

**ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES
INSTITUTION OF REGIONAL & LOCAL DEVELOPMENT
STUDIES**

**Achievements and Challenges in the Implementation of
Result-Oriented Performance Management System
in the Ethiopian Federal Civil Service:
Case Study of Three Selected Ministries**

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*Oh, the depth of the riches of the wisdom
and knowledge of God
how unreachable his judgments,
and his path beyond tracing out!
"Who has known the mind of the Lord?
or who has been his counselor?
"who has been given to God:"
for from him and through him and to him
are all things.
To him be the glory forever: Amen.
Romans 11:33 - 36*

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ACRONYMS

A	=	Agree
BA/BSC	=	Bachelor of Arts or Bachelor of Science
CSRO	=	Civil Service Reform Office
CSR	=	Civil Service Reform Program
DA	=	Disagree
FCSA	=	Federal Civil Service Agency
HRM	=	Human Resource Management
ITAT	=	Internal Technical Advisory Team
MOFED	=	Ministry of Finance and Economic Development
MOR	=	Ministry of Revenue
MOT & I	=	Ministry of Trade and Industry
NANDA	=	Neither Agree Nor Disagree
NT & ITF	=	National Training and Implementation Taskforce
PHD	=	Doctorate Degree
PM	=	Performance Management
PMS	=	Performance Management System
ROPMS	=	Result Oriented Performance Management System
SA	=	Strongly Agree
SDA	=	Strongly Disagree
SP	=	Strategic Plan

ABSTRACT

Performance measurement helps organizations to identify gaps and to take corrective actions as important ingredients for an organization to excel in today's competitive environment. In order to evaluate performance properly, developing and implementing a workable system that suits the requirements of a job is vital to prove that they are within the bounds of the expected results.

This research is conducted with the objective of assessing the implementation process of result oriented performance management system (ROPMS) in the civil service organizations focusing on identifying major achievements gained and challenges faced. To assess the situation three civil service organizations were selected for the study they are: Ministries of Finance and Economic Development, Ministry of Trade and Industry and Ministry of Revenue.

The study employed qualitative research methodology . Data was collected through questionnaire method and analyzed. The main areas of focus in the study is to understand and analyze the major organizational factors which contributed for proper implementation of ROPMS, the appropriateness of the implementation process and the level of commitment of management and employee to facilitate implementation of ROPMS for the intended results.

The findings reveal that creation of awareness about strategic planning, and ROPMS, developed a positive attitude towards vision, mission and objectives of organizations, recognized as a better system to minimize subjectivity and helped organization to strengthen employee - supervisor relationship are some of the achievements of the system.

The necessity of maximizing staff participation in the development of strategic plan, improvement in leadership quality, integrating ROPMS with other systems of the organizations, absence of proper monitoring and evaluation system and organ, inadequacy of measurement standards, lack of proper culture to implement the system are identified as major challenges faced during the implementation. To overcome the challenges the importance of developing and implementing an integrated performance management system, monitoring and evaluation system, empowering civil service organizations, the think-tank groups, continuous training and coaching, considering the name ROPMS and further study for the system implementability and sustainability are recommended.

If proper attention is given from the part of the government at large and leaders of individual organizations ROPMS can bring about efficiency and effectiveness for the organizations within a short period of time.

CHAPTER ONE

INTRODUCTION

This chapter deals with an introduction on how the management of any organization is struggling to find itself well positioned in the ever changing environment and obliged to improve the existing and introduce new types of management systems that help to measure performance which is the ultimate goal of any organization.

The background of the study outlines the development of modern management in Ethiopia and the establishment of the Civil Service Agency, its objectives, and the reforms it underwent following the change of governments. Statement of the problem, general and specific objectives of the study, and scope of the study are presented. In addition an overview of how the paper is organized is also highlighted.

1.1 General

Managing organizations in the last two decades proved to be challenging due to several variables that ushered considerable changes. The introduction of reforms was ultimately seen as necessary because of the perceived inability of governments to address the day to day problems resulting in the erosion of public confidence. Fiscal and economic pressures, the serious competition and changing circumstances have been driving governments to assess their performance and initiate reforms that would transform them into more credible, effective and efficient entities. The reform wave that has emerged as a worldwide phenomenon is now widely acknowledged as the “new public management” (NPM) (Balogun, 2003).

The NPM has led to establishing a common paradigm, i.e., fostering performance-oriented model in the public sector. Everything that says what NPM is all about sector based on the standards of economy, efficiency and effectiveness. Hence measurement of performance has been a critical feature of public management reform in many countries (Pollitt and Bouckaert, 2004:90).

It is true that superior performance contributes to the development of institutions where the ultimate result would be development of a nation. On the other hand, poor performance

results in failure. Richard Beekhand (1969) as quoted by Armstrong and Baron 2002 stated that in a healthy organization:

“The total organization, the significant sub-parts, and individuals manage their work against goals and plan for the achievement of these goals”.

Therefore, organizations have to use proper methods to measure their level of performance to prove that they are within the bounds of their goals and prove their sustainability.

1.2 Background to the Study

Modern management is a recent phenomenon in Ethiopia. It was in the nineteenth century that Emperor Menelik (1889 - 1913), introduced the modern administrative system. Later, Emperor Haile Selassie (1930 - 1974) augmented his predecessor's initiative both in qualitative and quantitative aspect (Asmelash, 2000).

In 1962 the Central Personnel Agency (the present Federal Civil Service Agency) was established by Order Number 28/1962. All Ethiopian civil servants were centrally administered until the new federal administrative system was implemented in 1991.

The Agency was established to administer government employees with unified rules and regulations. The Agency has gone through various development stages and got its present name, duties and responsibilities by regulation No. 41/85.

The total number of employees, as shown in table 1.1 including civil servants at regions, as of 2004 was 267,303.

Table 1.1 Total Number of civil servants by region and employment status (June 2004)

No.	Region	No of permanent employees						Temporary/contract Employees		
		Male	Percent	Female	Percent	Total	Percent	Male	Female	Total
1.	Tigray	17,213	61.5	10,770	38.5	27,983	8.0	-	-	-
2.	Afar**	3,661		1,445		5,106	1.5	-	-	-
3.	Amahara	56,115	67.2	27,404	32.8	83,519	23.7	-	-	-
4.	Oromia	82,709	71.1	33,545	28.9	116,254	33.0	913	230	1,143
5.	Somalie**	3,281		1,096		4,377	1.2	-	-	-
6.	Benishangul-Gumuz	6,916	69.1	3,098	30.9	10,014	2.8	91	148	239
7.	Southern Nations Nationalities & Peoples*	48,161		15,293		63,454	18.0	-	-	-
8.	Gambela	3,621	71.7	1,431	28.3	5,052	1.4	9	1	10
9.	Hareri	2,173	56.4	1,679	43.6	3,852	1.1	350	206	556
10.	Addis Ababa City Government	14,029	48.5	14,915	51.5	28,944	8.2	470	286	756
11.	Diredawa Administrative Council	2,227	65.3	1,182	34.7	3,409	1.0	-	-	-
12.	Federal Government	27,202	58.9	18,982	41.1	46,184	11.6	2,517	718	3,235
	Total	267,303		130,840		398,148	100.0	4,350	1,589	5,939

Source: Federal Civil Service Commission, Personnel Statistics, (August 2005)

* Taken from June 2001 Report

** Taken from June 2003 Report

The main goal of the Agency is to establish merit based efficient and effective Civil Service.

The Agency's main duties and responsibilities include: -

- ◆ Prepare and implement, when approved, civil service laws and policies.
- ◆ Prepare qualification requirements for civil service jobs.

- ◆ Control recruitment, selection, placement, promotion, transfer, training and disciplinary actions are taken according to the existing rules and regulations.
- ◆ Administer requests to extend service for employees above retirement age.
- ◆ Prepare performance measurement manual and guideline and control its application.
- ◆ With other concerned bodies conduct study on the organization and human resource management of the civil service.
- ◆ Record detailed profile of the civil servants.
- ◆ Assist regions regarding civil service organization and management issues.

To date the Civil Service Agency is organized with five departments, five services, one administrative court and is led by a Director General. Previously articles number 57 - 62 of Order Number 28/1962 made performance evaluation of employees obligatory in the civil service institutions against a preset (standardized) format. The evaluation system was revised in 1984 to make it suitable to appraise performance objectively.

However, researches conducted by the Government in 1995 have indicated that civil service institutions were said to have been managed poorly and operating below capacity. To address these problems the Government introduced the Civil Service Reform Program (CSRP) with overall aim of enhancing performance of the civil service. In order to realize this objective the government established five task forces under the supervision of the Office of the Prime Minister. These are:

- ◆ Expenditure Management Sub-program
- ◆ Top Management System Sub-program
- ◆ Service Delivery Sub-program
- ◆ Ethics Sub-program
- ◆ Human Resource Management Sub-program.

One of these sub-programs, Human Resources Management Sub-program includes employee performance management system as one component of the reform area.

The study conducted by a task force, organized to assess the situation of the civil service performance management system in 1998/99, revealed among others, the following weaknesses.

- The system is focusing on employee behavior rather than the actual job performance;
- It involves subjective measurement criteria rather than judgment based on objective measures;
- It's objective is not forward looking to identify staff development
- There is no systematic review of appraisal results;
- There is no proper feedback system;
- There is no appeal system etc.

To address these problems, new performance management system, that is, Result Oriented Performance Management System (ROPMS) has been introduced at national level in 2001/02 to evaluate employee performance.

During the process of implementation major problems such as failure to link individual performance management with institutional strategy and performance, non-participatory approach in the development process of the system, taking job descriptions as the basis of performance evaluation, exclusion of cost as performance measurement etc. were observed. Then, the implementation manual was reviewed and corrections made; training of trainers organized and conducted for those who were expected to undertake the implementation program; the name changed into Result Oriented Plan Performance and the process of implementation continued nationwide (Result Oriented Performance Guideline, 2003).

Different workshops were organized and evaluations made on the progress of implementation. The evaluation result revealed that the implementation was not successful to attain its intended objectives. The major problems identified were:

- The ratings were not based on concrete evidences;
- Development of the system was not based on strategic plan of the institutions and it does not include organizational and team performance measurement system;

- Preconditions, like improvement in the working process and other systems, attitudinal change in the work culture, lack of adequate skill about the technicality of the new system and appropriate information system were not in place (FCSC, 2004).

Consequently, the government was obliged to establish National Training and Implementation Taskforce to strengthen the implementation process with the specific task of providing process oriented consultation in the development and implementation of the system. It also decided to implement the program on a pilot basis in seven selected civil service organizations, which have developed strategic plans and undertaken business process re-engineering (BPR). Now, in total twenty organizations are implementing the program (including thirteen institutions started implementation). However, reports from the task force have indicated that the implementation of the system is still facing challenges.

1.3 Statement of the Problem

Generally, performance management enables institutions to ensure effective utilization of resources, efficiency in their processes and brings about acceptable results (output - product/service produced by a program/process and delivered to customers; outcome - expected desired, or actual result to which outputs of activities of an agency have an intended effect; impact - characterization of the outcome of a program as it results to specific objectives PBM-SIG <http://www.ora.gov/pbm>). through proper alignment of work units and rational allocation of scarce resources that will ultimately result in the development of the nation.

If performance management system is properly developed and implemented in the civil service institutions, sustainable improvement in organizations performance, change in developing a more performance oriented culture, enhancing motivation and commitment of employees, developing team work and open culture to discuss work related issues, and empowering individuals to provide their talent for the success of the organizations' objectives are major benefits expected to be achieved (Armstrong and Baron, 2002). On the other hand,

if the system development and implementation are misguided, then all efforts will remain futile exercise, which could lead to wastage of resources.

Performance Management is the total system of managing the attainment of organizational goals and objectives through the assignment of duties and tasks to employees, appraising performance and institutionalizing a performance based reward system. Its concept proposes that the organization can improve the service delivery by:

- Focusing on goals, objectives and targets,
- Mobilizing employees' capacity and potential,
- Ensuring high quality standards,
- Assigning accountability for achieving objectives,
- Ensuring continuous employee training and development,
- Enhancing efficiency and effectiveness etc. (Performance-Based Management Handbook Volume .I, 2001).

The Ethiopian Civil Service Reform Program is designed to bring about development to the country by replacing the old management practice with new and better system that would improve productivity and service delivery.

When the civil service reform program started one of the issues to be studied and developed was changing the existing performance management system and replacing it with more objective, modern, and participatory performance management system. The human resource management sub program was designed to focus on developing result-based performance management system in the civil service.

Implementation of the new performance management system developed by the team faces various problems. The main challenges can be categorized into two major groups i.e. those related to the system development, and those related to implementation problems. Most of the challenges faced during the implementation of the system, as identified by observation and from the national training and implementation taskforce report, include the following (Taskforce Six month report, 2005).

- Even if the civil service as a whole has some similar characteristics, individual institutional culture and sub cultures within the organization are not given the necessary attention. As a result trying to implement a uniform system in different organizational set up creates resistance (challenge) from the part of individual employees, supervisors, and the top management.
- Lack of necessary top management support is another challenge. Performance management system, unlike other sub-programs, demands the commitment of the top management, which is presumed lacking in the Ethiopian Civil Service.
- The very concept of performance management seems to be wrongly perceived among the civil servants. Though its main objective is to develop institutional as well as individual performance, the way the implementation process is taking place changed its objective and it has been taken as a political tool. This brought about resistance.
- Competence is one dimension for the successful implementation of performance management system in an organization. It implies largely, as possessing technical skills on how to develop and implement the system. However, the level of understanding from the supervisors as well as the employees' side regarding the technicalities is low.
- The development and implementation process of the system involves too much paper work and requires continuous follow up of individuals' work accomplishment that requires significant time from the supervisors. Thus developed information technology (IT) is required to facilitate the process. This is also another challenge that brings about resistance from the evaluators' side.
- For performance management system to be successful, implementation has to consider integration between individual, group and organizational performance. But in the Ethiopian case alignment of individual, group, and organizational performance management is not implemented as an integrated system.

- For performance management system to be successful, it has to be linked with the organization's strategic plan. From this perspective those organizations which try to implement the system either do not have strategic plan or those who claim they have are not up to standard.
- Government through the Ministry of Capacity Building, which is doing the monitoring and evaluation activities on ad hoc basis, sponsors the ROPMS. But absence of an entity (or body) with defined responsibilities and authority is one problem to ensure continuity of programmed monitoring, evaluation and assistance in developing possible remedial actions.
- As the name Result Oriented (the Amharic version 'Wutet Tekor') implies that the system evaluates performance from result point of view only, the importance of work related behaviors, which are pivotal for performance improvement, are ignored in the new system. Moreover the naming has already created negative attitude from both the evaluatee and evaluator.

This study, therefore, tries to see the impact of the above technical, skill, and leadership factors upon the outcome of the implementation of ROPMS in the Ethiopian Civil Service. It also assesses the major challenges facing the implementation program.

1.4. Objective of the Study

General Objective

The general objective of the research is to identify whether or not Result Oriented Performance Management has been properly implemented in a set of selected institutions and make overall observation to assess the major achievements, and identify the challenges

encountered in the process of implementation and propose possible solutions to overcome the challenges.

Specific Objectives

The specific objectives of this research is to try to give answers for the following questions:

- a) Are the organizational factors (strategy formulation, smoothness of work environment, fitness of ROPMS for the organizations' context, vertical and horizontal integration, clarity and simplicity of the system, and monitoring and evaluation system) adequate to implement the new performance management system in the civil service organizations? In what ways do they affect implementation of the system?
- b) Are knowledge about ROPMS, attitudes and commitment of top management and employees obtained, and stakeholders (supervisors at all levels and subordinates) involved in the process?
- c) What are the major reasons, which necessitated civil service institutions to implement ROPMS?
- d) What are major achievements obtained so far?
- e) What challenges have organizations encountered in the process of development and implementation of the ROPMS?
- f) What needs to be done to overcome the challenges in the future?
- g) What role has to be played by the government in the development and implementation of the PMS?

1.5. Significance of the Study

The Civil Service is required to serve the public in an efficient and effective manner. This will definitely be materialized if the performance management system in the civil service takes root by establishing clear responsibility and accountability. But as PM process needs to be part of a holistic approach to manage performance, developing and implementing new, effective and reliable PM system may not be an easy task.

The findings of this study are significant for the following reasons:

- i) It highlights the achievements that should be enhanced and the challenges that deserve the attention of policy makers for future corrective actions;
- ii) Enable civil service institutions to identify the problems and the factor/s that hinder/s the application of the system,
- iii) Discusses important points, which would help to create sense of ownership among supervisors and employees of civil service organizations;
- iv) Its use as a reference for those who are interested to conduct further study on the ROPMS.

