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College of Business and Economics

Department of Public Administration and Development Management

MA in Public Management and Policy

Achievements and Challenges in the Implementation of Result-Oriented Performance Management System: The Case of the Ethiopian Ministry of Health

A Thesis Submitted to Addis Ababa University, College of Business and Economics, Department of Public Administration and Development Management, in Partial Fulfillment of the Requirements for the Degree of Master of Arts in Public Management and Policy

By: Mekdes Kibret

Advisor: Challa Amdissa (PhD)

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Addis Ababa, Ethiopia

DECLARATION

I, the undersigned declared that this thesis entitled "*Achievements and Challenges in the Implementation of Result Oriented Performance Management System: The Case of the Ethiopian Ministry of Health*" is my own original work. This thesis has not been presented for any other university and is not at the same time submitted in compliance of any other degree. All sources of materials used for this thesis have been properly acknowledged.

Mekdes Kibret Ayenachew
Name of Author


Signature

23/06/2025
Date

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This is to certify that Mekdes Kibret Ayenachew has completed her thesis work entitled "*Achievements and Challenges in the Implementation of Result Oriented Performance Management System: The case of the Ethiopian Ministry of Health*" is her original work and submitted for examination with my approval as a thesis

Challa Amdissa (PhD)


signature

23/06/2025

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Approved by the Examiners

Kataru Kalsa (PhD)
Name of External Examiner


Signature

23/06/2025
Date

Abay Agidew (PhD)
Name of Internal Examiner


Signature

23/06/2025
Date

Challa Amdissa (PhD)
Name of Advisor


Signature

23/06/2025
Date

ABSTRACT

Influenced by New Public Management principles, institutions in the public sector have adopted Result Oriented Performance Management Systems ROPMS as a tool for enhancing efficiency and accountability. Implementation has, however, faced persistent challenges, including low staff participation, lack of congruence between personal targets and institutional strategy, political instability, bureaucratic resistance, and insufficient attention to preconditions necessary. The overall objective of this study is to assess challenges and impact of ROPMS on organizational performance in the Ethiopian Ministry of Health. For this purpose, the study employs a mixed-methods design involving qualitative and quantitative data analysis and policy document analysis in order to gain a comprehensive understanding of the issue. Qualitative data were collected through in-depth interviews and discussions with managers and employees, where thematic analysis was conducted on political dimensions, implementation problems, and bureaucratic resistance. Documentary review of performance reports, strategic plans, and policy documents analyzed the institutional goals' alignment with ROPMS implementation. The simple random sampling technique enabled diverse representation, and ethical issues like informed consent and confidentiality were maintained throughout the research. The findings indicate that ROPMS has improved performance measurement, accountability, and alignment of goals between the individual and organizational levels. The principal achievements are increased transparency in monitoring performance, better mainstreaming of strategic goals into day-to-day routines, and increased employee awareness of vision and mission of the institution. There remain, however, unsettled key challenges such as low staff involvement, mismatch between organizational and personal targets, bureaucratic resistance, and inadequate training. Political instability and resource limitations also compromise effective implementation. This study contributes to the evidence base by establishing ROPMS critical success factors and barriers to adoption in Ethiopia's public sector.

Keywords: Performance Management, ROPMS, Public Sector Reform, Ethiopia, Ministry of Health, Accountability, Organizational Performance

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LIST OF ACRONYMS AND ABBREVIATIONS

BSC	=	Balanced Scorecard
CSRP	=	Civil Service Reform Program
FCSC	=	Federal Civil Service Commission
HRM	=	Human Resource Management
MOH	=	Ministry of Health
NPM	=	New Public Management
PCS	=	Performance Contracting System
PHD	=	Doctorate Degree
PM	=	Performance Management
PMS	=	Performance Management System
ROPMS	=	Result Oriented Performance Management System

CHAPTER ONE

I. INTRODUCTION

1.1 Background of the Study

The late 1970s to the mid 1990s saw a significant change in public sector management with the emergence of New Public Management (NPM). Headed by New Zealand and followed by nations like the United Kingdom and Australia (Hood, 1991; Jones & Kettl, 2003), this wave of reform created a paradigm shift away from the traditional bureaucratic models to management approaches centered on operational efficiency, measurable outcomes, and enhanced accountability. The underlying principles of NPM sought to introduce private-sector management techniques into public government, radically altering the manner in which government agencies measured and provided outcomes.

NPM was a shift away from the traditional bureaucratic approaches towards market concept approaches such as performance budgeting, competitive provision of services, and strategic contracting out (Kettl, 2000; Pollitt & Bouckaert 2011). This wave of reforms later extended to other nations such as Brazil, Sweden, and Portugal as a global trend of private sector driven public administration. NPM has the ability to revolutionize the world of performance management in the public sector by embracing private sector standards. Scholars recognize its focus on quantifiable outputs, accountability, and service delivery improvement using tools like pay-for-performance, merit-based career progression, and competency development training (Meyer & Rowan, 1977; Gerhart & Milkovich, 1992). NPM's drawbacks of excessive quantification, promoting perverse incentives, and pushing aside equity and social justice goals are pointed out by critics (Hood, 1991; Pollitt, 2007).

