learning is limited to responding to the challenges facing the workplace within the job department only.

Mr. Azeze stated that civil servants are working based on their directorate and civil servants from X directorate will not have a chance to learn about Y directorate. He also affirms that the work culture is focused on creating specialized experts responsible for their job only. As stated under the section *supportiveness of the work environment* above, the majority of regional bureaus' working culture is restrictive to the specific job department or directorate, and learning is also limited depending on the working culture of the institutions.

Moreover, interviewees affirmed from Supreme Court and Civil Service Commission stated that there is a problem of budget allocation for experience sharing and cross-institutional experience sharing to build the capacity of the civil servants. Mr. Defaru argued that managers do not allow budget while they ask for a budget to share experience from similar institutions in other regions. He also argued that “planning to have experience sharing is common; however the plan is not supported by budget and it remains on the shelf, because of the budgetary problem”.

Others argued that the nature of the work having continuous field works challenges to engage in planned learning efforts at the workplace. Especially, civil servants, especially in development sectors like Agriculture Bureau and Water, Irrigation, and Energy Development Bureau, Road and Transport bureaus wrote that the presence of continuous fieldwork challenges them to engage in WPL. This argument is similar to the report of (ILO, 2013) which states remote workplace as a barrier for WPL.

4.5.2.4. Lack of Internet Access

Having access to the internet gives a big opportunity to learn for civil servants. Civil servants having internet access can learn by using different searching engines. Table 26 shows 32 (11%) of survey respondents reported that a lack of internet access is a challenge to engage in WPL. However, interviewees stated that most regional bureaus have internet access. They also argue that the problem is not lack of internet access, rather it is a lack of local websites that can provide appropriate learning material via the internet for civil servants.

A judge from the Supreme Court stated that there are learning materials that are produced locally, which are not available online. Moreover, he stated that:

When I search for a proclamation or legal code online I cannot get/find it online. This enforces me to engage in searching for “Negarit Gazeta” and “Zikire-Hig Gazeta” in the library or from colleagues who have that. It makes WPL tedious and time taking. . . . moreover, our institution lacks a modern file management system that can make files easily accessible from the archive of the court restrict us from learning in previous judges’ experience in making decisions.

It implies the availability of internet connection by itself cannot facilitate WPL. To facilitate workplace learning it is important to develop local websites that can provide appropriate learning materials that can fill the skill and knowledge gap of civil servants based on the context of the institution.

CHAPTER FIVE

5. DISCUSSION

The result of this study brings some findings, which confirms the finding of prior studies and some findings that are incompatible with previous research findings and government reports. In this section of the research report, the researcher tried to discuss the finding of the research with previous studies and show the implication based on the sequence of the research questions presented in the result part.

5.1. Workplace Learning Practices in Regional Bureaus

The research finding regarding the extent of WPL practices in regional bureaus depicts the majority of civil servants are engaged in WPL. This finding is in line with the Change Army Building Manual ANRS CSC (2018), and annual report of ANRS CSC, (2019b); which states all civil servants are actively participating in WPL within appropriate groupings in a planned manner. Civil servants are engaged in WPL at least in one learning method, performance review.

Regarding the methods of learning commonly used in the workplace, this research founds reading books and searching the internet is the most commonly used learning method followed by asking colleagues and taking training respectively. This finding is different from the report of ANRS CSC (2019), which reports information exchange and formal training as the most frequently used learning methods next to performance feedback. The presence of performance feedback as a learning method for civil servants found by this study is similar to the Change Army Building Manual of ANRS CSC (2018) which advises performance feedback as a means of building capacity of civil servants and different working groups. Moreover, the finding confirms the report of ILO (2013) which states on-job training, learning from colleagues, work-related technical courses, short training courses, training courses from technical institutions, and degree programs as a method of learning in the workplace.

5.2. The learning potential of the workplace

All regional bureaus scored above average in the LPW score. Moreover, ANRS bureaus are similar in the LPW. It shows regional bureaus have a high potential of learning; which offers accessible information opportunities to learn and real support by peers and managers (Nijhof

& Nieuwenhuis, 2008). Civil servants working in ANRS regional bureaus have a good opportunity to learn; (1) by reflection, (2) through experimentation, (3) from colleagues, and (4) from supervisors, at the workplace. However, the data obtained from the interview did not confirm this result in learning from colleagues' dimensions.

The response of interviewees when they asked to judge the work environment supportiveness to learn at the workplace affirms the above finding. Especially, the physical environment of the workplace is too supportive to learn. The presence of the internet, library, personal computers, chairs, and tables in each bureau is supportive to learn. This finding is in line with the idea of Egle, (2009) which argues good physical environment (presence of physical equipment and facilities at a learning environment) facilitates learning. However, the social environment and the emotional environment of the workplace was found unsupportive to learn at the workplace, because of the presence of suspicion among civil servants.

In general, the work environment of ANRS bureaus supports learning at the workplace. Especially the presence of the internet and personal computer hand in hand with the library service makes the work environment as an important place to learn both (1) abstract knowledge via internet and reading books, and (2) practical knowledge by watching while others are doing and by asking for advice from experienced civil servants.

The presence of relatively high (above average) LPW and a supportive physical work environment to learn at the workplace makes regional bureaus a good site for learning at the workplace. This finding is in line with the finding of Clarke (2005) that states institutions with (1) a supportive training and development infrastructure, (2) empowerment and effective communication, (3) opportunities for reflection and job challenge, and (4) opportunities for formal and informal learning have better WPL outcomes than their counterparts.

This study founds the learning environment of the regional bureaus as restrictive by nature. Civil servants did not interact with other civil servants working out of their job departments or organization. Moreover, there is no culture of job rotation among civil servants in the region; rather, they expect to specialize in their position. The only way to change directorate is to have job promotion or transfer to another position, not filled by other employees. This is guaranteed by proclamation 171/2002 of civil servants' administration proclamation (ANRS Council, 2002). Out of this argument, Supreme Court judges have a job rotation annually and semi-annually, as stated by an expert from the Human Resource Directorate of Judges Administration Assembly of ANRS (Personal communication 22, May 2020). Such a

restrictive WPL environment loses the opportunity to increase effective learning potential and a likelihood that more employees can avail themselves of the opportunities that are available (Hodkinson & Hodkinson, 2005).

5.3. Self-Directed Learning Readiness of Civil Servants'

This research founds a statistically significant difference in SDLR of civil servants depending on their institution they are working. Civil servants working in the Agriculture bureau have SDLR which significantly lowered than civil servants working in Education Bureau, Supreme Court, Health Bureau, Urban Development, Housing, and Construction Bureau, and Water, Irrigation, and Energy Development Bureau. This finding is compatible with the finding of Straka (1999), which states employees exercising autonomy, competence, and social integration will have better self-directedness to learn at the workplace than their counterparts. Similarly, Park and Kwon (2004) founded that employees in different organizations had different levels of self-directed learning readiness. Moreover, the nature of the task performed in a job is most likely to affect the development of meta-cognitive skills and exposure to self-directed learning (Raemdonck et al., 2012). This implies the SDLR of employees depends on the type of profession they have. Therefore, further study should be conducted to know the type of profession that makes people more self-directed to learn at the workplace.