1.6. Scope of the Study

The paper deals with performance management practices in the Federal Civil Service institutions focusing on the three selected ministries: Ministry of Finance & Economic Development, Ministry of Trade & Industry, and Ministry of Revenue. These institutions were among the seven organizations selected for pilot testing of the implementability of the system. Now they have implemented the system on their own and are in progress. Thus, the study will focus on identifying the achievements and the challenges encountered in the implementation process of the PM system in these organizations.

1.7. Organization of the Study

Chapter two deals with literature review to enable readers have comprehensive idea on the evolution and what Performance Management System (PMS) is all about, basic principles and purposes of the system. Measurement is the cardinal task of PMS to weigh output vis-à-vis set objectives. Different frameworks on how to develop PMS are exhibited and criteria for successful application are also discussed. As PMS cannot be implemented in vacuum, the influence of culture and the importance of leadership to buy its commitment to enable it create a learning organization to challenge future problems are discussed. The last part of the literature review tries to show the relevance of PMS in the civil service institutions and critiques from professionals and academics on the system.

Chapter three outlines the profile of the organizations (ministries of Finance and Economic Development, Trade and Industry and Revenue) selected for this study to give quick look to readers on the objectives they are established for.

The research methodology, with its rational, instruments and methods used to collect data and analysis, as discussed in chapter four is selected as appropriate to deal with this study.

Chapter five discusses contents of data, profile of respondents, analysis of findings from questionnaires and interviews while major findings identified and possible recommendations are explained in chapter six.

CHAPTER TWO

REVIEW OF RELATED LITERATURES

In the literature review the main areas considered are origin of performance management and its definitions, principles of performance management, purposes of performance management, performance measures, purposes of measuring, frameworks, and criteria for successful application of performance management. Performance management, a tool for both management and employees to measure their work results, is influenced by culture and leadership as explained here. The importance of continuous learning for performance success and the relevance of performance management in the civil service institutions are also discussed. The two schools of thoughts have different arguments regarding the contributions and the workability of PM. In this section attempts have been made to point out where the views of the two schools of thought converge and diverge as regards to relevance of PM to organizations.

2.1. Origin of Performance Management

According to the Holy Bible evaluation of performance started on the sixth day after the world was created; “And God saw everything that He had made, and behold, it was very good”. (Genesis 1: 31). This shows that the Creator had set goals for each day and evaluated His performance after setting all resources in order as planned.

Armstrong and Baron (2002) have discussed that, no one knows precisely when formal methods of reviewing performance were first introduced. Contrary to this, Koontz (1971), as cited by Armstrong and Baron (2002), tries to trace its origin from the emperors of the Wei Dynasty (AD 221 – 265) in China. The emperors had an ‘Imperial Rater’ whose task was to evaluate the performance of the official family.

Centuries later, Ignatius Loyola (1491 – 1556) established a system for formal rating of the members of the Society of Jesus (the Jesuits).

On the other hand C.B Mamoria (1980) mentioned the technique is said to have been used for the first time during the First World War, when, Walter Dill Scott, of the US Army adopted the “man-to-man” rating system for evaluating military personnel. During the 1920-30s, the policy of giving in grade wage increments in the name of “merit rating program”, on the basis of merit was an accepted practice up to mid-fifties.

Armstrong and Baron (2002), and Pollitt and Bouckaert (2004), pointed out that, formal administrative system that would perform well against efficiency criteria, however evolved out of the work of F.W. Taylor and his followers. In the early fifties attention began to be devoted to appraise performance of technical, professional and managerial personnel. Since then, as a result of experiments and a great deal of study, the philosophy of performance appraisal has undergone tremendous changes that include the terminology used (C.B. Mamoria, 1980) Merit Rating in the 1950s and 1960s Management by Objective and Behaviorally Anchored Rating Scale in the 1960s and 1970s, Result-Oriented Performance Appraisal in the 1970s, and Performance Management as a recognized process from mid 1980s onwards which is the dominant practice of the day (Armstrong and Baron, 2002).

Regarding the purpose and process, the history of performance management goes that from trait oriented to developmental one. In this regard, one can also easily summarize the performance management historical path as follows.

- Trait-based Performance Appraisal System;
- Behavioral – based Performance Appraisal System;
- Result – Oriented Performance Appraisal System, and
- Performance Management.

Usually performance appraisal is understood as performance management, (Enos, 2000) but it is only one aspect of performance management. Performance management is broader than appraisal and takes it as one component (Armstrong and Baron, 2002).

By 1990 performance management had entered the vocabulary of Human Resource Management in the UK as well as in the USA. Fowler (1990) as cited by Armstrong and Baron (2002), defines what has become the accepted concept of performance management:

*Management has always been about getting things done and good managers are concerned to get the right things done well. That, in essence, is performance management – the organization of work to achieve the best possible results. From this simple viewpoint, performance management is not a system or technique; it is **the totality of the day-to-day activities of all managers** [emphasis added.]*

Performance management methods can be classified into two major categories: traditional (straight ranking method, man-to-man comparison methods, grading, graphic rating scales, forced choice distribution, check list, critical incidents, group appraisal, field review method etc.). This method concentrates mostly on the behavioural aspect of employees, necessary attention is not given to results. On the other hand the modern method (assessment centers, appraisal by result, or management by objective, human asset accounting method) is concerned with the results rather than the behaviour aspects (Mamoria 1980).

Morrisey, on the other hand, classified performance management systems into a continuum between two theoretical extremes. At one end of the continuum is Management by Activity or Reaction (MAR). In this approach, planning is accomplished immediately prior to or in concert with action, and there are frequent changes in plan due to either lack of time in which to consider alternatives or lack of a predetermined objective. Effectiveness is measured by the flurry of activity that goes on and the effort that is put forth rather than by the results produced. At the other end

of the continuum is Management by Objectives and Results (MOR). Here management defines in advance the results to be achieved and the action plans required for the achievement of these results. The MAR extreme might be equated with “fire fighting,” whereas MOR is analogous to “fire prevention.” (Morrisey, 1977)

According to Schouten and Beers, MOR as a management style aims to achieve maximum result based on clear and measurable agreements made upfront. MOR is primarily a management style based on the thought that people will work with more enthusiasm and fun if they clearly know what is expected of them, are involved in establishing these expectations, are allowed to determine themselves how they are going to meet these expectations, and obtain feedback about their performance.(Schouten and Beers, 1996, <http://www.Valuebasedmanagement.net/...>)

However, as explained by Armstrong and Baron (2002) MBO has its own shortfalls among which the major ones are:

- Its failure to recognize individual needs and personal objectives,
- Its emphasis on quantity rather than quality,
- Its tendency towards top down approach,
- Its expectations more from managers leaving the rest of the staff.

To right the wrongs, in Druker’s management by objective and results, performance management (PM) developed through practical challenges and experiences on the job with guidance and feed back was first recorded in 1976 by Beer and Ruh.(cited in Armstrong and Baron 2002).

2.2. Definitions of Performance Management

Many authors, in the field of Performance Management, define performance management in different ways. To see and understand performance management from different perspectives some of the definitions are presented.

Fletcher defines performance management as an *approach to creating a shared vision of the purpose and aims of the organization, helping each employee understand and recognize their part in contributing to them, and in so doing, manage and enhance the performance of both individuals and the organization* (1993).

This definition emphasizes that the enhancement of organization and individual performance will be realized if there is a common understanding between the organization and employees regarding what is expected of them

Another definition is by Armstrong and Baron (2002), as:

Strategic and integrated approach to deliver sustained success to organizations by improving the performance of the people who work in them and by developing the capabilities of teams and individual contributors.

This definition gives performance management a strategic view and development of team and individual capabilities to improve performance.

Performance management is also viewed as "a means of getting better results from the organization, teams and individuals within agreed framework of planned goals, objectives and standards" (Armstrong and Murlis (1994). This view emphasises that there has to be organization, team and individual agreement on goals.

Lockett's (1992) definition gives much attention to the developmental aspect of performance management, specifically individual development as:

The essence of performance management is the development of individuals with competence and commitment, working towards the achievement of shared meaningful objectives within an organization that supports and encourages their achievement"

The US Office of Personnel Management (2001) defines employees' performance management as: "A systematic process of planning work and setting expectations, continually monitoring performance, developing the capacity to perform in a summary fashion and rewarding good performance".

Performance Management is also viewed as:

...not a mere routine activity, but a dynamic, momentum-gearred, trouble-shooting, and impact-oriented process. In essence, therefore, PM has to do with focusing the attention of an organization and its constituent parts on the attainment of specified objectives (corporate strategy) and on the application of constantly changing processes, techniques and technologies (Balgun 2003)

According to the American Compensation Association (1996) Performance Management is "a process for establishing shared understanding about what is to be achieved, and an approach to managing and developing people in a way which increases the probability that it will be achieved in the short and long term. It is owned and driven by line management."

PM is also defined as:

... systematic approach to performance improvement through an on-going process of establishing strategic performance objectives, measuring performance, reporting performance data and using the data to derive performance improvement' (The Performance Based Management special Interest Group)

The above definitions do have differences i.e., as an approach focus on creating shared vision among staff, as a process, calls on management to involve all staff in the

development of the program, as a dynamic process it demands the management to focus on goals and be proactive to manage the changing situations. Further it is also defined as a process focus on culture, an approach focus on managerial functions. All these do have their impact on the design and implementation of the system, which may be influenced by time, experiences, cultural contents of their environment, and the level of development of the targeted subject in their researches. What matters is that performance management is a developmental system, which improves mostly through practice.

Despite the differences between the definitions given to performance management, the main focus related to it are;

- It is a systematic approach
- Strategic and integrated approach with goals and objectives,
- Involves the organization, team and individual with aligned objectives,
- Development of organizational, team and individual competencies
- Needs the involvement of the management and
- It is a means to reward good performance.

2.3. Principles of Performance Management

Principles are beliefs that govern the development and implementation of any system in an organization. In any situation principles are taking into account the specific situation and background of the organization. With this in mind the principles of PM have their roots depending on the time, and context of development. Whenever organizations want to set or adapt these principles they have to take into account the specific environment and situation and try to adapt them to their context.

Generally the two theories about PM are goal setting and expectancy theories (Clark, 1998). The objective setting theory emphasis on assigning tasks to employees specific, demanding but attainable to achieve greater performance. On the other hand expectancy theory states that satisfying important goals causes individuals to adjust

their behavior leading/helping them to achieve the set goals. Thus the two theories could be taken as the basis of PM.

Through time and case study researches and management professionals have developed certain guiding principles for PMS. Fletcher and Williams (1992) as cited by Armstrong (1996) came to the conclusion that ‘the real concept of performance management is associated with an approach to creating a shared vision of the purpose and aims of the organization, helping individual employees understand and recognize their part in contributing to them, and in so doing manage and enhance the performance of both individuals and the organization.’

Thus, four underlying principles of effective performance management suggested are: PM should be owned and driven by line management, PM should emphasis on shared corporate goals and values; PM has to be developed specifically and individually for the particular organization; and it should be applied to all staff, not just part of the managerial group.

On the other hand the UK Civil Service considers the following as principles, that is, regular appraisal is a key element in the delivery of result and improving the performance; PMS should be appropriate to particular management and operational needs and should be reviewed regularly; staff should know in advance what is expected of them, how their performance will be assessed, and should get effective feedback; appraisers should be competent to do the appraisal and have received training; training and development needs of staff should be identified and action be taken; and there should be arrangement for recording and handling any dispute out of implementing the PMS (Common wealth Secretariat, 1996).

2.4. Purposes of Performance Management

The purpose of PM differs from organization to organization depending on the objective to be achieved. However, most authors do agree that it can serve two main purposes in an organization, i.e., developmental and administrative. The developmental purpose includes identifying readiness of the employee to undertake the job, career planning, training,

discussion and clarification (facilitate two-way communication), identifying needs in management changes (style, system, strategy, structural etc.) motivational and goal directing activities. On the other hand the administrative purpose includes pay based on performance, for promotion decisions, motivating employees, making transfer decisions, making layoff or termination decisions etc (Milkovich and Boudreau, 1991).

Armstrong and Baron (2002) explained the main aims of performance management include achieve sustainable improvements in organizational performance, act as a leverage for change in developing a more performance oriented culture, increase the motivation and commitment of employees, enable individuals to develop their abilities, enhance the development of team work and better performance, develop constructive, contentious and open relationships between individuals and their managers, and provide opportunities for employees to express their aspirations and expectations about their work.

They have explained that the benefits of performance management can also be viewed from:

1. Organizational i.e. align corporate, individual and team objectives; improve performance, motivate employees, increase commitment underpin core values, improve training and development processes, help to develop a learning organization, provide the basis for career planning, help to retain skilled employees, support total quality and customer service initiatives and support culture change programs etc.
2. Managerial i.e. provide the basis for clarifying performance and behavior expectations, afford a framework for reviewing performance and competence levels, improve team and individual performance, support leadership, motivating and team building process, provide the basis for helping under performers etc.
3. Individual employee i.e., greater clarity of roles and objectives, encouragement and support to perform well, opportunities to contribute to the formulation of objectives and plans and to improvements in the way work is managed and carried out, an objective and fair basis for assessing performance.

Armstrong and Baron (2002) referred to the results of the survey conducted by IRS in 24 organizations indicate the reasons why institutions are introducing PMS vary from organization to organization based on the purpose to serve. The reasons could be summarized as follows:

- To bring about cultural change,
- To link pay to performance,
- To improve customer satisfaction through providing quality service,
- To Improve performance and identify training needs,
- Feedback from supervisors to staff,
- To Devolve control to line managers;
- To Improve competence, efficiency, reduce costs and embrace government initiative, and
- Achieve better performance, and increase effectiveness in meeting organization's objectives.

2.5. Performance Measures

L. Cardy (2004) uses two approaches to define performance: behavioral approach which describes job performance in terms of behaviors that the worker ought and ought not do; and outcome approach defines it in terms of outcomes attained for example amount of sales, number of new clients etc. Measuring performance is cardinal to performance management. If there is no measurement there will be no improvement, because defining objectives or performance standards without understanding and agreement on how performance is achieving these objectives serves no purpose. It is performance measure that shows whether or not the expected result has been achieved by the jobholder. It is a chain that generates feedback to both managers and individuals to monitor and evaluate own accomplishments.

Armstrong (1996) considers the following as guidelines to define performance measures:

- Measures should be related to results not efforts;
- The results must be within the job holder's control;
- Measures should be objective and observable;
- Data must be available for measurement; and
- Existing measures should be used or adapted wherever possible.

Usually performance measure tells quantitatively about products/services, and the processes that produce them. Performance measures as tools help one to know How well one is performing; If one is meeting the set goals (output, outcome, impact); If customers are satisfied; If processes do have adequate data for evaluation; and shows if and where improvements are necessary to make rational decisions (A Handbook of Techniques and Tools 1995).

2.6. Purpose of Measuring Performance

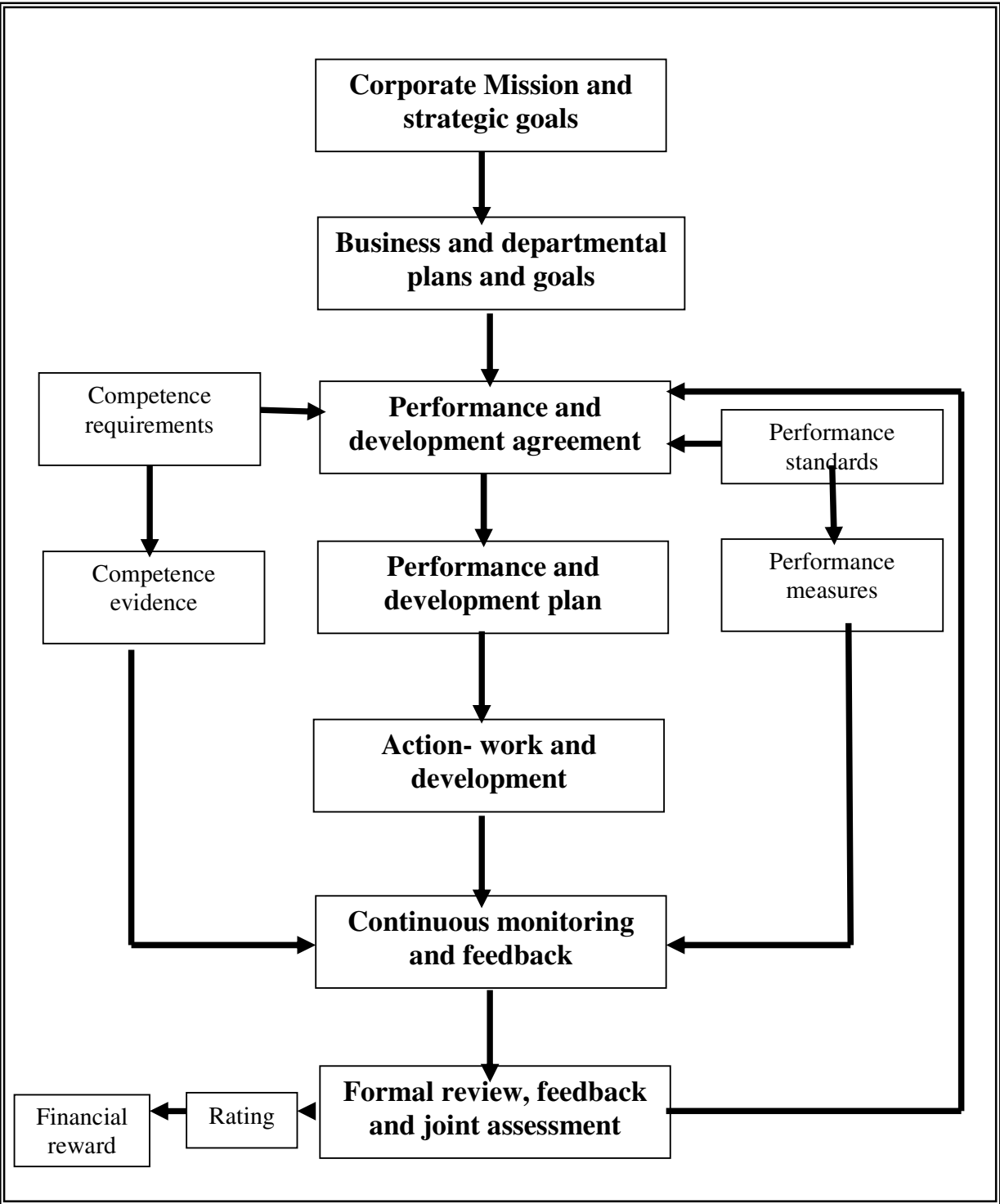
According to Armstrong and Baron (2002), the basic concept of performance measurement involves planning and meeting goals; detecting deviations from planned levels of performance and resorting performance to the planned levels or achieving new levels of performance.