In Ethiopia, modern public administration began under Menelik II (1889–1913) and progressed during Haile Selassie I's rule (1930–1974). In 1962, to standardize civil service regulations, the Central Personnel Agency was established (Mohammed, 2000). Despite the progress, the civil service under these regimes and the succeeding Derg regime (1974–1991) prioritized centralized administration over performance-based management. Without systematic performance management systems, and party and government institutions that were inextricable, it did not promote professionalism and merit-based practice.

The early phase of EPRDF civil service reform (1991–1996) was typically a retrenchment of the civil service process. This was accomplished without employing performance criteria (Tesfaye, 2023). Phase two (1996–2003) focused on capacity building, legislating, and training but not to the extent of establishing performance goal-setting or measurement approaches. The third phase (2003–2007) introduced Strategic Planning and Result-Oriented Systems, namely the Result-Oriented Performance Management System (ROPMS) (2003–2007), which set formal performance goals, made the civil service more customer-focused ("Quick Wins"), and aligned organizational goals with national objectives (Tesfaye, 2023).

ROPMS was later replaced by the Balanced Scorecard (BSC) and Performance Contracting System (PCS) to enhance accountability and service delivery further (Beyene, 2017). Effective performance management is central to developing a resilient health system and overcoming constraints in resources, patient load, and health workforce management issues in the Ministry of Health (MOH) in Ethiopia (FDRE Ministry of Health, 2021). The ROPMS was adopted by the MOH through the 2003–2007 reform, where the MOH aligned health sector objectives to national performance objectives. Chronic implementation gaps like ineffective monitoring and sociopolitical constraints have limited optimum achievement, though.

Notwithstanding the above developments, Ethiopia's performance management systems are faced with challenges. Sociopolitical and economic determinants of system effectiveness in developing countries are presented in the literature as knowledge gaps (Beshir, 2020). Inadequate oversight authority committed to its function, failure to align to strategic plans, and excessive emphasis on outcomes at the expense of work behavior also pose implementation difficulties. High-performing management within Ethiopia's Ministry of Health (MOH) is central to creating an effective healthcare system and reducing issues in the form of limited resources, patient flow, and health workforce management challenges (FDRE Ministry of Health, 2021).

The findings of this study contributes by offering lessons on what is the best practice and pitfalls in performance management system, By identifying key challenges, the research will contribute to policy refinement or development, ensuring that PMS evolves into a more effective, sustainable, and employee-engaging system.

1.2 Statement of the Problem

Organizations worldwide are faced with critical performance problems, including excessive turnover, low levels of productivity, and increased customer dissatisfaction (Yusuf et al., 2017). Performance management systems (PMS) have been designed to address the issues by aligning employees' efforts with the goals of organizations, increasing responsibility, and encouraging continuous improvement (Armstrong & Baron, 2002). If properly implemented, PMS can direct sustainable performance, improve employee motivation, and strengthen organizational culture (Armstrong, 2017). However, poorly designed or executed systems often end up in failed investments and ineffective outcomes.

Although there are extensive research works on performance management in developed economies (Sirgut, 2006; Toney Jr & Rodica, 2009; Heinrich, 2012), its application in developing settings, most notably Ethiopia is significantly under-investigated. Recent research on the Results-Oriented Performance Management System (ROPMS) in Ethiopia identifies latent gaps that compromise its efficiency. First, there is no reference to how the peculiar institutional, social, and cultural contexts of Ethiopia influence ROPMS implementation (Alemu & Mekonnen, 2020; Tsegaye & Bekele, 2023), when contextual issues decide the system's flexibility and success.

Second, how digital technologies enhance ROPMS efficacy, particularly in performance monitoring and accountability it has not been adequately treated (Assefa & Yismaw, 2019; Mulugeta & Tefera, 2010), when digitalization becomes increasingly important in modern governance. Third, no detailed examination of the coherence between the legal and regulatory frameworks of the ROPMS of Ethiopia and their implementation in practice exists, and thus there is a knowledge gap regarding how policy intention is realized in practice. Finally, the involvement of key stakeholders, government institutions, civil society, and development partners, in adopting and implementing ROPMS is unknown (Gebremariam & Tilahun, 2012), although their roles could determine the system's success or failure.

In contrast to these gaps, this study seeks to tackle the implementation challenges of ROPMS in Ethiopia's public sector, specifically investigating the influence of institutional and cultural contexts, how performance monitoring can be improved through digital technologies, the degree to which policy design aligns with grassroots practices, and the roles played by stakeholders in facilitating or hindering the uptake of ROPMS. By answering these questions, the research aims to provide practical recommendations for the streamlining of ROPMS in Ethiopia for improved public sector performance management.

1.3 Objectives of the Study and Research Questions

1.3.1 General Objective

The aim of this study is to critically assess the success and implementation challenges of the Result-Oriented Performance Management System (ROPMS) within the Ministry of Health in Ethiopia. The study intends to provide a general judgment of how this performance management system has functioned in practice, its success in improving organizational performance, and the most significant challenges to its successful implementation.

1.3.2 Specific objectives of the study

- Evaluate key changes that were brought about by ROPMS, such as accountability, staff morale, and efficiency in delivering services;
- Discuss challenges that impede effective ROPMS implementation, including employee engagement gaps, resistance from bureaucracy, and political turmoil; also discuss systemic issues such as integration with other management system.
- To measure the extent of alignment of ROPMS objectives with strategic priorities of the MOH.
- To provide evidence-based recommendations for strengthening performance management practices as well as fostering a culture of ongoing improvement.