The finding of this research about SDLR difference between male and female civil servants is against the finding of Örs, (2018); and Tekko and Demirel (2018) which states there is a statistically significant difference in self-directed learning readiness to learn between male and female students and females are highly self-directed for learning than males; by measuring the SDLR of university students. However, it is compatible with the study of Torabi et al. (2013) which founds that there is no significant difference in SDLR among pre-primary school teachers as a result of gender. This implies self-directedness for learning at university and the workplace is different.

The result of the test conducted to check the difference in SDLR of civil servants in a different age group is incompatible with the oldest studies conducted about the impact of age on SDLR. Jones, (1993) founded that older university students score higher SDLR than Youngers do. Similarly, Raemdonck et al. (2012) found that middle-aged employees are more self-directed than the oldest and youngest employees; in which the youngest employees lack experience and olds employees have no motivating carrier development. However, the current research finding is compatible with Torabi et al. (2013) finding which revealed that there is no significant difference in self-directed learning between teachers in terms of their

age. Similarly, the result of this research about the impact of the salary range is compatible with the finding of Tekko and Demirel (2018) that states there is no significant difference existed between self-directed learning skills of students by the level of income.

The result of this research about the difference in SDLR depending on the level of work experience is incompatible with the argument of Raemdonck et al. (2012) which states employees with higher levels of work experience have higher SDLR scores than employees with no or little work experience. However, it is compatible with the finding of Torabi et al. (2013) that reveals there is no statistically significant difference in SDLR across teachers with different work experience. Similarly, the result of this research about the impact of the level of education on SDLR is compatible with the finding of Torabi et al. (2013) that revealed there is no difference in the SDLR score of teachers across their level of education.

5.4. Challenges facing civil servants to engage in WPL

This research finds challenges facing civil servants to engage in WPL. These challenges can be grouped into two; challenges related to civil servants and challenges related to the work environment. Challenges related to civil servants include lack of interest to learn, lack of cooperation among colleagues to learn together, and lack of time because of workload to learn at the workplace. Challenges related to the workplace include lack of effective monitoring and supervision and the restrictive working culture of the organization.

First, it is important to discuss challenges related to civil servants. Civil servants' lack of interest to learn at the workplace is a major personal factor founded by this study. The presence of difference in the perceived importance of WPL is a cause for the lack of interest founded by this study. Even though the large majority of civil servants have a good understanding of the importance of WPL some others did not understand the importance of WPL well. They consider WPL as a means of learning bureaucratic procedures and incapable to learn technological skills at the workplace. This argument is against the idea of Grip (2015) which states keeping a worker's skills up-to-date through informal learning at the workplace is becoming more important when skill demands change frequently due to technological and organizational innovations. This implies there is no common understanding of the importance of WPL among civil servants. Moreover, the argument of the respondent affirms civil servants did not understand well the importance of informal and non-formal learning at the workplace to enhance their performance.

The employers' perception of the importance of WPL can be a barrier to its development. As to the ETF (2013) employees who perceive that employers offer traineeships as a source 'not so much of future skills (investment-orientated training) as of low-cost production labor in the present (production-orientated training). In such cases, the closeness of WPL to production becomes a weakness rather than a strength (ETF, 2013). Similarly, the finding of this research confirms there is a perception of civil servants which consider WPL as a tool to change the mindset of civil servants to confirm the ideology of government rather than as a method of learning.

The presence of such conception difference in importance of WPL leads to disagreement in setting common learning objective and it leads to individualized learning effort; by creating cracks in networks, partnerships, and supply chains which facilitate informal learning by creating expansive learning environment (ANTA, 2003). It also diminishes the opportunity to learn and share information informally by creating suspicion among civil servants. It also demotivates civil servants' engagement to learn at the workplace.

Moreover, considering WPL as a method of teaching bureaucratic procedures paves the way for politicizing WPL in the public sector. The presence of marriage between the civil service and politics makes civil servants reluctant to change as a result of job security problems Debela (2015). Also, they become reluctant to participate in any of the learning and development efforts by considering the learning and development program as a market to sell the political ideology of the ruling party.

The marriage between politics and civil service in Ethiopian was studied before by Debela (2015) and he concludes that the designs of most controlling and monitoring systems in public sectors are highly influenced by the ideologies of politicians in power. This creates miss conduct in reform practices and working below capacity (Debela, 2015). By understanding this problem the new reform introduced by the current Prime Minister of Ethiopia (i.e. Abiy Ahmed (Ph.D.) tries to change the supervision system; by making supervision and monitoring of any learning and development effort the responsibility of each sectorial bureaus (ANRS CSC, 2019b). However, some of the research respondents from ANRS CSC argued that the downsizing of the former ANRS Civil Service and Human Resource Development Bureau to commission level leads to forgetting the learning and development effort because of the termination of supervision. This implies learning and development efforts even before the termination of supervision from civil service bureaus

were not functional and civil servants engaged in such learning by fear of job loss; to fulfill the requirement of the civil service organization, not to learn.

Because, Debela, (2015) found that most reforms of civil service including learning and development and change army creates fear of job losses, on the side of civil servants and it increases *paperwork* [emphasis added] and workload. Therefore, the problem is not the downsizing of Civil Service Commission's mission and the shift of supervision from civil service to the main organization rather, it is the inability of supervisors in respective bureaus: (1) to encourage participation, (2) select appropriate learning guides, and (3) to create invitational WPL environment (Billett, 2001b).

Lack of interest or motivation to learn on the side of the civil servant is the other personal challenge facing civil servants to engage in WPL. In line with this finding Lohman, (2005) found that personal characteristics such as; initiative; self-efficacy; love of learning; interest in the profession; integrity; outgoing personality; teamwork ethic; curiosity; and open-mindedness are major determinants for the motivation of professionals to engage in informal learning. However, it needs further study of the learning motivation of civil servants and engagement to learn at the workplace.

In fear of political judgment civil servants did not want to ask for support to fill their gap (fear of considered as ignorant), they want to be considered as knowledgeable (being charlatan). It implies there is a problem in the emotional learning environment; the value and confidence they have with colleagues (Egle, 2009) are low. The presence of mistrust because of the political interference in the workplace also creates personal restrictiveness, which aggravates environmental restrictiveness. This finding is also in line with the study of (Tolla, 2009) which states the presence of suspicious civil servants about the Policy is a major challenge for public sector reform in Ethiopia.