Important benefits of measuring performance as pointed out in the Handbook of Techniques and Tools on How to Measure Performance (1995) are identifying whether customer requirements are being met; understanding the processes, ensuring that decisions are based on facts but not on emotions, showing where improvements are needed and improvements actually happened, revealing problems of bias, and identifying whether suppliers are meeting requirements of the job. Therefore, successful performance measurement systems adhere to the principles of measure only what is important; focus on customer needs; and Involve employees.

2.7. Frameworks used in Managing Performance.

Different authors propose different steps, frameworks or models for performance management. According to Armstrong and Baron (2002), there is no one right way of doing performance management. It must be tailored to the circumstances, needs of the organization, and individuals and must be applicable flexibly. It is also a continuous process which involves managers and those whom they manage acting as partners within a framework which sets out how they can best work together to achieve the required result (Armstrong 1996)

Figure 1. The Performance Management Sequence



(Source, Armstrong and Baron, 2002)

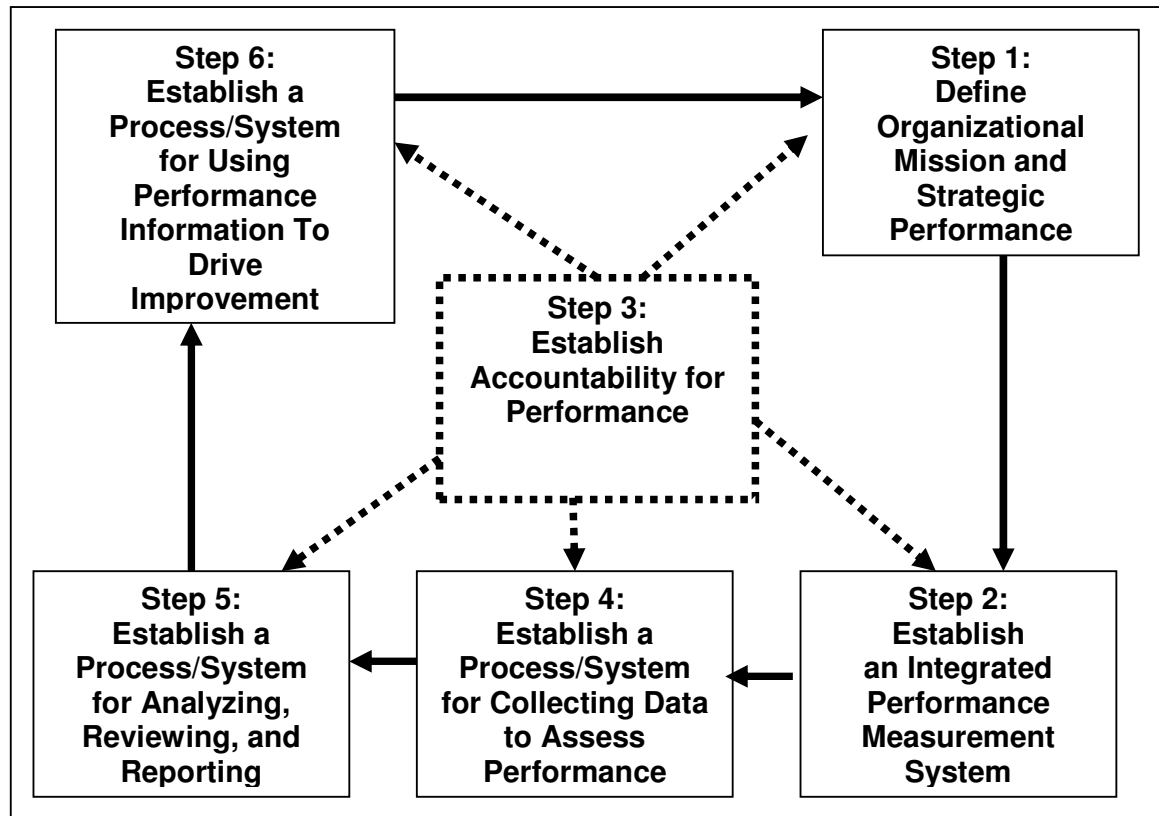
The Commonwealth Secretariat, (1996), developed its own framework with the following components:

- Organization's vision, organization's mission, government priorities, budget allocation, organization's goals/objectives, strategic and annual plan action, unit action plan, individual work plan, objectives or key tasks, and performance measures/indicators/targets.

McNamara, (1999), on the other hand proposes a framework with fourteen steps:

1. Review organization goals;
2. Specify desired results for the organization, team and individual level);
3. Ensure that the domain's desired results directly contribute to the organization's results;
4. Weigh or prioritize, the domain's desired results;
5. Identify first-level measures to evaluate if and how well the domain's desired results were achieved;
6. Identify more specific measures for each first-level measure if necessary;
7. Identify standards for evaluating how well the desired results were achieved;
8. Document a performance plan-including desired results, measures and standards;
9. Conduct on-going observations and measurements to track performance;
10. Exchange on-going feedback about performance;
11. Conduct a performance review;
12. If performance meets the desired performance standard, then reward for performance (the type of reward depending on the nature of the domain);
13. If performance does not meet the desired performance standards, then develop or update a performance development plan to address the performance gap; and
14. Repeat steps 9-13 until performance becomes acceptable, standards are changed, the domain is replaced, and management decides to do nothing.

Fig. 2. A six-step framework of performance management as proposed by Performance Based Management Special Interest Group (PBM-SIG)



Source: The Performance-Based Management Handbook, (2001).

Even if there are slight variations between the different frameworks presented, there are common aspects, which are mandatory to the success of the system. A well-developed PM system must include strategic plan, operational plan, performance measurement, accountability, performance data management, and applying performance information for improvement.

2.8. Basic Factors for Successful Implementation of the Performance

Management System

Change Management:

According to Rao et al (1996) the only constant business in life is change that could be large or small, rapid or slow, planned or unplanned, controlled or not controlled from implementation of a new system. Change in an organization can be introduced by internal forces like new strategy, new technology, employee attitude and behaviors and external forces like technological environment, the economic environment, the political and legal environment, social conditions, and competitive environment.

Developing and implementing the new ROPMS is major organizational intervention and change strategy. It requires adjustments in other management activities and practices. The impact of these changes can be a cause for resistance to implement the system. To deal with the resistance and facilitate the change process commitment of managers and staff are basic issues. It is also critical to the development, implementation and overall success of the PMS that it is treated as a key change program that requires dedicated resourcing and senior management support (Armstrong and Baron 2002, PBM-SIG 2001, Commonwealth Secretariat 1996, <http://www.performa>).

Therefore, implementing the new system (ROPMS) has introduced change in the civil service institutions and this is a case for organizational change. In order to implement ROPMS successfully, this organizational change should be managed properly by educating employee and communicating about the change and by participation and involvement of staff in the process. According to Blunt and Jones (1992), many organisational change efforts fail because their effects on the human sub-system are not properly managed. But management should make the change as easy as possible for

employees, offer incentives and influence to support and cooperate in the change process to carry out the strategy and meet performance targets (Kotter and Schlesinger (1979).

Alignment of Strategic plan with all other Management Systems:

The strategic plan is a statement of overall aims and objectives and the business plan is the map of how to get there, how to achieve those aims and objectives and a performance management system links the organization and individual by developing a purposeful result oriented direction, which sets organizational objectives and individual objectives (Commonwealth Secretariat, 1996; Johnson and Scholes, 1997).

According to Thompson and Strickland (1995) strategic implementation involves converting the SP into actions and good results. Successful strategy implementation is whether actual performance matches the targets cited in the SP. Shortfalls in performance is signal of weak strategy, weak implementation or both.

Implementing the strategy requires to know what organizational conditions are needed i.e., managers have to create conducive work conditions and environment to facilitate performance and make the SP practical. The process involves creating linkage between strategy and organization's skills, competencies, policy, internal support systems, the reward structure and organizational culture. Thus, the tighter the linkage, the more powerful strategy execution and more likely targeted performance can be achieved. Moreover, implementing a strategy is a job for the whole management team and all employees are participants (Thompson and Strickland, 1995).

Dessler (1998) pointed out that implementation of strategic plan requires several things among them strategic 'fit' between the strategy and the organizational functional activities (horizontal integration), leveraging the firm's core competencies and the top management commitment are required to implement the plan are the basic factors. Dessler says the quality of leadership will ultimately determine whether the strategy succeeds or fail.

Furthermore, implementation of strategy demands matching the organization's structure to strategy that involves reengineering work process to reduce fragmentation and bottlenecks across work units, the creation of process teams, cross functional work groups, use of computers to facilitate fast access to information (Thompson and Stickland, 1995). Establishing policies and procedures, installing support systems that enable staff to carry out their strategic roles successfully, tying rewards and incentives to the achievement of performance objectives, creating a strategy -supportive work environment and organizational culture and commitment of leadership to drive the implementation forward are critical factors.

Organizational Culture and Leadership:

Fundamentally, performance management systems are manifestations of and powerful mechanisms for supporting the organization's work culture. Therefore, any discussion of performance management system would be incomplete before exploring the meaning/context of culture, and its impacts on performance management system enabling one to suggest the type of culture that supports identification and development of an appropriate culture to an organization.

Culture management will involve influencing behavior, attitudes and beliefs through process (Blunt and Jones, 1992). And changing attitude is up to individuals as long as they accept that their attitude needs to be changed. The challenge for managers is that people will not change their attitudes simply because they are told to do so. They can only be helped through counseling approach to understand that certain changes to their behavior could be beneficial not only to the organization but also to themselves (Armstrong 1996).

Schein (cited in Kreitner and Kinicki, 2002) defines culture as:

A pattern of basic assumptions – invented, discovered, or developed by a given group as it learns to cope with its problems of external adaptation and internal integration – that has

worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems.

He further expounds culture as social glue that binds members of an organization together through shared values, symbolic devices, and social ideals. Hofstede (1991) on the other hand points out four terms related to culture –symbols, heroes, rituals, and values- as manifestations for culture.

Armstrong and Baron (2002) say that when culture matches – as there is no one best way- would contribute much for high performance, quality, involvement, openness, ease of communication and mutual trust that will serve as leverage for change if management is ready to subscribe and act.

Wade and Ricardo (2001) affirm that business strategy must drive culture because culture -which is earned through learning- forms a firm's behavioral boundary that could affect the degree of strategy implementation that calls for properly identifying the cultural characteristics and staff behavior that would facilitate the achievement of the strategy. But the culture of the organization could equally help to shape its strategy. For example a company with an open, enterprising and flexible culture is more likely to adopt this approach when developing its business strategies.

Regarding leadership and performance several studies support that effective change in an organization's culture comes from able, strong and committed leaders. The PMS needs to be driven by the strategy and senior management of an organization without which the system will be ineffective. In this way senior management must do more than simply articulate the need for effective performance appraisal, they must be role models of effective performance management behavior which is the critical element in their providing leadership with respect to the performance management system (Carter et al, 2001).

Managers as individuals do have their own culture. But as they climb the ladder they are obliged to think organization wide and sacrifice the culture they learned in favor of the organization. Then it is here that they will be required to have managerial style that fits the requirement of the organization. In addition, managers use strong culture to tight employee through a set of managerially sanctioned values. They set the direction and establish a culture, which helps them to maintain it. (Legg, 1989, cited in Armstrong 1996)

From the above discussions it can be concluded that managers should understand the culture of the organization, identify the required culture that support the new system and be committed to play significant role by practicing the required behavior themselves, develop it in their staff and install or reinforce the value system of the organization.

Training and Creating Learning Organization:

Implementation training is vital to introduce the new PMS. Moreover, to keep the system dynamic PMS needs learning and growth. (PBM-SIG, 2001). Learning organization is "an organization that will truly excel in the future and that discovers how to tap people's commitment and capacity to learn at all levels in an organization". It is continually expanding its capacity to create its future (Senge 1990). Similarly Pedler et al. (1991)) also defines it as "an organization that facilitates the learning of its members and continuously transform itself."

Enos (2000) in his book, Performance Improvement: Making It Happen, tries to show interventions such as strategy, restructuring, performance management system, training and development available for improving performance, which, he says should continuously be learned by those who participate in the interventions.

Performance management aims to enhance what Mumford (1994) calls deliberate learning from experience, which means learning from the problems, challenges and success inherent in peoples day to day activities (Armstrong 1996). Enos, confirms to

what Senge says that an organization that will truly excel in the future will be the organization that discovers how to tap people's commitment and capacity to learn at all levels of the organization.

From two case studies conducted, Enos concluded that if the leaders of organization/team believe that learning and developing their people is crucial to performance success, they could find ways to do it so that productivity will be improved and sustainability of the organization will be confirmed.

Rewarding good Performance:

Applying benefit packages serves to avoid turnover, to build loyalty and commitment, to build sustainable competitive advantages (Dessler, 1998).

Like any other employees public servants require recognition of their achievements to maintain their motivation and innovation. Most motivational theorists stress intrinsic motivation (i.e., the job itself) rather than extrinsic motivation (i.e., money and other benefits). Since work groups are part of the larger organizational system, employee's behavior will be influenced by how the organization evaluates performance and what behaviors are rewarded (Robbins, 1996). However, establishing rewarding system, which is credible and sustainable, it must avoid any risk of serious challenge to the performance management methodology, which may be subject to resistance (www.dddiworld.com.).

Flexibility and simplicity:

Performance management system should operate flexibly to meet different circumstances of the organization, and have to be accepted by all staff as a natural component of good management and work practice, transparent and operate fairly and equitably (Armstrong and Baron, 2002). The system has to be also flexible enough to include core competencies which are the common attributes, type, level and quality of skills and behaviors that employees are expected to demonstrate so that the organization can meet its objectives (Commonwealth Secretariat, 1996).

Moreover, for a system to be easily implemented and to produce the intended result it has to be clear, simple (as much as possible), and requires the necessary skills for effective and efficient implementation of the system.

Communication:

To alleviate misconceptions and to ensure that the benefits and implementation of PMS are well understood, organizations should communicate contentiously until all employees are aware of and become part of the implementation process (Commonwealth Secretariat 1996; PBM-SIG 2001; [HTTP://accounting.smartpros.com/x3669.xml](http://accounting.smartpros.com/x3669.xml)).

Resource:

A sound performance management program must be availed with adequate resources like procedures; information management and all other tools required performing the task up to standard.

Involvement of all staff:

As an inclusive element the PMS should involve all staff to ensure ownership of the system and enhance commitment of individuals to facilitate the implementation process. Moreover commitment of staff will enhance organizational capacity by minimizing inefficient and ineffective processes (PBM-SIG 2001; Armstrong and Baron 2002; <http://www.ey.com>).

Shared understanding of vision, mission, objectives and Staff commitment:

Managers are required to ensure that there is a shared understanding of vision, mission, values, and strategic objectives of the organization. In addition the PMS should obtain the necessary commitment from all staff, which will determine the degree of its success (Commonwealth Secretariat, 1996; PNM-SIG, 2001).