These objectives aim to offer a comprehensive understanding of the effect of ROPMS on the MOH's practice of performance management as well as contribute to a broader public sector.

1.3.3 Research Questions

- How has ROPMS impacted service delivery, accountability, and staff performance within the MOH?
- What are the principal institutional and operational barriers to effective ROPMS implementation?
- To what extent are ROPMS performance objectives aligned with the MOH's strategic priorities?

- What interventions would improve the effectiveness and sustainability of ROPMS within the MOH?

1.4 Significance of the study

The study makes theoretical and practical contributions to performance management system literature in the public health departments of the developing countries, particularly Ethiopia. The critical points of contribution are as follows:

Theoretical Contribution to NPM in Developing Countries Contexts

While New Public Management (NPM) values are heavily studied in Western settings, the study presents empirical proof of ROPMS (a performance management system with NPM origins) operating within the bureaucratic and resource scarce context of Ethiopia. Hood (1991) and Pollitt (2007) report the global diffusion of NPM, whereas comparatively few studies (e.g., Beyene, 2017) examine its application in African public sectors.

Practical Insights for Reforms of the Ethiopian Public Sector

The findings will inform Ethiopia's ongoing civil service reforms by identifying ROPMS implementation gaps in the Ministry of Health (MOH), such as goal misalignment and stakeholder resistance. Tesfaye (2023) records the lack of sector-wide evaluation of ROPMS in Ethiopia, despite its nationwide rollout.

Methodological Innovation

The study combines qualitative (e.g., interviewing stakeholders) and quantitative (e.g., performance indicators) to assess ROPMS, offering a replicable framework for performance system assessment in similar contexts. FDRE Ministry of Health (2021) calls on mixed-methods studies to address complex health management issues.

Policy Recommendations for Equity-Oriented Performance Management

Unlike general NPM studies, this thesis foresees reforms between equity (for example, rural health care access) and efficiency (for example, target-setting), given complaints that NPM overemphasizes quantifiable measures (Hood, 1991). Cited Support: Beshir (2020) refers to equity as a neglected element of performance management systems within Ethiopia.

1.5 Scope of the study

The study evaluates the implementation of Result-Oriented Performance Management Systems (ROPMS) within the Ethiopian Ministry of Health (MOH). The research innovatively investigates four dimensions of investigation: (1) how effective ROPMS is in achieving strategic performance objectives throughout MOH hierarchies, (2) the role played by Ethiopian cultural values (e.g., collectivism and hierarchical decision-making) in the uptake of ROPMS, (3) critical implementation elements such as leadership commitment, resource availability, staff training, communication systems, and organizational culture, and (4) the quantifiable impact of ROPMS on the quality of healthcare service delivery and operational efficiency.

The study is concentrated in the MOH headquarters. Sources of data include MOH performance reports, interviews with frontline health administrators and workers, though the study is not extended to non-health sectors due to purposes of focus. The findings strive to offer direct assistance to MOH policymakers in informing performance management policy, make public administration researchers current with New Public Management innovations in low resource environments, and assist international development partners engaged in the Ethiopian civil service reform. By limiting the investigation to these parameters, the study upholds realism under circumstances that include addressing constraints such as reliance on self report measures of performance.

1.6 Limitations of the study

Despite the facts presented by this study on the institutionalization of the Results Oriented Performance Management System (ROPMS) in the Ministry of Health of Ethiopia the limitations that should be considered are : The MOH's exclusive focus on case design limits the applicability of findings to other ministries or foreign nations or to other government departments in Ethiopia because variation in organizational culture, resources, and leadership can lead to different ROPMS results. Second, the inability to rely on self reported interview and questionnaire responses allows room for response biases such as social desirability bias or memory loss, wherein employees underreport issues to avoid punishment or over report strategic goal alignment so that they will be perceived in a positive light. Third, even though simple random sampling was employed, the sample size (n=245) might not be representative of the MOH work variabilities, hierarchies, and operational variabilities.

In addition, the cross-sectional design (2023 - 2025) reduces the capability to capture longitudinal trends or account for concurrent political and economic reforms in Ethiopia's effect on ROPMS sustainability. Methodologically, the qualitative phase, although descriptive, was constrained by participant time and availability and therefore more intensive ethnographic approaches, such as prolonged fieldwork, might have potentially uncovered latent institutional resistances or unspoken adaptations to ROPMS. Restrictions on data access also constrained the study, as some performance measures (e.g., KPIs by department) were not available, precluding an extensive examination of the effect of ROPMS on health service outcomes. Technological issues, such as digital literacy deficiencies and electronic health record (EHR) integration problems, reported by 57% of respondents, were not explored in depth, although they could potentially compromise ROPMS effectiveness.

Finally, the omission of external stakeholders such as patients, NGOs, and development partners deprives the study of external verification of the effect of ROPMS on service quality and equity. These limitations open possibilities for future research to build on the knowledge and practice of performance management systems in the Ethiopian public sector.

1.7 Organization of the study

This research is divided into five chapters with the main aspects of the study.

Chapter one holds Background, problem statement, Objectives, significance, scope of the research and introduction to the adoption of Result-Oriented Performance Management Systems (ROPMS) in the public sector of Ethiopia especially the Ministry of Health (MOH).