The presence of a high workload is also a challenge for WPL. Long et al. (1999) stated that a long working hour diminishes the opportunity to share information with colleagues and to learn new things informally. However, the presence of a job that demands new skills and knowledge has a positive influence on WPL behavior (Raemdonck et al., 2014). Some respondents also reported that the characteristics of most jobs in the public sector are not demanding new skills and knowledge.

Challenges related to the workplace are related to supervision and facilitation of learning. The supervision system of regional bureaus found ineffective even after the new reform of Abiy Ahmed (Ph.D.); in facilitating WPL. Similarly, Kassa (2011) found that weak

monitoring and evaluation systems a major challenge for effective implementation of public service reform.

Moreover, civil servants need recognition for the knowledge and skill they acquire at the workplace. Regarding the importance of recognition and accreditation of WPL for widening access for lifelong learning Molla (2010) in his meta-analysis found that:

. . . A lot of learning takes place through a person's everyday experiences. Learning takes place in different settings: formally, non-formally, and informally. All this learning could and should be explored and measured. Recognition of prior learning is, therefore, a process that uses a variety of tools to help learners to reflect on, identify, articulate, and demonstrate past learning. This learning has been acquired through study, work, and other life experiences but has not been recognized through formal transfer of credit mechanisms. Recognition of prior learning allows the evaluation of past learning against established standards so that credits can be awarded and qualification achieved (p. 10).

Therefore, supervision and accreditation should be in place to enhance WPL by motivating civil servants by giving credits for their learning acquired at the workplace. Recently, the Civil Service Commission. (17, February 2020) have announced its plan to begin assessing the qualification of civil servants to provide the certificate of competency via its, Facebook Page. Moreover, they announce that the plane is to enhance the competency of civil servants. It is a good beginning to value WPL and to recognize a larger portion of (80-90%) of WPL which is informal (Harp, 2012).

The research also reveals that supervisors' incapacity of facilitating learning at the workplace is also a challenge for civil servants to engage in WPL. Previous studies also affirm facilitators' facilitation capacity is vital in every learning activity. As to Rogers and Horrocks (2010) in teaching adults the facilitators should play four roles; as the acknowledged leader of the group, as a teacher, as a member of the group, and as an audience. Rogers and Horrocks also affirmed that incapability to play these roles effectively affects learners' engagement in learning and quality of learning.

CHAPTER SIX

6. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

In this section, the researcher tries to summarize the major points of the research in the first section including its rationale, procedure, and findings. The second section draws conclusions based on the findings of the study and the leading questions raised at the beginning of the study. Finally, the researcher forwards recommendations based on the conclusions drawn.

6.1. Summary

This research was conducted having the objective: (1) to assess the extent to which civil servants are engaged in WPL, (2) to identify the most commonly used learning methods at the workplace of regional bureaus, (3) to examine the learning potential of the regional bureaus' workplace environment, (4) to assess the supportiveness of the regional bureaus' work environment to learn at the workplace, (5) to identify restrictiveness and/or expansiveness of the WPL environments across regional bureaus, (6) to measure civil servants' self-directed learning readiness level, and (7) to check the discrepancy in SDLR among civil servants as a result of working organization, sex, age category, work experience, salary level, and level of education. Moreover, it was aimed to answer the following basic questions. (1) To what extent WPL is practiced in Amhara National Regional State bureaus? (2) How is the learning potential of the workplace in Amhara Regional State Bureaus? (3) To what extent civil servants are self-directed to learn at the workplace? (4) What are the challenges of civil servants' to engage in workplace learning?

To achieve the planned objective and to answer the leading questions, the researcher used a mixed research approach by collecting both primary and secondary data, via questionnaire, interview, and document analysis. The researcher selected 303 surveys and 10 interview participants. The analyses were made by using descriptive statistics and statistical tests for quantitative data, and thematic analysis by narration for the qualitative data. The validity and reliability of data gathering instruments were checked. Tables and bar graphs were used to present the research data.

Finally, the research comes with the following findings. First, WPL is being practiced in ANRS bureaus and civil servants are engaged in WPL by using different learning methods

including reading manuals, searching by internet, and taking different pieces of training. The second finding shows the presence of the above-average learning potential of the workplace across all bureaus with a supportive physical work environment for learning. However, the workplace environment was found restrictive for WPL, which gives a limited opportunity for civil servants to learn skills out of their job department. The third finding of the research was related to the SDLR of civil servants. The research found that civil servants working in the Agriculture bureau have average SDLR and civil servants working in other Bureaus have above average SDLR scores. Besides these demographic characteristics of civil servants including sex, age, work experience, salary level, and level of education have no statistically significant effect on SDLR of civil servants. However, the working bureau of civil servants has a statistically significant effect on the SDLR of civil servants.

6.2. Conclusion

The planned objective of the study has achieved and comes with the following conclusions.

- Regarding the extent of civil servants engagement, the research finds most of the civil servants in ANRS bureaus are engaged in WPL, and every civil servant is using at least one WPL method.
- Performance feedback, reading books and manuals, searching the internet, asking colleagues, and taking training are the most frequently used learning methods in ANRS bureaus.
- ANRS bureaus workplace environment has above average score of the LPW and there is no statistically significant difference among 10 regional bureaus in all four dimensions (learning by reflection, learning through experimentation, learning from colleagues, and learning from supervisors) of LPW with 95% confidence.
- The survey data reveals 94.1% of civil servants believe that they have a supportive work environment to learn at the workplace. The interviewees also confirm the physical work environment of the regional bureaus in ANRS is supportive to learn; especially the presence of internet access, library, and personal computers for each expert can reduce the effort required to learn at the workplace. However, the emotional learning environment is not supportive to learn because of suspicion among civil servants.
- The learning culture of regional bureaus in ANRS can be characterized by its restrictiveness to learn; having limited opportunities to learn out of a single work department (directorate). The presence of such work culture will create obstacles in the process of creating civil servants with multidimensional knowledge, capable of responding to every challenge they will face at the workplace.
- SDLR of civil servants is above average in all regional bureaus except civil servants in Agriculture Bureaus, who have only average SDLR level. And it implies the difference in the profession have a statistically significant effect on SDLR of civil servants.

- Demographic characteristics of civil servants (sex, age, work experience, salary, and level of education) have no statistically significant effect on SDLR of civil servants rather the difference in the profession (like being agricultural expert, education expert, and health expert) have a statistically significant effect of the SDLR of civil servants.
- Civil servants in ANRS bureaus are facing different challenges to engage in WPL including personal challenges (i.e. lack of interest to learn as a result of the difference in the perceived importance of WPL, lack of cooperation among colleagues, and lack of time), and institutional challenges (i.e. lack of effective monitoring and supervision, supervisors inefficiency to facilitate learning, presence of a restrictive working culture of the organization, and lack of local websites which provide local learning materials which are relevant for civil servants). The persistence of these challenges will significantly affect the WPL of civil servants in regional bureaus; by demotivating civil servants who engaged actively in WPL.