Reviewing the PM System:

Performance management system is not a one time activity but it needs continuous review to ensure its effectiveness and actions should be taken as required to improve the system. . Experience in various commonwealth countries has shown that they may require major updating after five years (Commonwealth Secretariat, 1996).

Monitoring and evaluation:

Monitoring of performance should be undertaken by using a set of statistics focusing on appraisal outcomes and comparing them across job levels, ministries and by fact such as gender and age to ensure equitable use of the system. It is important that there is one focal point of responsibility for the overall system, ideally a central agency that can oversee the system, monitor and review implementation and lead further developments. The agency will generally require system audits to ensure that the defined components are mentioned that performance pay implications are monitors across departments (Commonwealth Secretariat 1996).

2.9. The Relevance of Performance Management in the Civil Service Institutions

Dunlevay and Hood (1994) advocate the importance to performance control on the basis of a well-developed performance measurement system. Outcome control (the Swiss Model of NPM) plays a crucial role and calls for the measurement of effects and performance, as a necessary element, thus, making performance measurement is an indispensable instrument for both political and public management.

Civil Service Reform in industrialized countries is said to have been driven by ideology where the demands of citizens for better public service stands prominent (Epstein 1990 as cited in Minogue, Polidan, and Hulmes 1998). The goal of civil service reform in developing countries is mainly to breakdown authoritarian institutional structure to facilitate democratic development and economic reforms. Other factors that oblige developing countries to implement civil service reform include impact of globalization, aid conditionality, the tendency to privatize public services, need for improved efficiency in service delivery and reduced cost.

Management reform also embraces changes to the system by which public servants themselves are recruited, trained, appraised, promoted and declared redundant - this would be another kind of change, (Pollitt, 2004)

The main components of reform according to Pollitt (2004) include:

Finance: budget, accounts, audits,

Personnel: recruitment, posting, remuneration, security of employment, .

Organization: specialization, coordination, scale, (de) centralization,

Performance measurement system: content, organization, and use.

Balogun as cited by Ntukamazina, and Kyarimpa (1996,) tries to show that performance management became an issue in Africa where refocusing on the loyalty of the civil service as a reaction to the inadequacy in the Structural Adjustment Programme. The end result of the Civil Service Reform Programme is better performance and enhancing the development endeavor. Further it should involve/ensure devolution of authority and accountability for results (Kettl, et al. 1996).

From the above discussion it is clear that performance through proper management of resources is one of the indicators of successful civil service reform programs.

2.10.Critiques of Performance Management and Appraisal

There are proponents and opponents of the validity, workability and reliability of the PMS both from management professionals and academics. Both appreciate performance management and appraisal as an idea. Proponents say it can work with meticulous preparation by enabling it to consider the interests of its stakeholders and the other systems within the organization. It is the process that makes the system difficult to the manager to be fair and objective (Bowles & Coates, 1993). But they challenge the opponents by posing these questions: can objectives be flawlessly developed and applied without any need of review for adjustment? Are people equal in skill and knowledge to perform without failure? Do not they need coaching, reorientation and career development? How can these be enlisted without some sort of system that can tell what is going on? And that system, they say, is performance management and appraisal.

The various critiques and comments are worth considering with care if PMS is to be useful management tool. According to Armstrong and Baron (2002) the design and development of the system should have less emphasis on power but more on purpose of organization; The views from academics have much contribution to continuously improve the system but not to ignore it altogether; critiques by management professionals is a common practice for the 1980s conditions, but researches have shown improvements in many organizations. They conclude, performance is better than bad and discounting managers as stakeholders, which they say, is going too far.

Opponents say, it is good as an idea but it does not work, it is a threatening tool for managers; and employees perceive it grudgingly as designed to police their performance, it could be applied inconsistently and unfairly (Winstanley & Staurt-Smith 1996 cited in Armstrong & Baron, (2002). Academics view performance management and appraisal as rhetoric and as a means to enlist compliance where unilateral power is exercised. The system fails to consider employees operating/working but focuses on achievements. According to the critique of Barlow (1989) and Grint (1993) as cited in Armstrong & Baron, 2002 performance appraisal makes compliance mandatory because one person decides on reward and development.

Why should professionals and academics bother too much about PMS? All the different findings and outlooks show how complex and important PMS is to the life of an organization. Although the many concerns seem to coincide, professionals and academics are/were no near to propose a panacea to the problems those churn organizations they say. Of course they would not, not only because of their background but also the differences in organizations' missions, and goals. Even if we know that no organization can continue to move away from globalization and usher inevitable death we are still not at ease to implement PMS as a management tool to enhance capacity for better accomplishments by minimizing barriers that hinder both managers and employees.

In this chapter attempts have been made to show how performance management developed from trait (individual) appraisal to comprehensive PMS. Different scholars

at different times forwarded different definitions; but PM is recognized as a systematic, strategic, and integrated approach. Ownership by management, participatory in nature, specific to organization's needs, availability of required skills are basic principles of the system. Its purpose, in general is developmental and administrative while purposes of measurement is to see achievements of objectives and take remedial actions on deviations. As regards to model development it must be tailored to specific conditions of organizations, because there is no one best way of doing PM. Contributing factors for its success are leadership, commitment, organizational culture, customer identification and involvement, development and fulfillment of resources etc. The following chapter will discuss profiles of organizations selected for this study.

CAPTER THREE

OVER VIEW OF THE ORGANIZATIONS STUDIED

In this part of the paper profile of the organizations selected for the study are (i.e., Ministries of Finance and Economic Development (MOFED), Trade and Industry (MOT&I), and Revenue) highlighted to enable readers see the magnitude of their responsibilities

3.1. Ministry of Finance and Economic Development (MOFED)

MOFED has been reorganized by proclamation No. 471/97. Its *vision* is: “*Become a strong organization to support the country-wide vision through basic economic transformation to strengthen fast, fair and sustainable development and growth*”. And its *mission* is: “*Develop, implement and monitor economic policy, develop systems to enhance external economic cooperation that is based on mutual and sustainable benefits and implement efficient and productive government financial management*”.

Its major duties and responsibilities include:

- Cause basic institutional transformation to enhance efficient and effective service delivery;

- Support the national effort for sustainable economic development through improving economic management;
- Change the traditional management and control of government financial transactions;
- Improve utilization and management of resources secured through aid and loan;
- Implement the national women's policy with the framework of the duties and responsibilities of the Ministry;
- Strengthen the provision of integrated information/data;
- Prepare guidelines on development planning in collaboration with other government organizations;
- Monitor the proper utilization of funds, appropriateness of accounting documents in organizations that are beneficiaries from federal budgets;
- Prepare and present the financial utilization reports by Federal organs to the Council of Ministers;
- Initiate Federal tax and financial policy;
- Prepare national population policy, coordinate and monitor implementation when approved;
- Ensure that mapping and central statistics activities are properly maintained.

The Ministry is directed by a Minister and three State Ministers. Two services, four departments and one office are directly accountable to the Minister. The State Minister for Development Policy and Planning directs the activities of 4 departments 1 center and one office. The State Minister for Government Treasury directs the activities of 7 departments and one office. And the State Minister for Economic Cooperation directs 3 departments.

Table 3.1. Total number of employees of Ministry of Finance and Economic Development by sex and job classification.

Job calcification	Male	Female	Total
Professional Science	183	65	248
Administration	19	10	29
Sub-Professional	20	14	34

Clerical and Fiscal	24	148	172
Technical	47	4	51
Custodial and Manual	49	143	192
Total	342	384	726

3.2. Ministry of Trade and Industry (MOT & I)

The Ministry is re-organised by proclamation number 411/2004. Its vision is: “*Secure globally competitive trade and industrial sector that would be well founded on the basis of consistent development*”. Its mission is: “*Promote and expand the development of trade, industry and investment in the country by creating conducive enabling environment to the development forces and render transparent and efficient services and supports.*”

Major duties and responsibilities include:

- Promote the expansion of trade, industry and investment;
- Create favorable conditions for the promotion and development of the country's export trade;
- Maintain efficient marketing system and fair trade practices to promote and develop domestic trade;
- Provide business registration, licensing and regulatory services in accordance with the relevant laws;
- Create conducive conditions for rapid industrial development;
- Improve the performance of public enterprises and accelerate their privatization;
- Cause the expansion of quality and standardization services;
- Create conducive conditions to attract foreign and domestic investment;
- Provide efficient services to investors, facilitate the provision of all such services at a single focal point; and
- Direct and coordinate five executive organs (i.e. The Ethiopian Investment Commission, The Quality and Standards Authority of Ethiopia, The Privatization and Public Enterprises Supervising Authority, The Leather and Leather Products

Technology Institute, and The Federal Micro and Small Enterprises Development Agency)

The Ministry is directed by a Minister, two State Ministers. Three departments, three services, two offices, one center (Information & Documentation) and the Investment Commission are directly accountable to the Minister while five departments focusing on trade are under one State Minister and five departments focusing on industrial development and four executive organs are accountable to the other Minister of State.

Table 3.2 Total numbers of employees of Ministry of Trade and Industry by sex and job classification

Job classification	Male	Female	Total
Professional Science	100	26	126
Administration	9	3	12
Sub-Professional	4	2	6
Clerical and Fiscal	15	81	96
Technical	32	-	32
Custodial and Manual	28	64	92
Total	188	176	364

3.3. Ministry of Revenue

The Ministry of Revenue was established by Proclamation No 471/98. Its vision is: *“To see a modern and effective government revenue policy and administration system that is not exposed to corruption and delivers efficient service to the public and plays down a reliable basis for the acceleration of the country's social and economic development”*. And its mission is: *“Enable the government revenue be collected by performing revenue sector reform program continuously, laying down modern government revenue collection and administration; raising the awareness of the public and executing revenue laws without discrimination and giving transparent, efficient, fair and effective service delivery”*.

Its major objectives include:

- Set up systems of supervision and follow up aimed at the efficient collection of government revenues;
- Direct and supervise the Federal Inland Authority, the Ethiopian Customs Authority and the national Lottery Administration;
- Ensure the due assessment, collection and proper keeping of accounts of government revenues as well as of joint revenues of the Federal and Regional governments, in accordance with the relevant laws;
- Direct and coordinate the ongoing revenue sector reform program;
- Perform such other duties so as to help enhance the carrying out of its activities.

The Ministry is directed by a Minister and two State Ministers. Two offices and one center (Information Technology Admin) are directly accountable to the Minister while the State Minister for Operation Support and Enforcement Sector supervises four departments. The State Minister for Strategic Management and Quality Control supervises five departments. Although they are autonomous agencies, the Federal Inland Revenue Authority, The Ethiopian Customs Authority and The National Lottery Administration report directly to the Minister.

Table 3.3 Total numbers of employees of Ministry of Revenue by sex and job classification

Job classification	Male	Female	Total
Professional Science	55	14	69
Administration	5	4	9
Sub-Professional	3	2	5
Clerical and Fiscal	7	42	49
Technical	20	1	21
Custodial and Manual	18	37	55
Total	108	100	208

CHAPTER FOUR

RESEARCH METHODOLOGY

This part of the study outlines the research method used, data sources and data gathering tools applied to the study. Variables considered in the study, sampling, validity and reliability of the study, method of data analysis and limitations are also covered.

4.1. Research Method

The research method utilized for this study is the questionnaire method. The analysis is qualitative or descriptive in nature, which is based on secondary data, obtained through different literature, primary data obtained from questionnaire, interviews with key persons and active observations. As explained by Miles and Humberman (1994), qualitative approach is a source of well grounded, rich descriptions and explanations of processes occurring in local contexts. Thus I believe that I have obtained the opinions, feelings and perceptions of respondents regarding the implementation process of Result Oriented Performance Management System (ROPMS) in the organizations under study.

4.2. Data Source and Data Gathering Tools

Data collection for the study involved both primary and secondary sources. Primary data are collected using structured questionnaires and interviews. Based on the major role players in ROPMS two kinds of questionnaires were developed for evaluatees and evaluators. To substantiate the findings a questionnaire was also developed for National Training and Implementation Task Force members, interviews with key informants were also conducted. Those interviewed are Director General of the Federal Civil Service Agency, Heads of the Civil Service Reform Offices and Internal Technical Advisors in the respective ministries.

The secondary data sources include review of official documents, reports of taskforces, review of related literature and publications on performance management and related issues.

4.3. Variables considered in the Study

Variables are selected on the impact they could impose on the issues stated in the study objectives i.e. the extent of effect in the implementation process of PMS. The selected variables are:

1. Organizational factors,
2. The process of system development, and
3. Commitment of management and staff.

4.4. Sampling

Sampling is usually to select representatives from the large population, which is powerful and determinative mechanism of the total study because the information to be gained from the sample will be considered as the representative of the total population. It is also very important that sampling frame has to be as comprehensive as possible; to minimize information distortion.

The implementation of ROPMS on pilot basis was undertaken in seven organizations of which the three ministries are selected for this study. The rationale of selection is based on my own judgment related to the magnitude and importance of their roles and contributions for development efforts in the country. The population of the study includes all civil servants of the three ministries. Care has been taken to be all-inclusive by classifying the population into major occupational categories (stratification of workers based on their job classification) i.e. Professional Science, Administration, Sub-professional, Clerical and Fiscal, Technical, and Custodial and Manual.

Bearing in mind that the methodology would avail equal chances of being selected among the stakeholders respondents were selected from each stratum randomly. The responses collected from the sample population will furnish sufficient information on all parameters for analysis to test the reliability of the final result.

With the expectation to enrich the findings of the research, two types of questionnaires (one for evaluatees and another for evaluators) were developed and distributed. The evaluators (supervisors) are mostly categorized under professional science and administrative occupational groups. Thus, after selecting 15% of these categories as appraisee, then about 50% of the remaining population from each category is selected randomly to fill in the questionnaire as evaluators.

4.5. Validity and Reliability

The appropriate method of data collection opted is expected to bring the desired results in the final analysis. The method of data collection compounded with the opportunity of availing equal chance of being selected has helped the research to acquire the required information from all levels. A questionnaire was also forwarded to eight (out of 13) members of the NT & ITF experts who were assigned to facilitate the implementation process in the selected ministries. The Director General of the Federal Civil Service Agency and, Head of Civil Service Offices and one Internal Technical Advisor from each ministry were also interviewed to support and concretize the findings.

4.6. Method of Data Analysis

The data collected through the questionnaires were coded and organized under three categories, i.e., organizational factors, development process of the system and commitment of staff. Findings are analyzed and described in light of relevant theoretical frameworks.

4.7. Limitation of the Study

Out of the seven organizations, which have implemented ROPMS, the study addresses only three ministries. From sampled evaluatee respondents, seven from MOFED and two from MOT & I failed to return the questionnaires.

CHAPTER FIVE

ANALYSIS AND DISCUSSIONS OF RESULTS

This chapter deals with the content of data organization and analysis of results based on fulfillment of organizational factors for the development and implementation of ROPMS, the process of system implementation, and staff commitment to undertake the task. Profiles of respondents and findings from questionnaires and interviews are also discussed.

5.1. Content of data analysis

Data collected through the questionnaires were coded and reorganized into three main categories based on the research aims and objectives as follows.

- a) *Fulfillment of organizational factors* for the development and proper implementation of ROPMS in the organizations includes:
 - Fulfillment of strategic plan as pre-condition to implement ROPMS;
 - Smoothness of work environment to implement ROPMS;
 - Fitness of ROPMS for the organizations' context;
 - Vertical integration (of strategy and organizations, team and individual performance), and horizontal integration (of ROPMS with other systems in the organization);
 - Clarity and simplicity of the system for implementation; and
 - Monitoring and evaluation system.

- b) *The development and implementation of ROPMS includes:*
 - Involvement of stakeholders in the development process of ROPMS;
 - Communication of aims and objectives of ROPMS to staff;
 - Delivery of training to build capacity (skill) of staff; and
 - Technical (professional) support to facilitate & expedite the implementation process.

- c) *Staff commitment in the overall activities of ROPMS* considers issues as:
- Existence of shared ownership of vision, mission, goals and objectives;
 - Level of commitment of staff for the proper implementation of vision, mission and ROPMS; and
 - Attitude of staff on ROPMS.

Under each category major achievements and challenges in the development and implementation processes are discussed based on the findings from questionnaires, interviews, secondary data and observations.