Chapter Two provides a comprehensive literature review on Performance Management Systems (PMS), exploring their core principles, purposes, and frameworks for development. The chapter examines criteria for successful PMS implementation and discusses the crucial influence of organizational culture that can effectively address future challenges. The review also evaluates the performance of the system against the opinion of experts and scholars. It also examines previous trends on the application of Performance Management Systems (PMS) in Ethiopia.

Chapter Three outlines the research strategy, detailing why the chosen method was applied, tools for data collection, and methods of analysis, Chapter Four presents and interprets the findings, while Chapter Five concludes the study and gives recommendations.

CHAPTER TWO

II. REVIEW OF LITREATURE

This chapter deals with integrating existing literature on Result Oriented Performance Management Systems (ROPMS) and their conceptual underpinnings and empirical support. The theoretical concept positions Performance Management Systems (PMS) as strategic tools to measure organizational, team and individual performance by setting goals, measuring performance, and continuous improvement processes (Hussien et al., 2022).

2.1 The Theoretical Context

Historically, ideas on performance management trace their roots to ancient civilizations, with evidence that Egyptian pyramid laborers and Roman officials employed primitive motivational schemes (Jones & Kettl, 2002). Modern texts distinguish between performance measurement (measuring the quantity output at organization levels and performance management (the entire system employing these measures to oversee individual improvement (Radnor & McGuire, 2004).

The evolution of punitive earlier historical systems to current data based systems began in mid 19th century concurrent with advances in cost accounting methods (Radnor & McGuire, 2004). This theoretical context demonstrates the way the theory of performance management has progressed from early control tools to sophisticated strategic alignment tools that cross link individual contributions and organizational aspirations, while empirical research (to be addressed below reveals the pragmatic problems and success in implementing the systems within varied institutional environments.

Performance Measurement Business: Evolution and Purpose

Corporate performance measurement systems evolved based on two principal foundations. Firstly, firms employed predominantly cost and management accounting frameworks, founded on financial metrics primarily direct labor and material costs (Neely, Gregory, & Platts, 1995). A financial focus was also augmented by the practical consideration that measuring performance appeared simpler than doing it in reality. The 1980s experienced significant methodological advancement through the creation of sophisticated analytical methods like Activity Based Costing (ABC) (Neely, 2005) and better financial measures like Return on Investment (ROI) and Return on Equity (ROE). Growing organizational

experience later revealed the limitation of sole reliance on financial measurements as they proved to be inadequate for predicting long-term organizational performance or identifying future strategic

The transition to a High Performance Culture

Today's performance management has evolved to support a high performance culture, sound values, and genuine leadership that unlock employee potential. Unlike rigid, one size fits all approaches, today's systems recognize the need for flexibility, especially when managing dynamic and innovative talent. Based on Daft (1999), chaos theory focuses on uncertainty of organizational contexts (little things can have great impact). This methodology encourages teamwork, multiple ways of thinking, and synergy in driving productivity. Effective performance management currently prioritizes "doing the right thing right" focusing on balancing efficiency and strategy alignment.

2.1.1 Purpose of Performance Management

Following Brown and Armstrong (1999), performance management is all the HR activities intended to enhance the individual's and organization's performance. Performance management serves four major roles, the first of which is to clarify employers' and employees' common expectations. The coordination is based on a well-established psychological contract (Schein, 1984; Weinert, 19860, that prescribes the implicit rewards and obligations. It also aims to provide a framework that facilitates the integration of corporate and individual objectives, beginning from the integration and communication of the organizations core values. Performance management systems aim to drive towards established and clearly communicated objectives, and also, to provide a developmental process to the organization by establishing guidelines that facilitate the creation of future needs and outcomes.

A performance management system tends to include "the setting of performance objectives, gauging performance against them, recording developmental assistance and a review framework for developing performance and the subsequent set of objectives" (Dukhi, 2011).

The Role of Performance Management In Development

A good performance management system is a strategic development tool for companies as it offers a systematic framework through which organizations can pinpoint future

requirements and preferred result. Based on Dukhi (2011), the process normally encompasses, enhancing the achievements both of the organization and the individual. Performance management systems are concerned not only with what is achieved but also with how it is achieved (Ingenbleek, et al., 2013). All successful generic systems of performance management share certain specific features without which the system will not work. These are the basic steps that must be taken to ensure that the system works successfully.

According to Ingenbleek (2013) in each case, effective performance management requires an organization to do three things well. Clarify what good versus average or poor performance looks like, Enable employees to perform well by removing obstacles, Reward, compliment or promote to motivate performance. The fundamental reason for an organization having a system of performance management is proposed by Armstrong & Baron, Ingenbleek (2013) notes that optimal performance occurs when individuals understand expectations.

2.1.2 Performance Management Criticism

Scholars have highlighted an array of significant failures in traditional performance management systems. Research by Armstrong and Brown (1999), Rademan and Vos (2001), and Poole and Van de Ven (2004) lists several problems, including: risk of demotivating staff, inconsistent application between organizations, excessive reliance on subjectivity when rating, ill-defined performance measures, ethical problems in the assessment process, and managerial time wastage. These criticisms posit that although performance management systems attempt to enhance the effectiveness of organizations, they tend to create additional problems which can negate their expected advantages.