6.3. Recommendation

The researcher forwarded the following recommendations based on the above-stated conclusions.

- ✓ ANRS bureaus should develop strategies that can enhance and maintain civil servants' WPL engagement to build the capacity of civil servants and to prepare their manpower for the implementation of the new "Ten Year Leading plan".
- ✓ The method of learning planned by regional bureaus should consider web-based learning as a strategy for engaging civil servants to WPL. Therefore, regional bureaus should have to revisit their learning and development plan in using the internet as a method of learning and providing learning materials appropriate for the institutions via websites.
- ✓ Civil servants in ANRS bureaus should use the LPW by working together with their colleagues by communicating clearly and building trust to build their capacity.
- ✓ Civil servants in regional bureaus should have to take the presence of a supportive physical environment to learn and higher LPW as an advantage to learn at the workplace and to build their capacity.
- ✓ Educational organizations can use the learning potential of the workplaces in ANRS to provide practical training for their trainees via internships.

- ✓ Higher and middle-level managers in ANRS bureaus should have to work together and organize continuous cross-organization and cross-department experience sharing programs to create an expansive learning environment.
- ✓ Supervisors and/or managers should scaffold civil servants to enhance their SDLR based on their profession which has a significant effect on the SDLR of civil servants.
- ✓ Adult education and lifelong learning experts should have to communicate the importance of informal learning in general and WPL in particular by using public media and other opportunities (including social media) for the general public to bring attitudinal change about the importance of WPL.
- ✓ ANRS CSC should have to organize seminars aiming to resolve challenges related to civil servants which affect civil servants' engagement in WPL.
- ✓ Bahir Dar University Department of Adult Education and Community Development and other concerned bodies should provide training for supervisors on how to facilitate learning among adults in collaboration with ANRS CSC.
- ✓ FDRE CSC and ANRS CSC should work together and prepare a merit-based assessment method for WPL which is free from political interference. The civil servants' quality assessment system planned by the FDRE CSC should be started sooner to motivate civil servants who are actively engaged in WPL.
- ✓ ANRS bureaus should revisit the supervision system and re-design in a way that demonstrates the return of learning (in career structure or giving rewards or promotion for active learners) by developing an objective performance review mechanism.

LIMITATION AND FUTURE DIRECTIONS

This research has also limitations to be considered for further studies. First, the research did not measure civil servants' WPL engagement via a standardized measurement scale, and the finding regarding civil servants' WPL engagement can not be quantified in this research. Therefore, understanding the extent of engagement will be vital for further analysis of the effectiveness of WPL in regional bureaus. Moreover, further research is needed to identify the effect of different professions on SDLR, to prepare a different framework for civil servants WPL by their profession which shows a significant effect on the SDLR of civil servants.

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APPENDICES

Appendix (A) _English Version Questionnaire



BAHIR DAR UNIVERSITY

COLLEGE OF EDUCATION AND BEHAVIORAL SCIENCE

ADULT EDUCATION AND COMMUNITY DEVELOPMENT DEPARTMENT

Research Questionnaire

Introduction

The purpose of this questionnaire is to collect data for the research planned to assess civil servants' workplace learning, focusing on the learning potential of regional bureaus and civil servants' learning self-directedness at the workplace of Amhara National Regional State Bureaus. The primary objective of the research is as partial fulfillment of an MA degree in Adult Education and Community development. Your personal information and responses provided in the questionnaire will remain confidential. Since the success of the research is dependent on the accuracy of the response that you provide, please be as honest as possible and give your genuine answer. There is no right or wrong answer. Please answer all of the questions.

In the process of filling the questionnaire no need for writing your name.

Thank you in advance for your cooperation!!

Part: (I) Demographic Background of Respondents

Instruction: For the following items read the questions carefully and put a checkmark or in the box next to your choice.

1. Working Bureau _____ 2. Sex (A) Male (B) Female
3. Age range (A) Below 22 (B) From 23 -29
(C) From 30-47 (D) from 48- 65
4. Work experience (A) 5 years and below From 6 to 10 years

(C) From 11 to 19 years (D) 20 years and above

5. **Monthly Salary range** (A) Blow 600 Birr 601 - 1699 Birr

(C) 1700 - 3200 Birr (D) 3201 - 5200 Birr 5201- 7800 Birr

(F) 7801 – 10,000 Birr (G) above, 10,000

6. **Level of education** (A) Blow TVET Diploma (B) Diploma

(C) BA/BSc degree (D) Postgraduate degree

Part: (II) Items Related to Learning Potential of the Workplace

Instruction: The following items describe the learning potential of the workplace you are currently working in. please read the statements carefully and decide your level of agreement or disagreement with the statement. After that indicate your response by putting a checkmark under the alternative; that represents your level of agreement or disagreement with the statement. Alternatives are: 5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2= Disagree, and 1= Strongly Disagree

Dimension	No.	Item	1	2	3	4	5
Learning through reflection	1.	In my work, I am given the opportunity to contemplate about different work methods					
	2.	In my work, I am given the chance to think about how I can conduct my tasks more efficiently					
	3.	When confronted with difficulties in my tasks, I am given the opportunity to consider what the best possible approach is					
Learning through experimentation	4.	In my job, I can try different work methods even if that does not deliver any useful results					
	5.	In my job, I am offered sufficient time to find out how to conduct tasks more efficiently					
	6.	In my job, I am offered sufficient time and opportunities to search for new solutions regarding task-related problems					
Learning from colleagues	7.	My colleagues tell me if I make mistakes in my work					
	8.	My colleagues advise me if I don't know how to conduct a certain task					
	9.	My colleagues are eager to collaborate with me in finding a solution to a work problem					
Learning from the supervisor	10.	My supervisor helps me see my mistakes as a learning experience					
	11.	My supervisor is eager to think together with me how to solve a work-related problem					
	12.	My supervisor tips me on how to do my work					

Part: (III) Items Related to your Self-Directed Learning Readiness

The following items describe your self-directed learning readiness (i.e. commitment to take the initiative and responsibility) to learn at your workplace. Please read the statements carefully and decide your level of agreement or disagreement with the statement. After that indicate your response by putting a checkmark under the alternative; that represents your level of agreement or disagreement with the statement. Alternatives are

5 = Strongly Agree, 4 = Agree, 3 = Neutral, 2= Disagree, and 1= Strongly Disagree

No.	Item	1	2	3	4	5
1.	I go out of my way to improve my work-related skills.					
2.	I motivate myself to learn something new about my work.					
3.	I make a special effort to keep up with developments in my job					
4.	I am constantly on the lookout for courses or books about my work					
5.	I often read to improve my work-related knowledge and skills.					
6.	I frequently investigate opportunities to learn more about my work					
7.	It is exciting to learn new things that widen my work-related skills					
8.	I enjoy reading about different aspects of my work.					
9.	I am keen to develop my work-related knowledge and skills					
10.	I get excited when I learn new skills.					
11.	I enjoy learning new things that contribute to my work performance.					
12.	I often choose to learn new things about work even if it does not form part of formal learning situations.					
13.	I constantly try to keep up with developments in my field of work.					