5.2. Profile of respondents

Table 5.1. Distribution of respondents by organization and job classification

Job Classification	Distribution						
	MOFED		MOT&I		MOR		Total
	Evaluatee	Evaluator	Evaluatee	Evaluator	Evaluatee	Evaluator	
Professional	40	20	16	13	10	8	107
Science	40%	71.4%	30.2%	81.2%	33.3%	100%	46%
Administration	5	6	2	3	1	-	17
	5%	21.4%	3.8%	18.8%	3.3%	-	7%
Sub-Professional	5	1	1	-	1	-	8
	5%	3.6%	1.9%	-	3.3%	-	3%
Clerical and Fiscal	24	-	18	-	6	-	48
	24%	-	34%	-	20%	-	20%
Technical	5	1	4	-	3	-	13
	5%	3.6%	7.5%	-	10%	-	6%
Custodial and manual	21	-	12	-	9	-	42
	21%	-	22.6%	-	30%	-	18%
Total	100	28	53	16	30	8	235
	100%	100%	100%	100%	100%	100%	100%

Out of the total respondents in the three ministries, in general, 46% are from professional science, 20% from clerical and fiscal, 18% from custodian and manual and the rest 7%, 6%, and 3% are from administration, technical, and sub professional job categories respectively.

Table 5.2. Profile of respondents by age, sex and job classification.

Age Group	Distribution														Grand Total
	MOFED				MOT&I				MOR				Total		
	Evaluatee		Evaluator		Evaluatee		Evaluator		Evaluatee		Evaluator		F	M	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	
< 25	2	3	-	-	15	9	-	-	1	1	-	-	17	14	31
	3.5%	4%	-	-	62.5%	31.0%	-	-	10%	5.3%	-	-	7.2%	6%	13.2%
25-35	19	6	-	-	-	-	-	-	10	7	-	1	29	14	43
	33.3%	14.0%	-	-	-	-	-	-	90%	36.8%	-	16.7%	12.3%	6%	18.3%
36-45	32	19	5	9	8	10	2	5	-	6	2	4	49	53	102
	56.1%	44.2%	83.3%	40.9%	33.3%	34.5%	66.7	38.5%	-	31.6%	100%	66.7%	21%	23	44%
46-55	3	13	1	11	1	8	1	7	-	5	-	1	6	45	51
	5.3%	30.2%	16.7%	50.0%	4.2%	27.6%	33.3%	53.8%	-	26.3%	-	16.7%	2.5%	19.1%	21.6%
Above	1	2	-	2	-	2	-	1	-	-	-	-	1	7	8
	4.7%	1.8%	-	9.1%	-	6.9%	-	7.7%	-	-	-	-	0.4%	3%	3.4%
Total	57	43	6	22	24	29	3	13	11	19	2	6	102	133	235
	57%	43%		%	%	%	%	%	%	%	%	%	43.4%	56.6%	100%

In general majority of the respondents (44%) are in the age bracket of 36-45 followed by age group 46-55 which is 21.6% and the third category is between 25-35 which is 18.3%, < 25 are 13.2% while the rest which is 3.4% are >55. Out of the total respondents 43.4% are female.

Table 5.3. Profile of respondents by education and sex

Level of Education	Distribution														Grand Total
	MOFED				MOT&I				MOR				Total		
	Evaluatee		Evaluator		Evaluatee		Evaluator		Evaluatee		Evaluator		F	M	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	
PhD	-	-	-	1	-	-	-	-	-	-	-	-	-	1	1
	-	-	-	3.6%	-	-	-	-	-	-	-	-	-	0.4%	0.4%
Masters	7	6	1	7	1	1	-	3	-	2	2	2	11	21	32
	7.1%	6%	3.6%	25%	1.9%	1.9%	-	18.8%	-	6.7%	25%	25%	4.7%	7.4%	12.1%

BA	2	14	3	7	3	9	3	8	2	5	-	4	13	47	60
	2%	14%	10.7%	25%	5.7%	17%	18.8%	50%	6.7%	16.7%	-	50%	5.5%	30.9%	26.4%
College diploma	10	8	-	3	4	3	-	1	1	5	-	-	15	20	35
	10%	8%	-	10.7%	7.5%	5.7%	-	6.3%	3.3%	16.7%	-	-	6.4%	8.5%	14.9%
Tech & Voc dip.	25	5	2	3	9	3	-	-	1	1	-	-	37	12	49
	25%	5%	7.1%	10.7%	17%	6.7%	-	-	3.3%	3.3%	-	-	15.7%	5.1%	20.8%
12 th grade complete	9	8	-	1	3	5	-	1	6	1	-	-	18	16	34
	9%	8%	-	3.6%	5.7%	9.4%	-	6.3%	20%	3.3%	-	-	7.7%	6.8%	14.5%
Below 12 th grade	4	2	-	-	4	8	-	-	1	5	-	-	9	15	24
	4%	2%	-	-	7.5%	15.1%	-	-	3.3%	16.7%	-	-	3.8%	6.4%	10.2%
Total	57	43	6	22	24	29	3	13	11	19	2	6	102	133	235
	57%	43%	21.4%	78.6%	45.3%	54.7%	18.8%	81.3%	36.7%	63.3%	25%	75%	43.4%	56.6%	100%

This table shows that 26.4% of the respondents are BA/BSC holders followed by 20.8%, diploma from technical and vocational school diploma. Those who have college diploma are 14.9% and 14.5% are 12th grade complete. Those who have masters degree are 12.1% and 10.2% are below 12th grade. Out of the total BA/BSC holder 21.7% are females.

5.3. Findings from Questionnaires and Interviews

5.3.1. Fulfillment of organizational factors

i. Development and implementation of strategic plan

Developing and implementing a strategic plan is a prerequisite for the development of performance goals and objectives for an organization. And performance management is one means through which an organization can implement as well as review the effectiveness of its strategy.

Table 5.4. Evaluators' responses on development and years of service of strategic plan

Organization	Distribution					
	SP Developed?		Time frame			Total
	Yes	No	<5 years	5-10 years	> 10 years	
MOFED	28	-	5	20	3	28

	100%	-	17.5%	71.4%	10.7%	100%
MOT&I	16	-	3	12	1	16
	100%	-	18.8%	75%	6.3%	100%
MOR	8	-	-	7	1	8
	100%	-	-	87.5%	12.5%	100%
Total	52	-	8	39	5	52
	100%	-	15.4%	75%	9.6%	100%

For the question whether or not the ministries have developed SP all respondents said yes. However, regarding the length of time the SP is intended to serve, respondents even in the same organization gave different answers.

Table 5.5. Involvement of evaluators in the development process of the strategic plan

Response	MOFED	MOT&I	MOR	Total
<u>Yes</u>	15	7	7	29
	53.6%	43.8%	87.5%	55.7%
No	13	9	1	23
	46.4%	56.2%	12.5%	44.2%
Total	28	16	8	52
	100%	100%	100%	100%

Responses of evaluators who said that they were not involved in the development process of SP are 46.4% and 56.2% from MOFED and MOT&I respectively. The minimum year of service of evaluators in these ministries is four. Usually strategic plans are developed for 3-5 years and formally reviewed at least every year. All civil service organizations were instructed to develop their strategic plan pre June 2004. And the disparities in their responses are believed to have come mainly from not being involved in the development process, implementation, and review of the SP. Although the 12.5% cannot be discounted, 87.5% participation in MOR sounds reasonable to create common understanding among managers at all levels.

Developing a strategic plan is one step by itself. The research results in table 5.5 shows that all supervisors did not take part in the development of the SP. However, unless organizations

take action to maximize the level of participation of the staff, common understanding and sense of ownership of the SP will suffer.

The members of the National Implementation Task Force (NT&ITF), which was set up to assist organizations in the implementation of ROPMS, were asked for their comments on the challenges they faced during this process, and three said the SP was not complete to put (enhance) the ROPMS in place. Thus, it called for refining and polishing of the SP.

ii. Smoothness of work environment

The working environment including work process, management styles (the way managers act while they are leading others), teamwork (to generate positive synergy through coordinated effort), culture (that binds members of an organization together through shared values), affect the implementation of ROPMS either positively or negatively depending on the prevailing conditions i.e., whether or not the work environment allows to implement the system without breakdowns in the process of undertaking objectives in the organizations.

Work process is “a set of interrelated steps that begins with an input/trigger and end with an outcome that satisfies the end user”, (Linden, 1998). The work that an individual performs is part of a large job within the organization. Thus the interconnection between jobs should be clearly defined, understood and smooth to maximize performance and meeting objectives. From this angle a question ‘do you think the work process in your organization is smooth to implement ROPMS’? was forwarded to evaluators. The responses are shown in the following table.

Table 5.6. Responses of evaluators on the smoothness of work process

Response	MOFED	MOT&I	MOR	Total
Yes	18	13	5	36
	64.3%	81.3%	62.5%	69.2%
No	10	3	3	16
	35.8%	18.8%	37.5%	30.8%
Total	28	16	8	52

	100%	100%	100%	100%
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The percentage of respondents 35.8% and 37.5% in MOFED and MOR respectively in the ‘no’ category is higher than MOT&I (i.e., 18.8%). This indicates that these two ministries are expected to do a lot to improve their working process, systems, procedures etc. The evaluators in the ‘no’ category have expressed their concern that lack of smoothness has negatively impacted the implementation of ROPMS. Thus, the attention of management should be on SP, Business Process Re-engineering (BPR) and ROPMS taking them as a package enablers to be effective, efficient, and economical in the performance of their ministers.

Likert-scale type questions were also forwarded for evaluatees to get their opinion about the working environment like culture of openness, culture of supervisors and employee relationships, etc. in their respective organizations. Results are shown here under where: SA = Strongly Agree, A = Agree, NANA = Neither Agree nor Disagree, DA =Disagree, and SDA =Strongly Disagree

Evaluatees were asked to express their feelings regarding the openness and transparency of their ministries in communicating to the staff. The responses are summarized as follows.

Table 5.7(a) Culture of openness and transparency

My institution is open, transparent, and communicate well	Organization	<u>S.A</u>	<u>A</u>	<u>NAND</u>	<u>DA</u>	<u>SDA</u>	<u>TOTA</u>
				<u>A</u>			<u>L</u>
MOFED		6	20	33	31	10	100
		6%	20%	33%	31%	10%	100%
MOT&I		6	16	19	9	3	53
		11.3%	30.2%	25.8%	17%	5.7%	100%
MOR		5	10	11	2	2	30
		16.7%	33.3	36.7%	6.7%	6.7%	100%

	Total	17	46	63	42	15	183
		9%	25%	34%	23%	8%	100%

From table 5.7(a) 26% of the evaluatees in MOFED agree, 33% are ‘NANDAs’, and 41% disagreed. Attempts to implement ROPMS will definitely face challenges in a situation where existence of culture of openness and transparency are doubted. In the case of MOT & I evaluatees who said 'yes' are 41.5%, 25.8% are NANDAs , and 22.7% said they do not agree to the statement. Much work needs to be done on both the ‘indifferents’ and on those who disagree if implementation is to achieve the set objectives.

Among evaluatees in MOR 50% showed their agreement, 36.7% are NANDAs, while 13.4% showed their disagreement. Although the percentage on ‘agree’ and ‘disagree and indifferent’ are almost equal, it does not mean MOR is in a better position on the question of openness and transparency.

For PMS to be successful one criterion to be fulfilled and promoted in the institutions is the culture of openness and transparency. Continuous communication should take place in the institutions so that staff will be aware of what is being planned, what is expected to happen, what has happened, and what corrective actions are being taken. Therefore, to say the least, the ministries have long way to go to establish open and transparent culture to influence behavior, attitude and beliefs of the staff.

Table 5.7(b) Evaluatees’ responses on culture of supervisor and employee relationship

I find it difficult to discuss work problems with my line supervisor	Organization	<u>S.A</u>	<u>A</u>	<u>NAND</u>	<u>DA</u>	<u>SDA</u>	<u>TOTAL</u>
				<u>A</u>			<u>L</u>
	MOFED	12	9	24	37	18%	100
		12%	9%	24%	37%	18%	100%
	MOT&I	3	6	14	18	12	53
		5.7%	11.3%	26.4%	34.0%	22.6%	100%
	MOR	4	3	6	14	3	30

		13.3%	10%	20%	46%	10%	100%
	Total	19	18	44	69	33	183
		10%	10%	24%	38%	18%	100%

With regards to supervisor and employee relationship, 21% respondents from MOFED said agree, while 55% are in the disagreement category. More than half of the evaluatees confirm that they do not have problems. In MOT & I those who showed their agreement to the statement are 17%, NDANAs 26.4% and 56.6% disagreed. In fact those who agreed to the statement and NANDAS could be an indicator of a problem that requires immediate attention. In the case of MOR 23.3% said agree, 20% NANDAs, and 56% disagree. If those who say agree to the statement and NADAS have problems to discuss issues with their supervisors, this can show that the situation in the ministries is not positive regarding participation. Therefore, further research is recommendable to investigate both the ministries culture regarding supervisor-employee relationship and style of management (leadership) being practiced here and take remedial actions.

One purpose of PMS is to develop culture of amicable relationship between employees and supervisors for continuous discussion about the task to be performed. The pattern of culture related to supervisor-employee relationship in the three ministries is almost similar. But a stride that started breaking off the old closed culture is a positive sign and appreciable.

Furthermore, the issue of posting performance results of employees was one of the concerns of this study. Article 14 of ROPMPS (July 2003) states that result of performance evaluation of employees obtained satisfactory and below satisfactory should be displayed for one month on notice board. The responses of evaluatees for the question whether or not they agree to this approach are shown in the following table.

Table 5.7(c) Evaluatees' reactions about displaying performance results on notice board by job classification

Job classification	Total number of respondents from the three ministries	Responses	
		Yes	No
Professional	66	35	31
Science	36%	52.4%	47.6%

Administration	8	3	5
	4.4%	37.5%	62.5%
Sub-Professional	7	3	4
	3.8%	42.9%	57.1%
Clerical and Fiscal	48	18	30
	26.2%	37.5%	62.5%
Technical	12	5	7
	6.6%	41.7%	58.3%
Custodial and manual	42	20	22
	23%	45.9%	54.4%
Total	183	84	99
	100%	48.9%	51.1%

As can be seen from table 5.7(c) more than half of the respondents 51% are not comfortable if the results are displayed on notice board. Those who disagree have two basic reasons: a) If the result is not high the moral of an employee will be damaged i.e. de-motivated; b) In an organization where open culture is not developed it will be a cause for frustrating an employee by others. Though the magnitude of resistance seems more serious among staff of administration, clerical, and fiscal job categories the trend in other categories is not also encouraging. This shows that culture of transparency among employees is not well developed. With this perception about the idea, instead of being an educative element it will rather continue to be a cause for resistance.

In a training workshop organised by the Ministry of Capacity Building on June 2003 this issue was a focus of debate. The two views surfaced were:

- a) Proponents of the system as a managerial approach advocate that ‘praise in public and criticize in private’ is taking individuals who earn good results to be models in public; and those whose performance is low to be coached individually is a better option.
- b) Proponents from the other side (political view) advocate that posting performance results is the smallest element in the change process and should not be negotiable whatever the consequences. They argue that if a low performer employee is not ashamed to draw her/his salary regularly for the low performance, why should he/she be ashamed if the result of her/his output is posted?

However, feedback is one way to create a learning organization. By feedback strengths and weaknesses can bring about to the open and measures can be taken. Communication can be easy and more hierarchical organizations started to be participatory in the process.

- Thus, it is better i) to work on improving the cultural outlook of employees to buy their support rather than forcing them to accept it; or
 ii) to reconsider/review this issue; or
 iii) to pend the issue until culture of openness and transparency developed and employees are willing to accept it.

In an organization where teamwork is well-developed people can easily read each other and work results could be more than satisfactory.

Table 5.7(d) Evaluatees opinion about culture of team work

My work colleagues and I work in team.		<u>S.A</u>	<u>A</u>	<u>NAND</u>	<u>DA</u>	<u>SDA</u>	<u>TOTA</u>
				<u>A</u>			<u>L</u>
MOFED		16	45	20	16	3	100
		16%	45	20%	16%	3%	100%
MOT&I		17	13	13	10	-	53
		32.1%	24.5%	24.5%	18.9%4	-	100%
MOR		4	17	4	4	1	30
		13.3%	56.7%	13.3%	13.3%	3.3%	100%
Total		37	75	37	30	4	183
		20%	41%	20%	16%	2%	100%

Regarding working in team 61% MOFED respondents said agree, 20% are NANDAs, and 19% showed their disagreement, which is generally an encouraging trend that is taking place in the Ministry.

Among evaluatees in MOT&I 56.6% said they agree, 24.5% are NANDAs, and 18.9% showed their disagreement to the idea that teamwork ever exists. Although much work will be required to bring the 42.9% on board with the rest, achieving 56.6% by itself is a positive effort to be registered. In MOR 70% agree, 13.3% are NANDAs while 16.6% disagree to the idea. The result is encouraging (may be because it is a new Ministry trying to forge new work

culture) and at this rate it may not take the Ministry much time to bring the 30% into a culture of teamwork.

As regards to team work the efforts in these ministries is appreciable. However as work result by itself is team performance and to enhance the development of team cohesion and better performance it necessarily demands the organizations to continuously and consistently work for more culture of teamwork.