Ethical and Practical Concerns in Performance Management Systems

It is one of the strongest criticisms of performance management systems that there is a gap between theoretical design and actual practice. Even as theory goes, such systems appear to be well designed, but it is really difficult for organizations to implement them (Armstrong & Brown, 1999; Furnham, 2004). For instance, performance appraisals (a key feature of these systems) are regularly considered to be time wasting and ineffective, as the criticism obtained is regularly put away without being fully utilized to trigger change (Rademan & Vos, 2001). This disconnect builds a universal issue: although theory may sound, in practice usage of

performance management systems will fail.

In order to overcome such issues, researchers emphasize the importance of having performance management systems founded on ethical principles. Armstrong and Brown (1999) and Rademan and Vos (2001) argue that ethical considerations should be central to system design. Brown and Armstrong (1999) propose a model that puts at its center: (1) respect for the individual, (2) respect between managers and employees, (3) openness to decision making procedures, and (4) procedural justice. Adhering to such principles can help mitigate the pitfalls of performance management systems and ensure that they deliver tangible value rather than becoming bureaucratic rituals.

Performance management systems often get tangled down by competing expectations since they serve multiple functions by design. As a reward system, employees reasonably anticipate that their compensation will be directly tied to their performance appraisal. Meanwhile, top managers typically want such systems to sort out the good from the poor performers with clarity, providing prescriptive guidance for talent management decisions. Also, with the dynamic business world of the contemporary era characterized by the growing prominence of knowledge workers, these systems must possess sufficient flexibility to adapt to changing organizational needs (Helle, Parker, & Tobin, 2020). Unless well designed and implemented, performance management systems risk becoming bureaucratic exercises rather than solemn tools for individual and organizational growth. The challenge is to balance such diverse expectations while ensuring that the system remains focused on strategic objectives and is responsive to evolving character of modern work environments.

2.1.3 Challenges of Performance Management

Performance management systems (PMS) face numerous challenges that devalue their utility, particularly in multicultural and multifaceted organizational settings. The biggest challenge is resistance to change because employees and managers feel that PMS are intrusive or threatening, particularly where bureaucracies run very deep with a lot of tradition.

Biased and subjective performance ratings also compromise fairness because rater biases (halo effect, recency bias) distort outcomes. Organizations also experience limited resources such as inadequate training, technology, and infrastructure upon which to build effective

systems. Mismatching performance measures for the individual with organizational strategy is also a severe challenge and can render PMS useless or worse than useless. Ethical and cultural concerns also occur, where performance systems within one environment do not function smoothly in another and lead to mistrust or disengagement.

Moreover, quantitative target overemphasis may disregard such qualitative aspects as cooperation and innovation, whereas leadership and political changes may disrupt system continuity. With a view to combating these challenges, organizations must focus on stakeholder participation, continuous training, technological integration, and moral safeguards in order to make performance management fair, responsive, and strategically aligned

2.2 Performance Management System Implementation Empirical Study

Change Management Strategies:

Organizational change may be driven by internal and external drivers. Internal drivers may include strategic change, technological advancements, and attitude and behavior change of employees. External drivers are generally due to broader environmental drivers such as technological advancements, economic changes, political and legal changes, sociocultural changes, and competitive marketplace forces (Srinivasa Rao, 2007). These dynamic forces call for performance management systems that are adaptive in nature and responsive both to internal organizational needs and external environmental forces.

Introduction and installation of Results Oriented Performance Management System (ROPMS) is a significant organizational intervention that needs to be conformed to existing management practices. Systematic interventions such as these are likely to be resisted by employees, and therefore require strong managerial commitment and worker involvement to facilitate easy adoption. As Armstrong and Baron (2002) emphasize, management of PMS as a strategic change initiative complete with dedicated resources and executive sponsorship is crucial for its success (Leask, 2007; Mitrovic et al., 2013).

ROPMS implementation is an organized organizational change process. For success, it calls for: Extensive employee training on system goals, clear communication to respond to concerns, and participatory methods to build ownership (Blunt & Jones, 2011).

Traditionally, unsuccessful change programs usually overlook the human factor of change (Daly & Geyer, 1994). To contain resistance, management ought to: Streamline adaptation through training and equipment, provide incentives for conformity, and match job positions with performance objectives.

Strategic PMS Alignment:

A good PMS links organizational strategy and personal performance by, translating strategic plans (strategic goals) into business plans (implementation roadmaps), and transferring goals to individual job positions (Johnson & Scholes, 2003; Leask, 2007)

Taiwo and Idunnu (2010) have defined strategic implementation as the process of translating a strategic plan into action steps to realize desired outcomes. Effective implementation occurs when an organization's actual performance equals its strategic objectives. Alternatively, performance shortfalls may indicate strengths or weaknesses in the strategy itself or in its implementation or both.

Successful implementation of a strategic plan relies on several important factors. To begin with, organizations must achieve strategic alignment by ensuring horizontal integration of the strategy and all the functional actions. They should also leverage core competencies that provide competitive edge. Of greatest importance, high commitment by top management is a significant driver of implementation effectiveness (Olusola, 2011). Leadership greatness ultimately determines strategic performance because the executives have a crucial role to play in building organizational ability among employees and establishing and imparting the company's value system throughout the process of implementation.

Training and Organizational Learning:

A successful performance management system (PMS) requires not only initial training but also a commitment to continuous learning and growth to remain dynamic and effective. This aligns with Senge's (1990) concept of a learning organization that taps into the commitment and capacity of its members to learn at all levels, and Pedler's (2001) definition of an organization that facilitates learning and continuous transformation (Mitrović et al., 2013).