Part: (IV) Multiple Choice Items

Instruction: Read the following items and choose your answer among the given alternatives by circling the letter of your choice; you can choose more than one choice.

1. Do you think you are engaged in workplace learning? Yes No
- If your answer is yes, how do you learn new knowledge and skills that are important for your job?
- (A) By asking my colleagues (E) By participating in different training
 (B) By asking my Supervisor or boss (F) By reading books and/ or manuals
 (C) By searching the internet (G) By asking people from other people
 (D) By looking while others are doing the (H) By asking my former teachers
- (I) Specify if any other -----
2. What are the challenges facing you while learning at the workplace?
- (A) No challenge at all (E) Lack of cooperation from colleagues
 (B) Lack of internet access (F) Lack of effective monitoring and supervision
 (C) Shortage of time (G) The personal problem of supervisors
 (D) Lack of interest to learn

(H) Working culture of the organization

(I) Specify if any other

(J) -----

3. How do you explain the supportiveness of your work environment to learn in the workplace?

A. It is very supportive

D. It is not supportive

B. It is supportive

E. It never supports learning

C. It is difficult to judge

Item (V) short answer items

1. How do you describe the learning potential of your bureau?

2. What are the most commonly used knowledge transfer methods used in your bureau?

3. How you are self-directed to learn at the workplace learning?

4. What are the major challenges facing you while trying to learn at your workplace?

Thank you very much!

Appendix (B) _Amharic Version Questionnaire



በባህር-ዳር ዩኒቨርሲቲ ትምህርትና ስነ ባህሪ ኮሌጅ የጎልማሶች ትምህርትና ማህበረሰብ ልማት ትምህርት ክፍል የጥናት መጠይቅ

መግቢያ

የዚህ መጠይቅ አላማ በአማራ ብሔራዊ ክልላዊ መንግስት በሚገኙ የክልል ቢሮዎች የሚሰሩ የመንግስት ሰራተኞች የስራ ላይ ትምህርት (workplace Learning) ሁኔታን፣ የስራ ቦታዎችን የመማር አመችነት (learning potential of the workplace) ምን እንደሚመስል፣ እንዲሁም የመንግስት ሰራተኞች በእራስ-መር የመማር ዘዴ ለመማር ያላቸውን ዝግጁነት (self-directed learning readiness) ለመፈተሽ ለሚደረግ ጥናት መረጃ ለመሰብሰብ ነው። የጥናቱ ተቀዳሚ አላማ በጎልማሶች ትምህርትና ማህበረሰብ ልማት ለሚሰጥ የማስተርስ ዲግሪ ማሟያ ዕሁፍነት ሲሆን በመጠይቁ የምትሞላቸው ማንኛውንም ግላዊ መረጃዎች ሚስጥራዊነታቸው የተጠበቀ ነው። እንደአስፈላጊነቱ የጥናቱ ወጤት በምርምር መፅሔቶች ሊታተም ይችላል።

የጥናቱ ወጤታማነት የሚወሰነው እርስዎ በሚሰጡት ትክክለኛ መረጃ በመሆኑ በቻላችሁት መጠን ግልፅና ትክክለኛ መረጃ እንድትሰጡን ለመጠየቅ እንወዳለን። ለቀረቡት ጥያቄዎች ትክክለኛ የሆነና ትክክለኛ ያልሆነ መልስ የለም፣ ሁሉም መልስ ዋጋ አለው። ሁሉንም ጥያቄዎች በመመለስ እንድትተባበሩን እንጠይቃለን።

ጥቂውን ስትመልሱ ስምዎትን መፃፍ አያስፈልግም።

በቅድሚያ ስለትብብርዎ እናመሰግናለን!!

ክፍል አንድ:- ግላዊ መረጃ

የሚከተሉትን ጥያቄዎች በጥንቃቄ በማንበብ ከእርስዎ ትክክለኛ አማራጭ ፊት ለፊት ባለው ሳጥን የ "✓" ምልክት አስቀምጡ

1. የሚሰሩበት ቢሮ ----- 1.1. የታ (ሀ) ወንድ (ለ) ሴት
2. የእድሜ ደረጃ (ሀ) ከ22 በታች (ለ) ከ23 - 29
(ሐ) ከ30 - 47 (መ) ከ 48-
3. የስራ ልምድ (ሀ) 5 አመትና በታች (ለ) ከ6 እስከ 10አመት

(ሐ) ከ 11 እስከ 19 አመት (መ) 20 አመትና በላይ

4. ወርሃዊ ደመወዝ፡ (ሀ) 600 ብርና በታች (ለ) ከ601 — 1699 ብር

(ሐ) 1700 — 3200 ብር (መ) 3201 — 5200 ብር (ሀ) 5201 — 7800 ብር

(ረ) 7801 — 10000 (ሰ) ከ10000 በላይ

5. የትምህርት ደረጃ (ሀ) ከዲፕሎማ በታች (ለ) ዲፕሎማ

(ሐ) የመጀመሪያ ዲግሪ (መ) ድህረ ምረቃ ዲግሪ

ክፍል ሁለት፡ መስሪያ ቤቶች ካላቸው የመማር አመችነት ጋር የተያያዙ ጥያቄዎች (Items Related to Learning Potential of the Workplace)

የሚከተሉት ጥያቄዎች እርስዎ አሁን የሚሰሩበት መስሪያ ቤት የስራ ቦታ እየሰሩ ለመማር ከሚሰጠው እድልና አቅም ጋር የተያያዙ ናቸው። አማራጮችን በጥንቃቄ አንብባችሁ የእርስዎን የስምምነት ደረጃ ይወስኑ። ከዚያ በኋላ የእርስዎን አቋም የተሻለ በሚገልፀው አማራጭ ላይ የ" $\sqrt{\quad}$ " ምልክት ያስቀምጡ።

አማራጮች፡ 5 = በጣም እስማማለሁ፣ 4 = እስማማለሁ፣ 3 = ገለልተኛ፣ 2 = አልስማማም፣ እና 1 = በጭራሽ አልስማማም ናቸው።