On the other hand for a question ‘whether or not the existing cultures of organizations accept ROPMS’ 5 (63%) of the respondents of the NT&ITF experts have said ‘no’. The reasons for the no answer are the unsuitability of organizational structure (should be changed into flat and process structure), the system requires improved interpersonal relationship, environment of openness and trust, improved team work, improved work system. Thus identifying the required culture to implement ROMPS and to bring about change in work culture is basic for the system to be fully in place.

Management/leadership style

The way managers act while they are leading others have its own impact on the implementation of ROPMS. For example, managers with democratic (participatory) style are more appropriate to enroll staff to accept and implement the system. Moreover, leadership is a decisive component to bring about effective cultural change in an institution. ROPMS as a new system needs a culture that facilitates smooth implementation. Thus, managers need to be role models of PM behaviour and are required to have managerial style that fits to the requirements of the system. In this regard an attempt was taken to know if employees are comfortable with the management style in their ministries.

Table 5.8(a) Opinion of evaluatees about management styles in of their organizations

I like my institution because of its		<u>S.A</u>	<u>A</u>	<u>NANDA</u>	<u>DA</u>	<u>SDA</u>	<u>TOTAL</u> <u>L</u>
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management style	MOFED	4	30	49	9	8	100
		4%	30%	49%	9%	8%	100%
	MOT&I	5	17	20	9	2	53
		9.4%	32.1%	37.7%	17%	3.8%	100%
	MOR	7	3	15	4	1	30
		23.3%	10.0%	50%	13.3%	3.3%	100%
	Total	16	50	84	22	11	183
		9%	27%	46%	12%	6%	100%

For the statement I like my organization because of its management style, among the evaluatees in MOFED 34% said agree, 49% NANDAs, and 17% said disagree. The 49% that showed their indifference and the 17% that have the feeling that management style is not likable is a challenge to the Ministry that could cause obstacles in achieving objectives through implementing ROPMS.

In MOT & I 41.5% showed their agreement, 37.7% are NANDAs, while 20.8% disagree to the statement. The 'indifferent' added together with those who expressed their resentment to the management style in the Ministry are challenges. In MOR 33.3% agree, 50%are NANDS, and 16.6% disagreed shows that MOR has to give more focus to improve the management style. Thus the Ministries need closer attention to help them identify the "whys" and solve the problem even if that could be mere impression.

Table 5.8 (b) Opinion of Evaluatees' about whether or not their organization is a good employer

My institution is a good employer		<u>S.A</u>	<u>A</u>	<u>NAND</u>	<u>DA</u>	<u>S DA</u>	<u>TOTA</u>
				<u>A</u>			<u>L</u>
MOFED		6	19	49	16	10	100
		6%	19%	49%	16%	10%	100%
MOT&I		5	16	25	5	2	53
		9.4%	30.2%	47.2%	9.4%	3.8%	100%

	MOR	7	8	10	2	3	30
		23.3%	26.7%	33.3%	6.7%	10%	100%
	Total	18	43	84	23	15	183
		10%	23%	46%	13%	8%	100%

Among the evaluatees 25% in MOFED, 39.6% in MOT&I and 50% in MOR said they agree to the statement, 49%, 47.2%, and 33.3% are NANDAs while 26%, 13.2%, and 17% respectively disagree to the statement.

Being good employer entails unbiased employment policy, good pay scheme, motivational techniques, and good incentive policy. An employee who does not consider the organization as a good employer will always be looking for alternative employment opportunities. Result oriented system has direct relationship with motivation and pay scheme. Thus where initiatives and innovations are not encouraged the attitude of employees towards the system will be negatively biased. In this regard the ministries need to look into their human resource management practices and take the proper remedial actions.

Table 5.8(c). Evaluatees' opinion about supervisors' out look on task orientation.

Most supervisors in the institution are task oriented		<u>S.A</u>	<u>A</u>	<u>NAND</u>	<u>DA</u>	<u>S DA</u>	<u>TOTA</u>
				<u>A</u>			<u>L</u>
MOFED		13	19	44	13	11	100
		13%	19%	44%	13%	11%	100%
MOT&I		2	15	21	11	4	53
		3.8%	28.3%	39.6%	20.8%	7.5%	100%
MOR		2	5	14	8	1	30
		6.7%	16.7%	46.7%	26.7%	3.3%	100%
Total		7	39	79	32	16	183
		9%	21%	43%	17%	9%	100%

In MOFED 32% agree to the statement, 44% are NANDAs, and 24% disagree. From this data 24% said that their supervisors do pay attention to employees' satisfaction and development which otherwise would literally may mean the amharic version (የትም ፍቅድ ዳቁቱን አምጧል) 'mill it any where but bring the four'

Among the evaluatees in MOT&I 32.1% agree, 39.6% are NANDAs, and 28.3% disagree. Here 67% is quite a big number that demands closer attention if implementing ROPMS is to succeed.

In MOR 23.4% agree, 46.7% are NANDAs while 30% showed their disagreement. The perception in MOR is more alarming than in the two ministries and calls for investigating the management styles in the organization. Managers are required to balance between the output required and the individual needs and personal objectives. Thus the human side of management should also be given due attention.

Table 5.8(d) Opinion of evaluatees about recognition of performance

Hard work is not recognized in my institution		<u>S.A</u>	<u>A</u>	<u>NAND</u>	<u>SDA</u>	<u>DA</u>	<u>TOTA</u>
				<u>A</u>			<u>L</u>
MOFED		23	24	41	11	1	100
		23%	24%	41%	11%	1%	100%
MOT&I		16	6	21	6	4	53
		30.2%	11.3%	39.6%	11.3%	7.5	100%
MOR		6	6	9	6	3	30
		20%	20%	30%	20%	10%	100%
Total		45	36	71	23	8	183
		25%	20%	39%	13%	4%	100%

For the statement 'Hard work is not recognized in my institution' in MOFED 47% agree, 41% are NANDAs, and 12% disagreed. Here 88% including NANDAS believe that hard work is not recognized. This will inhibit commitment and employee initiative. Thus trying to implement ROPMS before changing such an environment will be too difficult.

In MOT&I 32.2% agree, 24.5% are NANDAs, and 33.3% disagreed. In an environment where 57.5% (including NANDAs) of the respondents say hard work is not recognized. In the case of MOR 40% agree, 30% NANDAs and 30% disagree to the statement. Which is more or less similar to MOFED and MOT&I. In such a condition how can the ministries try to embark on implementation of ROPMS before looking for solutions to such managerial problems?

One basic purpose of ROPMS is to encourage good performance through reward and recognition. Thus the three ministries should implement such systems if they want to succeed in the implementation process of ROPMS.

iii. Fitness of ROPMS to the organizations' context.

Performance management should not necessarily be a prescribed solution but it has to be developed specifically for the organizations based on the nature of the work conditions. Moreover, it should be owned and driven by management.

Identifying fitness of ROPMS in the ministries context was one area of concern of this paper. This idea was specifically directed to supervisors to know their opinion whether or not ROPMS is flexible enough to meet specific requirements of their ministries. The results are shown hereunder.

Table 5.9. Evaluators response on flexibility of Result Oriented Performance Management System

Response	MOFED	MOT&I	MOR	Total
Yes	17	15	4	36
	60.7%	93.8%	50%	68%
No	10	1	3	14
	35.7%	6.3%	37.5%	26.5%
No respond	1	-	1	2
	3.6%	-	12.5%	8%
Total	28	16	8	52
	100%	100%	100%	100%

Among the evaluators 35.7% from MOFED, 6.3% from MOT&I, and 37.5% from MOR said that the system is not flexible enough to meet the specific conditions of the ministry. They cite examples such as customer care and satisfaction that should have been included in the system to show that the system is not flexible. Thus based on their responses the process is partial evaluation that may not enable the system to meet the expected results.

In the ROPMS manual (July 2003) it is clear that performance will be measured by using cost, quality, quantity, and time as parameters. Both evaluators and evaluatees were asked for their opinion whether or not other parameters should be considered. The following table depicts their opinion.

Table 5.10. Opinion of evaluatees and evaluators on employee qualities (work related behaviors) as performance measurement criteria

Response	Evaluatees				Evaluators			
	MOFED	MOT&I	MOR	Total	MOFED	MOT&I	MOR	Total
Yes	78	59	18	135	16	9	6	31
	78%	73.6%	60%	74%	57.2%	56.3%	75%	59.6%
No	22	14	12	48	12	7	2	21
	22%	26.4%	40%	26%	42.8%	43.7%	25%	40.4%
Total	100	53	30	183	28	16	8	52
	100%	100%	100%	100%	100%	100%	100%	100%

From the total number of evaluatees 74% and 59.6% of evaluators said including employee qualities, as parameters to measure performance are necessary because the nature of the job requires them. Thus ROPMS should be flexible to consider other performance measurements in order to be comprehensive in evaluating overall performance of ministries.

Table 5.11. Evaluatees' response on the need to implement Result Oriented Performance Management System

Response	MOFED	MOT&I	MOR	Total
Yes	82	47	21	150
	82%	88.7%	70%	82%

No	18	6	9	33
	18%	11.3%	30%	18%
Total	100	53	30	183
	100%	100%	100%	100%

According to the research findings great majority of evaluatees (82% on the average) have accepted the necessity of implementing the system for the following reasons.

- ⇒ for improved, efficient & effective results,
- ⇒ to know what is expected of individuals,
- ⇒ for innovation and initiative,
- ⇒ to evaluate performance objectively,
- ⇒ to recognize and reward good performance,
- ⇒ for development and performance growth.

But those who said 'No' have listed the following reasons as their concern:

- ⇒ the system requires much time to develop & implement,
- ⇒ what is taught is different from the practice,
- ⇒ has element of biasness and prejudices,
- ⇒ implementation took place without availing the required resources,
- ⇒ key tasks have been imposed from top without taking actual situation into consideration, and
- ⇒ It slows down activities and discourages self initiation.

It is good to appreciate that the majority of the employees do not resist the implementation of the system. It is also important to consider the concerns of the minority because as they are part of the ministries their doubts should be cleared for ease of implementing the system. Thus the procedure of implementation should be flexible to allow ministries adapt the system to fit their internal/specific situations as long as it produces the expected result.

iv. Vertical and horizontal integration

Vertical Integration of strategic plan to organization, team, and individual performance system focuses on the cascading down of the strategic objective of the organization down to the individual staff member through the employee appraisal process. For a question posed whether or not individual performance is cascaded from the SP the following responses are obtained.

Table 5.12. Evaluatees' opinions on integration of strategy to individual performance

Response	MOFED	MOT&I	MOR	Total
Yes	82	42	27	151
	82%	82.3%	90%	83.4%
No	18	9	3	30
	18%	17.7%	10%	16.6%
Total	100	51*	30	181
	100%	100%	100%	100%

* Two respondents did not give answer for this question.

Concerning linkage of measurements to the ministries' strategic goals and objectives 82% from MOFED, 82.4% from MOT&I and 90% from MOR prove that performance plan as a means of implementing strategy is getting acceptance by institutions, and is a positive sign. There are cases that the strategy might not be cascaded down to the lower echelon, as explained in the SP, but employees in that job category should be encouraged to develop the proper attitude to avoid resentment.

Table 5.13. Evaluators' opinion on integration of ROPMS at organization, team and individual level

Response	MOFED	MOT&I	MOR	Total
Yes	17	9	6	32
	68%	56.2%	75%	65.3%
No	8	7	2	17
	32%	43.8%	25%	34.7%

Total	25*	16	8	49
	100%	100%	100%	100%

* Three respondents did not give answer for this question.

From this table, 68% from MOFED, 56.2% from MOT&I, and & 75% from MOR said that ROPMS is integrated at organization, team and individual level. The responses from evaluators fail to see the reality because, according to discussions with an official of the Federal Civil Service Agency and the National Implementation Taskforce members, the system is in the developing stage and thus these evaluators have failed to see the reality. But those who said the system is not integrated argue that the adapted system does not include team and organization performance management. This is the reality in the said ministries.

According to discussions with members of the Internal Technical Advisors in each ministry the Business Process Re-engineering undertaken has contributed its share to maintain horizontal integration among work units to smoothen communication and facilitate workflow. However, with little or no attempt to integrate ROPMS horizontally with other systems such as Management Information System, human resources planning, result based budgeting, incentive system and human resources development it will be too early to say that ROPMS is near to achieving its intended purposes. The interviewees further said that without the proper information system the new system cannot be effectively implemented.

v. Implementability of the system

Implementability of a system generally depends upon its clarity, simplicity, acceptability, and its relevance to serve its purposes. With this regarded different questions were forwarded for evaluatees and evaluators.

Table 5.14. Evaluatees' opinion on whether or not they are clear with the objectives of result oriented performance management system by job classification

Job classification	Response	MOFED	MOT&I	MOR
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Professional Science	Yes	37	92.5%	14	87.5%	10	100%
	No	3	7.5%	2	12.5%	-	-
Administration	Yes	3	60%	2	100%	1	100%
	No	2	40%	-	-	-	-
Sub-Professional	Yes	4	80%	1	100%	1	100%
	No	1	20%	-	-	-	-
Clerical and Fiscal	Yes	22	91.7%	16	88.9%	5	83.3%
	No	2	8.3%	2	11.1%	1	16.7%
Technical	Yes	3	60%	3	75%	2	66.6%
	No	2	40%	1	25%	1	34.4%
Custodial and manual	Yes	17	80%	7	58.3%	5	55.6%
	No	4	20%	5	41.7%	4	44.4%
Total		100		53		30	

The result shows that in MOFED there are employees who are not clear about ROPMS in all the job occupational categories while in the case of MOT&I and MOR employees at clerical and Fiscal, Technical and custodian and manual job categories are not clear about it. This implies that more attention should be given to employees who are in these job groups (for lower level) to make them understand what ROPMS is all about as they are stakeholders.

Table 5.15. Evaluators' opinion on the objectivity of ROPMS

Response	MOFED	MOT&I	MOR	Total
Yes	20	15	5	40
	71%	93%	62.5%	76.9%
No	8	1	3	12
	28%	6.3%	37.5%	23.1%
Total	28	16	8	52
	100%	100%	100%	100%

The question whether or not ROPMS enables the evaluators to evaluate staff performance objectively was targeted to see if the system has achieved the central purpose of minimizing subjectivity and to concentrate on results rather than personalities during evaluation. The

responses from evaluators which are 71%, 93%, and 62.5% from MOFED, MOT&I, and MOR respectively are positive.

Table 5.16 Major problems observed by evaluatees during the implementation process of ROPMS

Factors	MOFED		MOT&I		MOR6.7		Total	
Lack of top management commitment	20	20%	5	9.4%	2	6.7%	27	14.8%
Lack of employee commitment	10	10%	7	13.2%	1	3.3%	18	9.8%
Lack of necessary resource	15	15%	9	17%	5	16.7%	29	15.8%
Lake of skill	38	38%	26	49%	15	50%	79	43.2%
Lack of proper information system	13	13%	6	11.3%	7	23.3%	26	14.2%
Others	4	4%	-	-	-	-	4	2.2%
Total	100	100%	53	100%	30	100%	183	100%

According to the findings from among the major factors affecting implementability of ROPMS lack of skill ranked first by 43.2% of the total evaluatees. Lack of top management commitment, shortage of necessary resources, and lack of proper information system (14.8%, 15.8%, and 14.2% respectively) are also identified as constraining factors. This shows whatever the differences in percentage these elements are core challenges to implement ROPMS. Therefore, the ministries need to give necessary attention to build skill of staff, to fulfill required resources including proper information system and to obtain commitment of the top management, to implement the system successfully.

vi. Monitoring and evaluation system for ROPMS

Any system like ROPMS requires periodic reviews and re-adjustments. Reviewing a system also requires standard parameters congruent to set objectives and prevailing internal conditions. Monitoring and evaluation of ROPMS could take place at organizational and national levels. When asked what they resent about the system, what

evaluators confirmed is that implementing the system without having a central regulatory body which evaluates the appropriateness of SP, BPR, and performance measurements standards contribute little to fulfill its objectives.

The Federal Civil Service Agency (FCSA) is mandated by law to organize and conduct periodic monitoring and evaluation on the extent of implementation and challenges faced. But a steering committee chaired by the Ministry of Capacity Building (with no defined responsibility) claims to be accountable for monitoring and evaluation at federal level. Although overlapping accountability is a problem and the approach is ad hoc, the monitoring and evaluation of implementation of ROPMS was effective according to the Director General of the FCSA.

From discussion with Director General of FCSA the responsibility was taken over by the steering committee of which the Director of FCSA is the alternate Chairperson, because FCSA was not capacitated with the necessary resources, more so qualified manpower. Absence of proper monitoring and evaluation organ at the federal level to ensure the appropriateness of SP, performance standards, level of performance results are also acknowledged by the Civil Service Reform Heads of the ministries as one but basic challenge that may affect the continuity of the system. Most respondents of NT&ITF also share this view.