Brown and Enos (2005) emphasize the fact that organizational leaders who prioritize employee learning and development as drivers of performance can implement effective strategies to enhance productivity along with organizational sustainability in the long term.

Motivating Performance through rewards:

Effective performance management systems are strongly tested to bridge the gap between their theoretical design and actual application. While these systems may be theoretically sound, their actual application tends to be problematic for organizations, as Armstrong and Brown (1999) and Furnham (2004) have stated. There is one particular area of disagreement concerning performance appraisals, which are lamented by Rademan and Vos (2001) as tending to be viewed as bureaucratic processes that consume valuable time without any tangible result as collected feedback is not used. To address these shortcomings, researchers emphasize the need for ethical foundations in system design. Brown and Armstrong (1999) propose an ethical model that centers on respect for people, respect among employees and management, open decision making, and procedural fairness.

In addition to these performance systems, strategic benefit packages are valuable tools for and competitive advantage (Edeh et al., 2019), particularly in public settings where recognition has a positive impact on employee motivation. Robbins et al, (2006) denotes, organizational performance systems markedly affect employee behavior by signaling what are valuable contributions that recognized and rewarded. All of these considerations reflect the complex dynamics between ethical performance management, strategic recognition systems, and their synergistic effects on organizational performance and staff engagement.

Flexibility and Simplicity in Performance Management Systems:

An effective performance management system must be flexible in order to fit into various organizational settings. Armstrong and Brown (1999) point out that the systems ought to be viewed by employees as part of exemplary management practice, which are open and applied justly across all levels within the organization.

Moreover, the system design has to incorporate sufficient flexibility to support core competencies, the central skills, attitudes, and performance levels that all employees are required to display in order to empower the company to achieve its strategic goals (Dukhi, 2011). This responsive approach enables the performance framework to remain up to date while providing consistency in evaluating employee contributions.

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 (Dukhi, 2011; Helle, et al., 2020).

Sufficient Resources:

In order to be effective, organisations must ensure that they have sufficient resources, such as well-defined procedures, efficient information handling systems, and sufficient testing tools, in such a manner that the system is maximally effective (Aguinis, 2023). In the absence of these pillars of support, even the finest designed performance management model will not be productive in tangible terms (Pulakos & O’Leary, 2021).

Employee Participation:

All employees should be engaged in the performance management system. It is confirmed that employees that have engaged in system development and implementation feel a stronger sense of ownership and alignment towards organizational goals (DeNisi & Murphy, 2022). Participative engagement in this way eradicates inadequate processes and adds to organizational capacity building (Heslin et al., 2023).

Shared understanding of Vision of Mission and Objectives:

Strategic goal alignment must be created by leaders for performance management to achieve organizational success. That means they have to define the organization’s vision, mission, and values and obtain employees’ commitment to all levels (Armstrong, 2024). Literature shows that staff level of commitment is directly related to the system’s effectiveness, particularly in the public sector where change management is usually complex (OECD, 2023; World Bank, 2022). By bringing these elements together, strategic integration, employee engagement, and appropriate resourcing, organizations can develop performance management systems that are effective and equitable (Sparrow et al., 2022).

Reviewing the PM System:

A performance management system (PMS) is not an occasional intervention but rather something that must be constantly reviewed to confirm its efficacy. Continuous checks ought to be conducted, and corrective measures instituted where required to enhance the system. Lessons from some of the countries of the Commonwealth reveal that a broader review and potential reconfiguration may be warranted every five years (Dukhi, 2011).

Monitoring and evaluation:

Monitoring of performance should be founded on statistical data on appraisal outcomes differentiated by such factors as levels, departments, gender, and age for effective and equitable implementation. The PMS should be monitored by a central body, which is

usually an institution appointed to coordinate monitoring, evaluate the progress of implementation, and guide future development (Dukhi, 2011).

2.2.1 New Performance Management Structures

Existing research has distinguished performance management as a dynamic organizational process, with various systems being applied where necessary instead of one size fits all. According to new studies by Cappelli and Tavis in 2023, top-performing organizations customize their performance management systems on three axes: (1) strategic goals, (2) employee composition, and (3) technological ability. This contingency strategy is based on the previous research of Armstrong and Baron (2020) who argue that any system needs to be organized as well as adaptable in order to accommodate evolving workplace needs.

The performance paradigm has evolved in the last few years to continuously construct performance and not evaluate it from time to time. During the 2023 McKinsey Global Performance Management Survey, the problem surfaced that 72% of high-performing organizations canceled traditional annual performance reviews in lieu of continuous feedback enabled by technology. It is consistent with what Aguinis and Burgi Tian (2021) have pointed as “agile performance management” where managers and workers jointly formulate development plans within guided organizational templates.