እይታዎች	ተ.ቁ	አማራጮች	5	4	3	2	1
በፅብረታ መማር	1.	ስራ ላይ በተለያዩ የስራ ዘዴ ስራዎን እንድፈፅም እድል አገኛለሁ።					
	2.	ስራ ላይ ተግባራን እንዴት በተሻለ ወጤታማነት መፈፀም እንደምችል እንዳስብ እድል ይሰጠኛል።					
	3.	በስራ ላይ ችግር ሲያጋጥመኝ የተሻለውን አማራጭ እንዳስብ እድል ይሰጠኛል።					
በመሞከር መማር	4.	ስራ ላይ ጠቃሚ ወጤት ባያመጡም የተለያዩ የስራ ዘዴዎችን እንድሞክር እድል ይሰጠኛል።					
	5.	ስራ ላይ ተግባራን ለመፈፀም ወጤታማ በሆነ ዘዴ እንድፈልግ በቂ ጊዜ ይሰጠኛል።					
	6.	ስራ ላይ ከተግባራ ጋር የተያያዙ ችግር ሲያጋጥመኝ አዳዲስ መፍትሄዎችን እንድፈልግ በቂ ጊዜና እድል ይሰጠኛል።					
ከጓደኛ መማር	7.	ጓደኞቼ በስራ ላይ ስህተት ስሰራ ይነግሩኛል					
	8.	አንድን ስራ እንዴት መፈፀም እንዳለብኝ ካላወቅሁ ጓደኞቼ ይመክሩኛል።					
	9.	ጓደኞቼ ከስራ ጋር ተያያዥ ለሆኑ ችግሮች ከኔ ጋር ተባብሮ መፍትሄ ለመፈለግ ዝግጁ ናቸው።					
ከቅርብ አለቃ መማር	10.	የቅርብ ኃላፊ ስህተቶችን እንደ መማሪያ እንዳያቸው ያግዘኛል።					
	11.	የቅርብ ኃላፊ አብሮ ለማሰብና ከኔ ጋር በመሆን ከስራ ጋር ተያያዥ የሆኑ ችግሮችን ለመፍታት ዝግጁ ነው።					
	12.	የቅርብ አለቃ የስራ ስራዎን እንዴት መስራት እንዳለብኝ ፍንጭ ይሰጠኛል።					

ክፍል ሶስት፡ መንግስት ሰራተኞች ካላቸው የራስ - መር የመማር ዝግጁነት ጋር ተያያዝነት ያላቸው አማራጮች (Items related to self-directed learning readiness)

መመሪያ፡ የሚከተሉት ጥያቄዎች እርስዎ አቅምዎን ለማሳደግ በራስዎ መሪነት ለመማር ያለዎትን ዝግጁነት የሚመለከቱ ጥያቄዎች ናቸው። በጥንቃቄ አንብባችሁ የእርስዎን የስምምነት ደረጃ ይወስኑ። ከዚያ በኋላ የእርስዎን አቋም የተሻለ በሚገልፀው አማራጭ ላይ የ" $\sqrt{\quad}$ " ምልክት ያስቀምጡ።

አማራጮች፡ 5 = በጣም እስማማለሁ፣ 4 = እስማማለሁ፣ 3 = ገለልተኛ፣ 2= አልስማማም፣ እና 1= በጭራሽ አልስማማም ናቸው።

ተ. ቁ.	አማራጮች	1	2	3	4	5
1.	የስራ ክህሎቴን ለማሻሻል ከተለመደው መንገድ እወጣለሁ።					
2.	ስለስራዬ አዲስ ነገር ለመማር እራሴን አበረታታለሁ።					
3.	በስራዬ ላይ ከሚመጡ ለውጦች ጋር አብሮ ለመሄድ የተለየ ጥረት አደርጋለሁ።					
4.	ሁሌም ከስራ ጋር ተያያዥነት ያላቸውን ትምህርቶችና መፅሀፍትን እፈልጋለሁ።					
5.	ከስራዬ ጋር በተያያዘ እውቀቴንና ክህሎቴን ለማሻሻል ሁሌም አነባለሁ።					
6.	ስለስራዬ ለመማር በተደጋጋሚ አማራጮችን እፈልጋለሁ።					
7.	ከስራ ጋር ተያያዥነት ያለውን ክህሎቴን የሚያሰፋ አዲስ ነገር መማር ያስደስተኛል።					
8.	ከስራ ጋር ተያያዥነት ያለው ማንኛውም ነገር ማንበብ ያዝናኛል።					
9.	ከስራ ጋር የተያያዘ እውቀትና ክህሎቴን ለማሳደግ አቅም አለኝ።					
10.	አዳዲስ ክህሎቶችን ስማር ደስ ይለኛል።					
11.	ለስራዬ ወጤታማነት አስተዋፀኦ ያላቸው አዳዲስ ነገሮችን መማር ያስደስተኛል።					
12.	ከመደበኛው የትምህርት ስርአት ጋር የተያያዘ ባይሆንም እንኳን ብዙ ጊዜ ስለ ስራ አዲስ ነገር መማር እመርጣለሁ።					
13.	በስራዬ ዘርፍ ከሚኖሩ ለውጦች ጋር አብሮ ለመሄድ በተከታታይ እሞክራለሁ።					

ክፍል አራት፡- ባለብዙ አማራጭ ጥያቄዎች (Multiple choice items)

መመሪያ፡ የሚከተሉትን ጥያቄዎች አንብባችሁ ከተሰጡት አማራጮች ውስጥ የእርስዎን መልስ የያዘውን ሆሄ ያክብቡ፤ ከአንድ በላይ አማራጾችን መምርጥ ይቻላል።

13. በስራ በታዎ እየሰሩም እየተማሩም እንደሆነ ያስባሉ? አዎ አይደለም
 መልስዎ አዎ ከሆነ እንዴት ነው የሚማሩት?

- (A) ጓደኞቻችን በመጠየቅ
- (B) የቅርብ አለቃዎን በመጠየቅ
- (C) በየነ መረብ (internet) ላይ በመፈለግ
- (D) ሌሎች ሲሰሩ በማየት
- (E) ስልጠና በመወሰድ
- (F) ማኑዋልና መፅሀፍትን በማንበብ
- (G) ሌላ ተቋም ውስጥ ያሉ ሰዎችን በመጠየቅ
- (H) የቀድሞ መምህሮቻችን በመጠየቅ
- (I) ሌላ ካለ ይግለፁ-----

2. በስራ ቦታዎ ለመማር እንቅፋት የሚሆንብዎ ነገር ምንድን ነው?

- (A) ምንም እንቅፋት የለም
- (B) የኢንተርኔት አለመኖር
- (C) ጊዜ ማጣት
- (D) የተነሳሽነት ችግር
- (E) የጓደኞች አለመተባበር
- (F) የድጋፍና ክትትል ማጣት
- (G) የኃላፊዎች ችግር
- (H) የተቋሙ አሰራር ስራ ቦታ ላይ ለመማር ስለማያመች
- (I) ሌላ ካለ ይግለፁ -----

3. የስራ አካባቢዎ በስራዎ ቦታ ለመማር ያለውን አስቻይነት እንዴት ይገልፁታል?