From discussion with the Director of FCSA, the Ethiopian Management Institute and the Ethiopian Civil Service College will be charged with the responsibility to see that the continuity of implementation will be sustainable and the monitoring and evaluation process will continue on ad hoc basis for the time being.

According to the information obtained through interview the Civil Service Reform Office Heads are in charge of coordinating the implementation of ROPMS and also perform periodic monitoring and evaluation at organizational level. From observations the top management, (the ministers) are closely evaluating the progress of the implementation process.

5.3.2. Development & implementation process of ROPMS.

i. *Involvement of stakeholders in the development process of SP and ROPMS.*

Organizations should involve their staff at different levels of the process to ensure that there is shared understanding of vision, mission, SP, and ROPMS. From this perspective findings from questionnaires are discussed as follows:

Table 5.17. Knowledge of evaluatees on the vision, mission & strategic plan of their respective organizations

Response	MOFED	MOT&I	MOR	Total
Yes	93	49	30	172
	93%	92.5%	100%	94%
No	7	4	-	11
	7%	7.5%	-	6%
Total	100	35	30	183
	100%	100%	100%	100%

For the question, ‘do you know the vision, mission, and strategic plan of your organization?’ 93% from MOFED, 92.5% from MOT&I and 100% from MOR responded that they do know. The reason given by those who said they do not know is that they were not informed. As displaying on notice board is one of the means of communication the organizations have done this as observed. Although insignificant, these employees could have read them from the board.

Table 5.18. Evaluatees’ opinion on participation and agreement on the performance plan

Questions	Response	MOFED	MOT&I	MOR	Total
Did your supervisor prepare a performance plan for you?	Yes	89	43	25	157
		89%	81.1%	83.3%	85.8%
	No	11	10	5	26
		11%	18.9%	16.7%	14.2%
	Total	100	53	30	183
	100%	100%	100%	100%	
Did you participate in the preparation of your performance	Yes	77	35	19	131
		77%	66%	63.3%	71.6%
	No	23	18	11	52

plan?		23%	34%	36.7%	28.4%
	Total	100	53	30	183
Did you agree & sign on the performance plan?	Yes	94	41	27	162
		94%	77.4%	90%	88.5%
	No	6	12	3	21
		6%	22.6%	10%	11.6%
	Total	100	53	30	183
		100%	100%	100%	100%

Those who said that their supervisors prepared their performance plan are 89%, 81%, and 83% from MOFED, MOT&I, and MOR` respectively. What is important here is that most have understood that preparing performance plan is a necessary pre-requisite to measure result.

Responses on level of participation in the development process of the performance plan shows that 77%, 66%, and 63.6% from MOFED, MOT&I, and MOR respectively said 'yes' which shows the majority of evaluatees have participated in the planning process and have signed on the performance plan.

As one major purpose of PM is creating open relationship among evaluatees and evaluators to contribute to increase the motivation and commitment of employees, to develop their abilities of planning, and provide the opportunities for individuals to express their aspiration about their work should be highly encouraged. Even if the percentage of respondents who said no looks less (23%, 34%, and 37.3%) it does not mean they should be ignored, rather more attention should be paid to help them understand and subscribe to the objectives of preparing a plan through participation.

Table 5.19. Evaluators' opinion on stakeholders' participation in the development process of ROPMS

Response	MOFED	MOT&I	MOR	Total
Yes	24	16	6	46
	85.7%	100%	75%	88.4%
No	4	-	2	6
	14.3%	-	25%	11.6%
Total	28	16	8	52

	100%	100%	100%	100%
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Regarding the involvement of both evaluatees and evaluators (stakeholders) in the development and implementation of ROPMS the opinion of supervisors is 85.7%, 100%, and 75% from MOFED, MOT&I, and MOR as 'yes'. This is a good figure but shows disparity between responses from evaluatees for the same question. The supervisors from the Ministry of Trade & Industry who claim that all employees have participated in the process should not take it as a complete success but reconfirm that the practice could take root through review from time to time.

ii. Communicating the aims and objectives of ROPMS

An institution, which is open, transparent and communicate well with staff benefits more from ownership and commitment of staff to the fulfillment of its objectives more than those which are not doing so. Understanding the vision and mission of the organization and striving for better performance are results of good communication practiced in the organization. Good communication is also a manifestation of leadership quality. Further, the more staff knows what is going on in the institution the more they develop sense of belongingness to it.

Knowing the reactions/opinions of evaluatees about their understanding on the purposes of ROPMS is one aspect of gauging the level of communication in each ministry. The following table depicts the opinions of evaluatees.

Table 5.20. Evaluatees' response on the purposes of ROPMS

Purpose	<u>MOFED</u>	MOT&I	MOR
To determine training and development need of staff	20	13	8
	20%	24.5%	26.7%
To reward good performance	16	7	3
	16%	13.2%	10%
For salary increment	5	4	-
	5%	7.5%	-
For promotion	2	2	2
	2%	3.8%	6.7%

For punishment	4	-	3
	4%	-	10%
I don't know	12%	4	4
	11%	5.7%	13.3%
Others	14	7	3
	14	13.2%	10%
Combination of factors (more than one factor)	27	16	7
	27%	30%	23.3%
Total	100	53	30
	100%	100%	100%

On the issue of communicating the aims and objectives of ROPMS except 11% from MOFED, 5.7% from MOT&I and 13.3% from MOR others have tried to identify the purposes of ROPMS that is under implementation. From among the evaluatees 22% from MOFED, 30.1% from MOT&I and 23.3% from MOR identified more than one factor (determine training need, to reward good performance, for promotion, reprimand etc.) as the objective of ROPMS.

On the other hand 14%, 13.2%, and 10% from MOFED, MOT & I, and MOR respectively said the purpose is to enhance efficiency and effectiveness of staff performance. However communication should continue until 100% of staff get enough knowledge and awareness about ROPMS.

Regarding whether or not the primary purpose of ROPMS should be developmental; the responses from both evaluatee and evaluators are summarized as follows.

Table 5.21 Evaluators' and evaluatees' opinion on the primary purposes of ROPMS as developmental

		MOFED		MOT&I		MOR		Total	
		Evaluatee	Evaluator	Evaluatee	Evaluator	Evaluatee	Evaluator	Evaluatee	Evaluator
Primary purpose of ROPMS has to HRD	Yes	85	20	45	14	25	5	155	39
		85%	71.4%	84.9%	87.5%	83.3%	62.5%	84.7%	75%
	No	15	8	8	2	5	3	28	13
		15%	28.6%	15.1%	12.5%	16.7%	37.5%	15.3%	25%
	Total	100	28	53	16	30	8	183	52
		100%	100%	100%	100%	100%	100%	100%	100%

From this table, though there are differences in percentage, in general 84.7% evaluatees and 75% evaluators do agree that the primary purpose of ROPMS has to be human resource development. Identifying the performance gap of individuals and talking the necessary developmental measures like training have greater input on motivating employees for better performance thereby efficiency and productivity will be enhanced to achieve a desired objective. Moreover, when staff are properly communicated on the benefits of ROPMS level of commitment will be enhanced.

iii. Training to build capacity of staff on ROPMS

Skill on any intervention affects performance more than any thing. Skill can be acquired through training and practice on an intervention. Since ROPMS is a new phenomenon in the Ethiopian civil service institutions any attempt to implement it without proper and adequate training is unthinkable. From this angle for the question forwarded to both evaluatees and evaluators, their responses are summarized as follows.

Table 5.22. Response of evaluators and evaluatees on obtaining training on ROPMS

Response	Evaluatees				Evaluators			
	MOFED	MOT&I	MOR	Total	MOFED	MOT&I	MOR	Total
Yes	82	36	29	147	18	13	6	37
	82%	67.9%	96.7%	82%	64.3%	81.2%	75%	73.5%
No	18	17	1	36	10	3	2	15
	-	32.1%	3.3%	18%	35.7%	18.8%	25%	26.5%
Total	100	53	30	183	28	16	8	52
	100%	100%	100%	100%	100%	100%	100%	100%

The responses from evaluatees show that 82%, 65.7% and 96.3% from MOFED, MOT&I and MOR respectively said that they have got training on the development and implementation of the system. Evaluators 64.3%, 81.2% and 75% from MOFED, MOT&I, and MOR said that they have obtained sufficient training and acquired skill on ROPMS. The table shows that more employees have participated in training programmes than supervisors that require identifying the gap in order to maximize skills of evaluators.

Table 5.23. Response of evaluatees on the adequacy of training

Response	MOFED	MOT&I	MOR	Total
Yes	52	21	18	91
	63.4%	58.3%	62%	62%
No	30	15	11	56
	36.6%	41.7%	38%	38%
Total	82	36	29	147
	100%	100%	100%	100%

On the other hand for the question: 'if the training was enough to enter into implementation of the system', those evaluatees who were trained responded that the training was not adequate to embark on implementation of the system (63.4%, 58.3% and 62% from MOFED, MOT&I and MOR respectively).

Table 5.24 Evaluators opinion on support from national training and implementation taskforce

Response	MOFED	MOT&I	MOR	Total
Yes	22	15	6	43
	78.6%	93.8%	75%	82%
No	6	1	2	9
	21.4%	6.2%	25%	18%
Total	28	16	8	52
	100%	100%	100%	100%

Evaluators were asked whether or not the support from the NI&TF experts has helped them to implement the system properly. 78.6% from MOFED, 93/8% from MOT&I and 75% from MOR respondents said yes. This entails the experts have contributed their share to fill knowledge and skills gaps on implementing the new appraisal system.

Members of Internal Technical Advisory Team (ITAT) were also interviewed to comment on the contribution of the National Implementation Task Force (NITF), they unanimously acknowledged that the NI&TF has assisted in solving problems that occurred during the process, enforcing the habit of reading materials to widen their outlook on implementation and problem solving. Taking training as a basic tool for efficient and effective performance, organizations should rather strengthen it as a continuous process that could help to challenge the challenges caused by the changing environment.

5.3.3. Staff commitment with regard to Implementing ROPMS

For any system to be implemented successfully it has to get acceptance by individuals who are taking part in the process. Acceptance could be manifested by how people act and react towards the intervention, which is under process. In most cases commitment is not easily evaluated or noted simply as we can evaluate other achievements. But building commitment requires in-depth treatment of the human psychology which is largely determined by individual attitudes and behaviors.

Attempts to identify the level of commitment of staff in each ministry have been explored through various questions. As per the results obtained from whether evaluatees know their ministries' vision, mission, strategic objectives, the response was positive. However, knowing by itself may not prove that they have owned and are committed to it.

Table 5.25. Shared vision mission and values among staff (Evaluator)

Response	MOFED	MOT&I	MOR	Total
Yes	16	15	7	38
	57.1%	93.8%	87.5%	73.1%
No	12	1	1	14
	42.9%	6.2%	12.5%	26.9%
Total	28	16	8	52
	100%	100%	100%	100%

For the question ' Do you think that there is shared vision, mission and values among staff?' 57% from MOFED, 93.8% from MOT&I and 73% from MOR evaluators said 'yes there is'.

Although the results are above average, there is a lot to be done in MOFED to enhance the level of sense of ownership of individual staff members to enable them strive for its fulfillment whole heartedly.

Table 5.26. Response from evaluators regarding ownership of ROPMS

Response	MOFED	MOT&I	MOR	Total
Yes	15	11	7	33
	53.6%	68.8%	87.5%	63.5%
No	13	5	1	19
	46.4%	31.3%	12.5%	36.5%
Total	28	16	8	52
	100%	100%	100%	100%

For the question 'Do you think evaluators (yourselves) have owned the ROPMS?' Those who said 'yes' are 53.6%, 68.8% and 87.5% from MOFED, MOT&I and MOR respectively. Good sense of ownership will enhance implementation for better results. But responses from MOFED and MOT&I are not good enough when compared to MOR. Thus, attitudes of managers towards ROPMS should be highly positive to discharge their responsibilities as expected and the top managements have to work to bring about attitudinal change among the whole staff.

Table 5.27. Evaluators' opinion on the commitment and support from top management

Response	MOFED	MOT&I	MOR	Total
Yes	16	14	7	37
	57.1%	87.5%	87.5%	71.2%
No	12	2	1	15
	42.9%	12.5%	12.5%	28.8%
Total	28	16	8	52
	100%	100%	100%	100%

For the question 'Do you believe that ROPMS has the support and commitment of top management?' 57.1% of evaluators from MOFED, 87.5% from MOT&I, and 87.5% from

MOR confirmed that the system has gained the commitment and support of top management. But the issue of commitment and support from top management in MOFED seems to require serious attention than MOT&I and MOR.

To concretize the level of commitment of supervisors: Whether or not all supervisors at all levels say they are committed to implement ROPMS wholeheartedly was one area of interest. Supervisors who supported this idea are 42%, 68.8% and 62.5% from MOFED, MOT&I and MOR respectively. Though there is positive outlook with this regard in MOT&I and MOR the response indicate that there is still wide gap between the levels of requirement (i.e., at the highest level) and what the results display. The case of MOFED is more serious that needs serious attention.

Further attempts were made to know if this is out of resentment to the implementation of the system or not. Responses on whether or not the organizations need to implement the ROPMS quite a very good number of evaluatees said yes (82% MOFED, 88.7% MOT&I and 70% MOR). This manifests that, though it is not absolute, great majority of the staff do not have negative attitude towards the system or they are not at least resisting its implementation.

Though it might be hard to obtain 100 percent commitment from all staff if sense of ownership and commitment level is less, the level of implementing the system may not be as intended and may fail to serve its purpose. Therefore, management should focus on identifying and investigating the reasons and take proper actions if they mean to implement the system.

From observation and secondary sources there exists a feeling that staff of civil service institutions have negative attitude towards the very title of the evaluation system, 'Result Oriented Performance Management System'. To see if this holds true among evaluators, a question 'are you comfortable with the very phrase of ROPMS?' was posed

Table 5.28. Evaluators' opinion on the phrase 'Result Oriented Performance Management'

Response	MOFED	MOT&I	MOR	Total
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Yes	15	13	7	35
	53.6%	81.3%	87.5%	67.3%
No	13	3	1	17
	46.4%	18.8%	12.5%	32.7%
Total	28	16	8	52
	100%	100%	100%	100%

Evaluators, 53.6%, 81.3%, and 87.5% from MOFED, MOT&I, and MOR respectively said they are comfortable. Still, from the total respondents 32.7% who showed their resentment requires identifying the causes and looking for acceptable solutions. The case of MOFED is more series than the two ministries.

Table 5.29. Attitude of evaluators and evaluatees accepting ROPMS as good management practice

Response	Evaluatees				Evaluators			
	MOFED	MOT&I	MOR	Total	MOFED	MOT&I	MOR	Total
Yes	82	47	21	150	19	19	5	38
	82%	88.7%	70%	82%	67.9%	87.5%	62.5%	71.1%
No	18	6	9	33	9	2	3	14
	18%	11.3%	30%	18%	32.1%	12.5%	37.5%	26.9%
Total	100	53	30	183	28	16	8	52
	100%	100%	100%	100%	100%	100%	100%	100%

For the question, ‘do you think that ROPMS is a managerial tool rather than serve political purposes?’ On the average 82% of evaluatees accepted ROPMS as a good management tool whereas 18% said no. On the average 71.1% of the evaluators expressed their agreement while 26.9% were negative. Evaluators' responses when compared to that of the evaluatees are not encouraging. Although the system is mainly a managerial tool it may also serve political objectives too. However, staff should be helped, through training, discussion sessions, publications etc., to change their attitudes from perceiving the system as a political tool.

Table 5.30. Evaluatees' commitment to organizations' vision, mission, and teamwork

Factors		SA	A	NANDA	DA	SDA
I am committed to the organization's vision, mission strategic goals and objectives	MOFED	49	38	13	-	-
		49%	38%	13%	-	-
	MOT&I	39	7	7	-	-
		73.6%	13.2%	13.2%	-	-
	MOR	20	8	2	-	-
		66.7%	26.7%	6.7%	-	-
I dislike group work because there are free riders and individuals' performance could not be rewarded	MOFED	11	19	29	33	8
		11%	19%	29%	33%	8%
	MOT&I	7	4	13	21	8
		13.2%	7.5%	24.5%	39.6%	15.1%
	MOR	3	11	7	8	1
		10%	36.7%	23.3%	26.7%	3.3%

The responses from evaluatees on the level of individual commitment to the vision, mission and strategic objectives of the respective ministries is 87% in MOFED, 86.8% in MOT&I, and 93.4% in MOR agreed. Although the remaining respondents are NANDAs the overall implication is positive that would ease the implementation of the system.