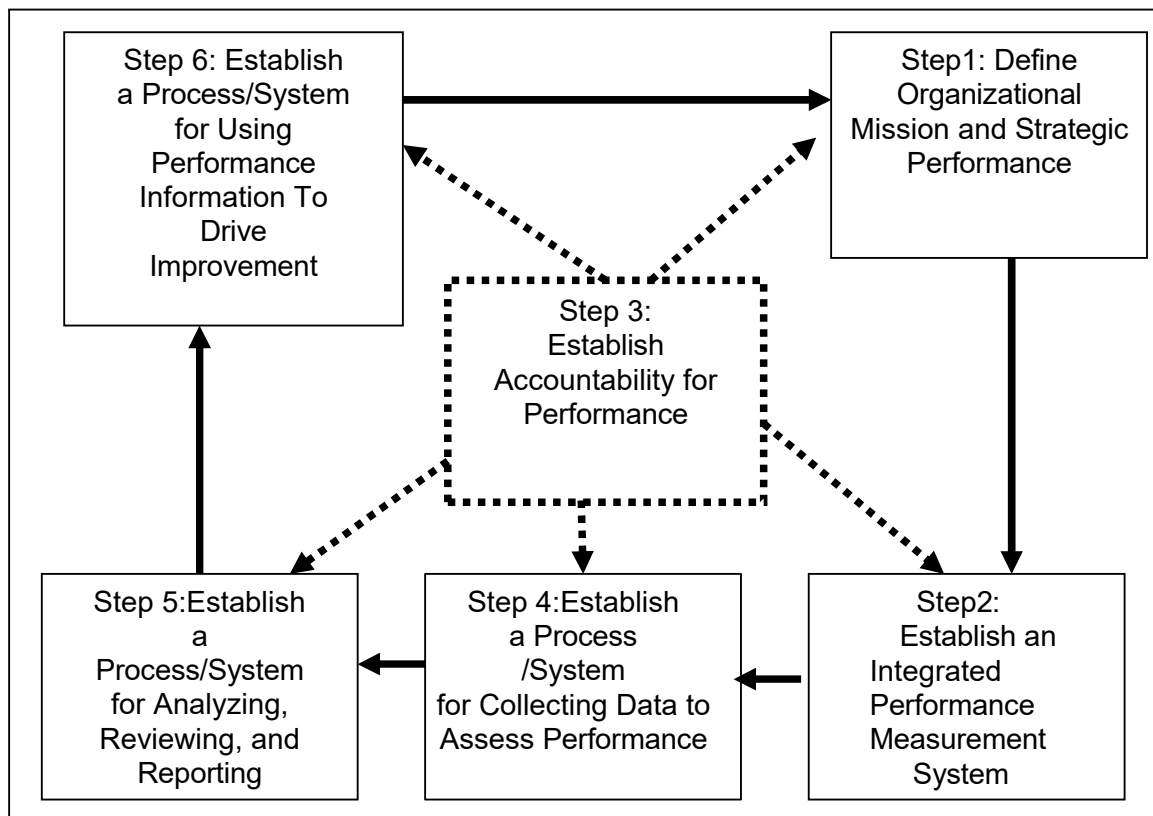


Figure 1: A six step performance management model developed by the Performance Based Management Special Interest Group (PBM-SIG, 2001)

Whilst there are minor differences in various models, the effective performance management system has to have these basic components at all times: strategic planning, operations planning, performance measurement, accountability processes, performance data management, and application of performance information to continuing improvement (PBM-SIG, 2001).

2.2.2 Purpose of Measuring Performance

Performance measurement is a key management tool for organizational improvement. Authors such as Armstrong and Brown (1999) and Radnor and McGuire (2004) identify three fundamental reasons: (1) to set and monitor progress against organizational goals, (2) to identify gaps between performance and targets, and (3) to facilitate corrective action to either restore performance levels to specified baseline expectations or achieve new standards. The Handbook of Techniques and Tools on How to Measure Performance (1995) recognizes two key organizational benefits derived from performance measurement systems. Firstly, the systems provide valuable insights into the degree to which an organization meets its customers' needs and levels of satisfaction. Secondly, the systems provide managers with an evidence-based model of examining operation processes and making informed, objective decisions rather than subjective evaluations.

Apart from these benefits, performance measurement identifies areas for improvement and also verifies whether the changes implemented are effective or not. It can even find organizational process bias. For these benefits to be achieved, good performance measurement systems need to rely upon three fundamental rules: they need to track only the most critical measures, be highly customer focused, and get employees actively involved in the measurement process. These standards help ensure that performance measurement systems are providing worthwhile, actionable information for organizational performance improvement.

2.2.3 The Importance of Performance Management in Civil Service Institutions

Performance management is critical in civil service institutions, with researchers arguing that there should be a systematic way for measuring performance to ensure accountability and effectiveness. The Swiss Model of New Public Management (NPM) emphasizes outcome control, as it is interested in measuring performance to facilitate improved political and administrative choice making (Dunleavy & Hood, 1994). In the developing

world, civil service reforms aim at dismantling rigid bureaucratic structures for enhancing economic development and growth.

Reforms are typically prompted by drivers such as globalization, conditions attached by donors, patterns of privatization, and needs for low cost service delivery (Newman, 2000). Pollitt (2004) indicates key reform components as financial restructuring (budgeting, auditing), personnel management (recruitment, pay reform), organization (decentralization, coordination), and performance measurement systems (Dan & Pollitt, 2015).

In Africa, Performance management gained more momentum due to the failure of Structural Adjustment Programs' (SAPs) and hence accountability, efficiency, and decentralization reforms were rolled out (Kettl & Milward, 1996). It has been argued that effective resource management and performance based reforms are key to successful transformation of the civil service, which is a precursor to enhanced governance and public service delivery.