- (A) በጣም ለመማር ያስችላል
- (B) ለመማር ያስችላል
- (C) ለመወሰን ያስችግራል
- (D) ለመማር አያስችልም
- (E) በፍፁም ለመማር አያስችልም

ክፍል አምስት:- ማብራሪያ የሚያስፈልጋቸው ጥያቄዎች

5. የስራ ቦታዎ በስራ ላይ እያሉ አዳዲስ ነገሮችን ለመማር የሚፈጥረውን እድል እንዴት ይገልፁታል?

6. በእናንተ ቢሮ የተለመዱ የእውቀት ሽግግር ማድረጊያ ዘዴዎች ምን ምን ናቸው?

7. የእውቀት ሽግግር ማድረጊያ ዘዴዎች ወጤታማ ናቸው ብለው ያምናሉ?

4. እርስዎ በስራ ላይ እያሉ በራስዎ መሪነት ለመማር ምን ያህል ዘግጁ ነዎት? እንዴት? -----

5. በስራ ቦታዎ ለመማር የሚገጥም እንቅፋት አለ? ካለ ቢጠቅሱት -----

እናመሰግናለን !!

Appendix (C) _English Version Interview Questions

1. Do you think that civil servants have the expected values, skills, and knowledge to perform their job?
2. Do you think learning at the workplace is important for civil servants, how?
3. Do you think you are learning at your workplace? Please explain
4. Is your workplace supportive to learn while working?
5. What you will do if you need to know a new thing about your job?
6. Do you try to learn something without the receiving directives from supervisors to fill your skill and knowledge gap?
7. Do you think civil servants are ready to learn from their colleagues and to share what they know? Why?
8. Do managers arrange a type of experience sharing within the organization and/ or with another organization?
9. Does your supervisor facilitate the way of learning at the workplace to help you to learn new skill for your job?
10. How do you explain the learning culture of civil servants in your bureau?
11. Do civil servants in your bureau try to know the skill needed to perform a job out of their directorate? If yes, did managers motivate them?
12. Can civil servants share information directly without any bureaucracy?
13. Is any planned learning and development effort in your bureau? Is it effective?
14. How do you explain the effort of managers in facilitating workplace learning for civil servants to enhance capacity of the civil service?
15. What are are the challenges hindering civil servants from learning at the workplace?

Appendix (D) _Amharic Version Interview

የቃለ መጠይቅ ጥያቄዎች (Interview Questions)

1. እርስዎ እንደ አንድ የመንግስት ሰራተኛ ስራዎን ለመፈፀም የሚያስፈልገኝን እሴት፣ ክህሎትና እውቀት ይዣለሁ ብለው ያስባሉ? ለምን?/ እንዴት?
2. በስራ ላይ መማር ለመንግስት ሰራተኞች ጠቃሚነው ብለው ያስባሉ?
3. በስራ ቦታዎ እየሰሩም እየተማሩም እንደሆኑ ያስባሉ? እስኪ ያብራሩት
4. የስራ ቦታዎ በስራ ላይ እያሉ ለመማር ምቹ ነው? ቢብራሩት?
5. በስራ ቦታዎ አዲስ ነገር ለማወቅ ቢፈልጉ ምን ያደርጋሉ?
6. የቅርብ ኃላፊዎ ሳይነግርዎ የራስዎን የእውቀት ወይም የክህሎት ክፍተት ለመሙላት ጥረት አድርገው ያውቃሉ?
7. ሁሉም የመንግስት ሰራተኞች የሚወቀውን ለማሳወቅና ከሌሎች ለመማር ዝግጁ ናቸው ብለው ያስባሉነው? ለምን?
8. የቢሮ ሃላፊዎችና ዳይሬክተሮች በተቋም ደረጃም ይሁን ከተቋም ውጭ የልምድ ልውውጥና የመማማር መርሃግብረ ያዘጋጃሉ?
9. የቅርብ ኃላፊዎ በስራ ላይ እያሉ እውቀት የሚገኙበትን መንገድ ያመቻቻሉ?
10. የመንግስት ሰራተኞችን የመማር ባህል እንዴት ይገልፁታል? ጠንካራ የሚባል ነው?
11. በእናንተ ቢሮ ሰራተኞች ከስራ ክፍላቸው ወይም ከዳይሬክቶሬታቸው ውጭ ስላለው ስራ አሰራር ለማወቅ ይጥራሉ? ድጋፍስ ይደረግላቸዋል?
12. የቢሮው ሰራተኞች እርስ በእርስ በቀጥታ መረጃ መለዋወጥ ይችላሉ?
13. በእቅድ የሚመራ የመማማር ፕሮግራም አለ? ወጤታማ ነው ብለው ያስባሉ?
14. ኃላፊዎች ሰራተኞች በስራ ላይ እንዲማሩና ልምድ እንዲያካብቱ፣ የእውቀት ሽግግር እንዲኖር የሚደረጉትን ጥረት እንዴት ይገልፁታል?
15. በአጠቃላይ በስራ ቦታ ትምህርት ለመውሰድ ያሉ መልካም አጋጣሚዎችንና እንቅፋቶችን እንደ ቢሮ ሰራተኛ ቢያብራሩልኝ?

Appendix (E)_ Tukey's Post Hoc Test Multiple Comparison Table

Tukey HSD post hoc test, multiple comparison

(I) ANRS Bureaus	(J) ANRS Bureaus	Mean Differen ce (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
Education Bureau	Road and Transport Bureau	.28974	.21999	.949	-.4117	.9911
	Supreme Court	.01795	.21999	1.000	-.6834	.7193
	Health Bureau	.08718	.21999	1.000	-.6142	.7886
	Trade and Market Development	.16923	.21999	.999	-.5322	.8706
	Urban Development, Housing and Construction Bureau	.02051	.21999	1.000	-.6809	.7219
	Technique and Vocational Enterprises Development Bureau	.13044	.21821	1.000	-.5653	.8262
	Agriculture Bureau	.80561*	.21653	.009	.1153	1.4960
	Revenues Bureau	.38205	.21999	.774	-.3193	1.0834
	Water, Irrigation and Energy Development Bureau	.00513	.21999	1.000	-.6963	.7065
Road and Transport Bureau	Education Bureau	-.28974	.21999	.949	-.9911	.4117
	Supreme Court	-.27179	.21999	.966	-.9732	.4296
	Health Bureau	-.20256	.21999	.996	-.9040	.4988
	Trade and Market Development	-.12051	.21999	1.000	-.8219	.5809
	Urban Development, Housing and Construction Bureau	-.26923	.21999	.968	-.9706	.4322
	Technique and Vocational Enterprises Development Bureau	-.15931	.21821	.999	-.8550	.5364
	Agriculture Bureau	.51587	.21653	.340	-.1745	1.2062
	Revenues Bureau	.09231	.21999	1.000	-.6091	.7937
	Water, Irrigation and Energy Development Bureau	-.28462	.21999	.954	-.9860	.4168
Supreme Court	Education Bureau	-.01795	.21999	1.000	-.7193	.6834
	Road and Transport Bureau	.27179	.21999	.966	-.4296	.9732
	Health Bureau	.06923	.21999	1.000	-.6322	.7706
	Trade and Market Development	.15128	.21999	1.000	-.5501	.8527