The position of evaluatees to the statement 'I dislike group work because there are free-riders and individual performance could not be rewarded' is disagreement 41% in MOFED, 54.7% in MOT&I and 30% in MOR, while 29%, 24.5%, and 23.3% respectively are NANDAs. This entails that teamwork is developed and individuals are taking responsibility to perform their assignments. However the position in MOR is worse.

Table 5.31. Evaluators' attitudes towards performance management

Factors	Organizations	SA	A	NANDA	DA	SDA
1. I am not comfortable with conducting performance review	MOFED		3	9	11	5
			10.7%	32.1%	39.3%	17.9%
	MOT&I		1	1	4	10
			6.3%	6.3%	25%	62.5%
	MOR			2	6	
				25%	75%	
2. Performance management is generally a concern of the personnel department, not individual line managers	MOFED	1	2	6	15	4
		3.6%	7.1%	21.4%	53.6%	14.3%
	MOT&I		2	-	3	11
			12.5%	-	18.8%	68.8%
	MOR	-	-	1	5	2
		-	-	12.5%	62.5%	25%
3. The data gathered from performance review is unproductive and of no value	MOFED	-	7	9	10	2
		-	25%	32.1%	35.7%	7.1%
	MOT&I	-	-	3	8	5
		-	-	18.8%	50%	31.3%
	MOR	-	1	2	4	1
		-	12.5%	25%	50%	12.5%
4. The time I spend on performance review could be used more productively elsewhere	MOFED	1	7	6	11	3
		3.6%	25%	21.4%	39.3%	10.4%
	MOT&I	1	3	-	5	7
		6.3%	18.8%	-	31.3%	43.8%
	MOR		3	-	3	1
			37.5%	12.5%	37.5%	12.5%
5. ROPMS works well and does not need improvement	MOFED	1	2	5	18	2
		3.6%	7.1%	17.9%	64.3%	7.1%
	MOT&I			2	11	3
				12.5%	68.8%	18.8%
	MOR		1	1	5	1
			12.5%	12.5%	62.5%	12.5%
6. Most difficult task of management is PM	MOFED	3	11	7	7	-
		10.7%	39.3%	25%	25%	-
	MOT&I	1	3	1	10	1
		6.3%	18.8%	6.3%	62.5%	6.3%
	MOR	-	2	1	5	-
		-	25%	12.5%	62.5%	-

Attitude of evaluators towards conducting performance review is positive i.e., 56% in MOFED, 87% in MOT&I and 75% in MOR. The number of respondents who said agreed compounded with NANDAs should not be over looked particularly in the case of MOFED.

Opinions on accepting PMS as their own concern, supervisors from MOFED 67.9%, MOT&I 87.6% and ROM 87.5% have expressed their agreement. Those who disagreed are 10.7% from MOFED, and 12.5% from MOT&I and NANDAs are 21.4% from MOFED. Though the responses are more positive, PM as one major duty and responsibility to be taken care of by line managers, the level of agreement in this matter should be maximized but the case of MOFED needs closer attention.

For statement number 3, 43.7% from MOFED, 81.3% from MOT&I and 62.5% from MOR have shown their disagreement. Except MOFED the result shows that respondents' perception about data gathered from performance review is useful. Yet 25% from MOFED and 12.5% from MOR showed their agreement to the statement. This might be the reflection of absence of integration of the ROPMS with other systems like incentive, human resource development etc. that needs further study.

For the statement on 'time spent on performance review could be used more productively elsewhere', attitudes of evaluators in MOFED are 49.7%, 75.1% from MOT&I and 50% from MOR responded that they disagree to the statement. The 'indifferents' are 21.4% from MOFED and 12.5% from MOR while 28.5% from MOFED and 25.1% from MOT&I and 37.5% from MOR said that they do agree to the statement. Since the system requires enough time to plan, monitor and evaluate performance there is a need to change the attitudes of those evaluators, which are under the 'indifferents' and agreement category.

For the statement 'ROPMS works well and does not need improvement', 71.4% from MOFED, 87.6% from MOT&I and 75% from MOR showed their disagreement while 17.9%, 12.5% and 12.5% respectively are indifferent. This is a sign that calls for review of the system and identifying the problems and act upon them.

The perception of performance management (PM) as a difficult task of management has obtained the agreement of 50% from MOFED, 25.1% from MOT&I and 25% from MOR. No doubt that the system is complex and requires knowledge and skill. Moreover it demands

time and requires attentive follow-up. In this regard management should provide necessary tools and systems (for example. computerizing the system) to facilitate the process.

From an open-ended question, ‘what do you most appreciate about ROPMS?’ according to the research findings, what both evaluatees and evaluators most appreciate are the following:

- Considers strategic plan as the base for performance plan and its enforcement to work on plan;
- Its participative approach that leads to minimise power distance and create better understanding between evaluatees and evaluators;
- Its innovativeness for efficiency and better result;
- Its ability to monitor and evaluate actual performance based on predetermined performance measures i.e. cost, quality, quantity, and time;
- Its ability to create sense of accountability;
- Its contributions to change work culture;
- Its ability to help individuals know what is expected of them through the performance plan.

Both evaluators and evaluatees were also asked to list their opinions on what they resent most about the system. Findings from the questionnaire are as follows:

- It involves too much paperwork and signatures that demand more time than required for the actual job to be done;
- Its focus on evaluating all types of jobs with similar factors/standards;
- It requires cost as means of measurement/standard without having the proper costing system and flow of information in the organization;

Specific to evaluators are:

- The principle of ‘there is only one key task (inflexibility of the system);
- Implementing the system without having central regulatory body that evaluates the appropriateness of SP, BPR, and performance measurements;
- Absence of properly designed standards to measure performance;
- Its partial implementation in the organization (top management left out).

Specific to evaluatees are:

- Absence of proper accountability and reward for good performance results;
- The possibility of using it as an intimidating tool by supervisors;
- Attempts to implement the system without availing the required resources and expecting too much from employees.
- Attempt to link the system to pay schemes without testing its workability.

Different factors have been employed to see whether or not the implementation has gone as intended. This has helped much to see the achievements and challenges in implementing the system. And the following chapter summarises findings and proposes possible recommendations

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

This last part of the paper concludes the findings of the study i.e. achievements gained and challenges faced from implementing ROPMS. And finally possible recommendations to overcome the challenges are forwarded.

6.1. CONCLUSION

As part of the civil service reform agendum, the Government as one part of the HRM sub-program developed ROPMS. The major objective of implementing ROPMS is to 'ensure economic implementation and evaluation of organizational plans, and to enhance the capacity of civil servants' (Guideline on Performance Evaluation, May 2003)

Repetitive efforts were in place to implement ROPMS at national level. But the environment was not smooth enough for the implementation to take place at the pace as desired by the government. Thus, a task force was set up at national level to develop training materials and conducted the training and implementation. So far two evaluation sessions have been conducted in seven organizations among them Ministries of Finance and Economic Development, Trade and Industry, and Revenue are selected to conduct this research.

This paper has tried to show the achievements gained and the challenges faced from implementing ROPMS in light of the three broader areas: fulfillment organizational factors, the development and implementation aspect, and staff commitment.

6.1.1. Achievements

Though they are not at the same pace and level according to the study findings achievements gained through implementing ROPMS are summaries as follows.

The fact that civil service institutions required to develop and implement SP has brought change momentum in strategic thinking, work in planned manner, monitoring and evaluation of daily performance is a marked departure from the old way of thinking and doing. As a result now reviewing vision, mission, and goals are developing, and work to realise the SP plans has reached to an encouraging stage in the three ministries. Moreover, the staffs do have good orientation about vision and mission of their organizations (tables 5.4 and 5.5).

Examining the existing work process and identifying bottlenecks to improve service delivery is gaining momentum. And in the three ministries, although not at the same level, organizing self towards responsive and efficient work process by undertaking business process reengineering has got the attention of management (table 5.6).

ROPMS has obtained a positive attitude among staff as a better system to minimize subjective judgment and to evaluate results based on planned tasks. Moreover, the attitude of staff to consider ROPMS as a good management tool is encouraging. Its ability to evaluate actual performance based on predetermined performance measurement standards (cost, time, quality, and quantity) is also taken as its positive contribution to evaluate performance properly (tables 5.18 and 5.19).

The importance of ROPMS as a tool to improve results, to make employees understand what is expected of them, to reward good performance are also realized among the staff. Moreover its primary objective is perceived as developmental that builds positive attitudes among the staff.

Vertical integration of ROPMS, which requires considering the organizations' strategy is cascaded down to work units and individual employee, is a positive result. In the mean time understanding what is to be achieved, why, when and how to achieve the planned task is also realized, thus thinking for institutional success rather than fulfilling individual goals.

ROPMS being an open evaluation system has helped the ministries to minimize power distance; encourage solving problems in teams and created work culture that entails accountability, and improved communications. It is also perceived as motivational and encouraged innovativeness. ROPMS seems to obtain fair level of commitment among evaluatees and evaluators.

Now the Government realising, the importance of sustaining training and implementation of ROPMS, has decided to be supported by institutions rather than continuing with task force, which is one step towards a serious concern.

Serious and closer attention paid from the Government for training to build employee capacity is commendable to fill the skill gap and thus, develop knowledge, confidence, minimize resistance and enhance performance.

6.1.2. Challenges

According to the study findings the main challenges that ROPMS faced in the implementation phase are summarized hereunder.

Although strategic thinking and positive attitude towards ROPMS has been enhanced organizations have long way to go to ensure participation and involvement of the staff to make certain sense of ownership and to gain commitment of staff to fulfill the desired objective of ROPMS (tables 5.24, 5.25, and 5.23).

Introducing new or changing the existing culture of organizations is core requirement for the smooth implementation of ROPMS. Since culture change requires time and is a continuous process, top management has to overcome the gaps in culture of transparency, supervisor-employee relationship, and teamwork. The reactions to displaying performance results on notice board (table 5.7(c)) cannot be remedied by forcing through issuing top down guidelines and management should acknowledge the seriousness and urgency of cultural change.

Even if the concept of creating smooth work process is accepted, it's other components like integrating the ROPMS with other systems of the organization for proper information and feedback, to take all possible improvement actions, are areas of challenge to be taken care of by the management.

ROPMS, as a system, has faced challenges because; it is considered not flexible to incorporate other work related behaviors as performance measurement factors. This makes it a prescribed solution rather than to measure performance of each organization on the basis of its peculiar nature, (table 5.9) which is a challenge to the policy makers. The issue of 'there is only one key task' is also a case to be studied and resolved.

In general quite good percentage of employees do not have positive attitude that their respective ministry is a good employer, (tables 5.8 (a), 5.8 (b) and 5.8(c)). They said the management style is not appreciable, it is more task oriented, which is serious challenge in the effort to enable the system to achieve expected results.

The objective of ROPMS must be clear to all stakeholders (evaluatee and evaluators). But the findings (table 5.14) show that significant percentage of employees at the lower job classification said that they are not clear with it. The effort to bring this category of employees on board with others is a challenge to management.

Another challenge is that the evaluation system is not an integrated system to measure the performance of the three pillars i.e. at institution, team and individual levels. In the absence of such system it will be too difficult to evaluate performance in isolation for improvement, reward and other remedial measures.

Absence of a body with defined accountability to conduct regular monitoring and evaluation and review appropriateness of SP and performance standards have its own danger of disrupting the implementation. Further, if the members of the ad hoc body (composed from different institutions) are assigned other tasks ROPMS could lose attention as a priority agendum.

Although ROPMS helps to minimize power distance, encourage participation and involvement, due to lack of adequate knowledge and experience, as perceived by employees, has not yet succeeded in clearing the culture of fear, which is a serious constraining factor. However, if due attention is given this could easily be improved through time as they well understand the purposes of PM.

Attaching ROPMS with salary increment and going to implementation before clearing the challenges (measurement standards, employer attitudes to the system, gaps in work flow, availability of the necessary resources etc.) is a challenge that will be cause for employee resistance.

Resistance, from 30% of respondents (table 5.26), for the very phrase, 'result oriented performance management system' is said to neglect the human elements and emphasis only on results.

It will be too difficult to attempt and conduct performance monitoring and evaluation in the absence of relevant standard measurement parameters that could enhance supervisor-employee relationship.

Though below average, the comments by the greater minority of respondents on ROPMS as time consuming, it involves too much clerical work and signature is a gray area and specifically the staff in MOFED takes the system, as most difficult task of management, requires closer attention (table 5.29 number 6).

Majority of respondents show their concern that the system require improvement is a sign of need of continuous improvement of the system (table 5.29 number 5).

Staff perception of the system as a political tool specially from evaluators (table 5.27) could be another cause for resistance thereby creating fear and suspicion that constrains the progress of the implementation process.

The commitment level of management (table 5.25) which is not encouraging to own and implement ROPMS could face serious challenges that must be a concern to the responsible body.

6.2. Recommendations

The attempt to implement ROPMS in the three ministries looks no more than an exercise to create awareness. The challenges of the system (preconditions), which are the basic requiremt for the new PMS to succeed, were not considered. On the part of the government

deciding to implement the system without being clear and sure on objective realities in the ministries indicates that its intention to implement it on time yet discloses that the system has its problems starting from design, which calls for reviewing both the system and the prevailing conditions that the ministries are operating. Therefore, recommendations to overcome the challenges encountered in process of implementation are the following.

6.2.1. The Issue of Think-tank Groups

One of the most important concepts of PM is that it is a continuous process of management in developing performance standards. In almost all cases people in an organization will be burdened with internal matters and may lack time to continuously develop and update themselves for more work and responsibility. Thus, it requires a certain period of time, effort and other resources to refine the system.

Thus taking into account that the system is complex and require time establishing think-tank group of experts at national level and exploit their expertise is a manifestation of commitment to the principle of PM. The think-tank group on the other hand will have the opportunity of witnessing actual problems and look for real solutions. This will have multiple effects to the development endeavor in the country.

6.2.2. Establish/strengthen Monitoring and Evaluation

To date the monitoring and evaluation task is assigned to an ad hoc body. ROPMS is an ongoing system that is to be implemented in all civil service organizations and parastatals. Charging an ad hoc body with this responsibility has its own dangers – the possibility of rolling back all gains.

Therefore, either strengthening the Federal Civil Service Agency or establishing a new body at national level with the following duties and responsibilities must be taken as an area of concern.

- Ensure that each organization develops and implements performance measurement standards for the expected results as per the national guideline;

- Evaluate the appropriateness of SP to PM;
- Establish and manage awards for outstanding performance at national level.

6.2.3. Strengthen Internal Monitoring and Evaluation

As one purpose of PM is to provide proper feedback and work to enhance individual capacity, for this to be realized continuous monitoring and evaluation must be regularly conducted and communicated to all concerned units and individuals for further improvement and growth.

This requires responsible body, which closely follows up and avails technical assistance when needed.

6.2.4. Develop and implement an Integrated PMS

The challenge of integrated performance management system (both vertical and horizontal) is one of the constraining factors. It will be an exercise in vain to take ROPMS any further without integrating other relevant systems. Thus:

- a) Process of integrating the performance management system at organizational, team, and individual level has to be finalized to achieve the intended purposes.
- b) Tuning some of the federal agencies to ROPMS (such as MOFED) relating the allocation of resources based on performance budget, Auditor General relating it to performance audit etc. would oblige the agencies to integrate their activities to meet the standards set.
- c) Organizations must integrate ROPMS with other systems like human resource management, information, financial systems etc.
- d) Empower institution to develop and implement their own PMS that fits their own environment, but in line with the general policy guidelines, must be taken as a priority agenda. The role of the government should be issuing general policy guidelines and monitor performance through proper organ as per the guidelines.

6.2.5. Empower Civil Service Institutions

Civil service organizations are expected to produce the required work result. If so they should be empowered with accountability to properly discharge their responsibilities and this will lead organizations to be more concerned to fulfill basic requirements of PMS to achieve their strategic objectives. This will also facilitate the monitoring and evaluation techniques where the number of stakeholders is increasing. Moreover, empowering enhances commitment and sense of ownership.

6.2.6. Continuous Training and Coaching

Continuous training and coaching will assist to enhance employee skills, cause cultural change, and improve relations, communications and team building.

6.2.7. Considering the Name ROPMS

It is not only because employees are negatively biased to the name of ROPMS but also due to the development stage it has reached will make it appropriate to deal with this issue. This calls for the attention of top officials and professionals in the area to reconsider the name.

6.2.8. The Political Connotation of ROPMS

Any system cannot be outside the sphere of the political context. What makes a management system different is the interest and capacity of political appointees to be committed to implement it as a management tool. Thus politicians out look towards this must be balanced to rid employees from their perception of ROMPS as a political stick of disciplining them.

6.2.9. Involving Institutions of Higher Learning

The topic is virgin that needs further research to strengthen it for better out put. Thus, involving institutions of higher learning, as a better option, to participate in the process through research works and training will help to enrich the system, equip implementers with current information and techniques, and strengthen organizations' capabilities to implement the system.

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