(I) ANRS Bureaus	(J) ANRS Bureaus	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
(I) ANRS Bureaus	Urban Development, Housing and Construction Bureau	.00256	.21999	1.000	-.6988	.7040
	Technique and Vocational Enterprises Development Bureau	.11249	.21821	1.000	-.5832	.8082
	Agriculture Bureau	.78766*	.21653	.012	.0973	1.4780
	Revenues Bureau	.36410	.21999	.819	-.3373	1.0655
	Water, Irrigation and Energy Development Bureau	-.01282	.21999	1.000	-.7142	.6886
	Health Bureau	Education Bureau	-.08718	.21999	1.000	-.7886
Health Bureau	Road and Transport Bureau	.20256	.21999	.996	-.4988	.9040
	Supreme Court	-.06923	.21999	1.000	-.7706	.6322
	Trade and Market Development	.08205	.21999	1.000	-.6193	.7834
	Urban Development, Housing and Construction Bureau	-.06667	.21999	1.000	-.7681	.6347
	Technique and Vocational Enterprises Development Bureau	.04326	.21821	1.000	-.6525	.7390
	Agriculture Bureau	.71843*	.21653	.034	.0281	1.4088
	Revenues Bureau	.29487	.21999	.943	-.4065	.9963
	Water, Irrigation and Energy Development Bureau	-.08205	.21999	1.000	-.7834	.6193
Trade and Market Development	Education Bureau	-.16923	.21999	.999	-.8706	.5322
	Road and Transport Bureau	.12051	.21999	1.000	-.5809	.8219
	Supreme Court	-.15128	.21999	1.000	-.8527	.5501
	Health Bureau	-.08205	.21999	1.000	-.7834	.6193
	Urban Development, Housing and Construction Bureau	-.14872	.21999	1.000	-.8501	.5527
	Technique and Vocational Enterprises Development Bureau	-.03879	.21821	1.000	-.7345	.6569
	Agriculture Bureau	.63638	.21653	.100	-.0540	1.3267
	Revenues Bureau	.21282	.21999	.994	-.4886	.9142
	Water, Irrigation and Energy Development Bureau	-.16410	.21999	.999	-.8655	.5373
Urban Development,	Education Bureau	-.02051	.21999	1.000	-.7219	.6809
	Road and Transport Bureau	.26923	.21999	.968	-.4322	.9706

(I) ANRS Bureaus	(J) ANRS Bureaus	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
Housing and Construction Bureau	Supreme Court	-.00256	.21999	1.000	-.7040	.6988
	Health Bureau	.06667	.21999	1.000	-.6347	.7681
	Trade and Market Development	.14872	.21999	1.000	-.5527	.8501
	Technique and Vocational Enterprises Development Bureau	.10993	.21821	1.000	-.5858	.8056
	Agriculture Bureau	.78510*	.21653	.012	.0947	1.4754
	Revenues Bureau	.36154	.21999	.826	-.3399	1.0629
	Water, Irrigation and Energy Development Bureau	-.01538	.21999	1.000	-.7168	.6860
	Technique and Vocational Enterprises Development Bureau	Education Bureau	-.13044	.21821	1.000	-.8262
Road and Transport Bureau		.15931	.21821	.999	-.5364	.8550
Supreme Court		-.11249	.21821	1.000	-.8082	.5832
Health Bureau		-.04326	.21821	1.000	-.7390	.6525
Trade and Market Development		.03879	.21821	1.000	-.6569	.7345
Urban Development, Housing and Construction Bureau		-.10993	.21821	1.000	-.8056	.5858
Agriculture Bureau		.67517	.21472	.057	-.0094	1.3598
Revenues Bureau		.25161	.21821	.979	-.4441	.9473
Water, Irrigation and Energy Development Bureau		-.12531	.21821	1.000	-.8210	.5704
Agriculture Bureau	Education Bureau	-.80561*	.21653	.009	-1.4960	-.1153
	Road and Transport Bureau	-.51587	.21653	.340	-1.2062	.1745
	Supreme Court	-.78766*	.21653	.012	-1.4780	-.0973
	Health Bureau	-.71843*	.21653	.034	-1.4088	-.0281
	Trade and Market Development	-.63638	.21653	.100	-1.3267	.0540
	Urban Development, Housing and Construction Bureau	-.78510*	.21653	.012	-1.4754	-.0947
	Technique and Vocational Enterprises Development Bureau	-.67517	.21472	.057	-1.3598	.0094
	Revenues Bureau	-.42356	.21653	.630	-1.1139	.2668
	Water, Irrigation and Energy Development Bureau	-.80048*	.21653	.010	-1.4908	-.1101
	Revenues Bureau	Education Bureau	-.38205	.21999	.774	-1.0834

(I) ANRS Bureaus	(J) ANRS Bureaus	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
	Road and Transport Bureau	-.09231	.21999	1.000	-.7937	.6091
	Supreme Court	-.36410	.21999	.819	-1.0655	.3373
	Health Bureau	-.29487	.21999	.943	-.9963	.4065
	Trade and Market Development	-.21282	.21999	.994	-.9142	.4886
	Urban Development, Housing and Construction Bureau	-.36154	.21999	.826	-1.0629	.3399
	Technique and Vocational Enterprises Development Bureau	-.25161	.21821	.979	-.9473	.4441
	Agriculture Bureau	.42356	.21653	.630	-.2668	1.1139
	Water, Irrigation and Energy Development Bureau	-.37692	.21999	.787	-1.0783	.3245
	Water, Irrigation and Energy Development Bureau	Education Bureau	-.00513	.21999	1.000	-.7065
Road and Transport Bureau		.28462	.21999	.954	-.4168	.9860
Supreme Court		.01282	.21999	1.000	-.6886	.7142
Health Bureau		.08205	.21999	1.000	-.6193	.7834
Trade and Market Development		.16410	.21999	.999	-.5373	.8655
Urban Development, Housing and Construction Bureau		.01538	.21999	1.000	-.6860	.7168
Technique and Vocational Enterprises Development Bureau		.12531	.21821	1.000	-.5704	.8210
Agriculture Bureau		.80048*	.21653	.010	.1101	1.4908
Revenues Bureau		.37692	.21999	.787	-.3245	1.0783

*. The mean difference is significant at the 0.05 level.