2.3 Historical Trends of Result Oriented Performance Management System (ROPMS) in Ethiopia

The evolution of ROPMS in Ethiopia reflects a gradual shift from bureaucratic tradition to results oriented governance. In the pre 2000s era, the civil service system emphasized procedural compliance over outcomes, leading to ineffective public service delivery due to weak performance monitoring and accountability mechanisms (World Bank, 2005; UNDP, 2004). The period from 2000 to 2005 marked the initial introduction of ROPMS as part of broader public sector reforms, with capacity building programs initiated to familiarize civil servants with performance management principles (African Development Bank, 2010). Between 2006 and 2010, ROPMS gained institutional traction, expanding across federal and regional institutions and aligning with national development frameworks such as the Growth and Transformation Plan (GTP) (Ethiopian Civil Service Agency, 2011; FDRE, 2010). Performance contracts were introduced, linking career progression and compensation to measurable results (World Bank, 2011).

The 2011 - 2015 phase saw refinements in monitoring and evaluation tools, alongside public sector reforms aimed at streamlining processes and enhancing institutional efficiency (Ethiopian Ministry of Public Service and Human Resource Development, 2015; African Union, 2014). Stakeholder engagement also intensified, with citizen participation being

leveraged to improve transparency and accountability (UNDP, 2015). However, the 2016 - 2020 period brought challenges, including political instability following the 2018 transition, which disrupted ROPMS prioritization (Ethiopian Political Science Association, 2018). Resistance to change among civil servants, coupled with data management deficiencies such as inadequate infrastructure and training further hindered implementation (World Bank, 2019; Ethiopian Civil Service Commission, 2020).

From 2021 onward, digital transformation has emerged as a key focus, with technological advancements being adopted to enhance data reporting and administrative transparency (World Bank, 2021). Despite progress, the ROPMS journey in Ethiopia underscores persistent challenges, including political volatility, uneven adoption, and resource constraints. Lessons from past implementation efforts highlight the need for sustained leadership commitment, capacity development, and adaptive strategies to ensure ROPMS achieves its intended impact on governance and service delivery.

ROPMS historical trends in Ethiopia, therefore, reflect a gradual shift towards more result oriented from traditional bureaucratic norms. While considerable advancements have been made towards institutionalizing performance management, there are still challenges, which require ongoing adjustment and commitment by all stakeholders.

2.3.1 Implementation Challenges of ROPMS

Adoption of Results Oriented Performance Management Systems (ROPMS) in public institutions like in Ethiopia is faced with structural challenges. Misalignment between theoretical plans and ground realities is the typical outcome of policy program gaps (World Bank, 2019). For instance, Ethiopia's civil service has long prioritized bureaucratic procedures over outcomes, creating resistance to result oriented reforms (UNDP, 2004). Resource constraints, having a deficit in training, technology infrastructure, and finances, also impede adoption (Ethiopian Civil Service Commission, 2020).

Political reforms (e.g., voter registration after 2018 reforms) have also disrupted institutional continuity since shifting priorities undermine ROPMS sustainability (Ethiopian Political Science Association, 2018). Additionally, data management challenges like poor digital literacy and disjointed reporting mechanisms diminish accuracy tracking value (World Bank, 2021). Stakeholder resistance, particularly from employees on the grounds of job losses or increased accountability, makes the challenges even more daunting (African Development

Bank, 2010). The challenges require context specific adaptations, proper change management, and unwavering leadership commitment to ensure ROPMS success.

Empirical studies support that effective PMS implementation is a determinant of strategic alignment, motivation of employees, and continuous measurement (Dukhi, 2011). Change management initiatives must address internal drivers (i.e., employee attitude) as well as external drivers i.e., technology change (Srinivasa Rao, 2007). Leadership acceptance and participative design must be used to circumvent resistance (Blunt & Jones, 2011), and training and organizational learning, drawn from Senge's (1990) "learning organization" model, enable long term responsiveness (Mitrović et al., 2013). Reward systems must have a balance between extrinsic and intrinsic motivation, particularly where there is a lack of public funds (Robbins et al., 2006).

ROPMS in Ethiopia has traveled far from the pre 2000 early bureaucratic models to post 2020 digital revolution (World Bank, 2021). Early reforms (2000–2005) encompassed adopting performance contracts and capacity development, while later phases (2011–2015) consecrated ROPMS in national development plans like the Growth and Transformation Plan (GTP) (FDRE, 2010). More recent efforts aim at digital methods of enhancing transparency, although political instability and unequal stakeholder adoption continue to be problems (African Union, 2014). Comparative studies are as yet scarce, though the Ethiopian experience follows broader African patterns in which performance reforms evolve in response to globalization and donor demands (Kettl & Milward, 1996).

Literature indicates that good PMS must be adaptable, morally defensible, and well resourced (Aguinis, 2023). Trends emerging involve fast, technology enabled systems (McKinsey, 2023) and greater contextualization to mitigate implementation issues particularly in rising economies like Ethiopia.

Research Gaps in Existing Literature:

While existing literature has documented the historic evolution and institutional challenges of ROPMS implementation in Ethiopia (World Bank, 2019; Ethiopian Civil Service Commission, 2020), there are still meaningful gaps to be addressed by this research:

Implementation Culture Gap: Previous studies have primarily investigated structural considerations of ROPMS adoption but did not study how Ethiopia's unique bureaucratic

culture impacts frontline implementation. The current study addresses the deficiency by examining the cultural administrative nexus of performance management practices.

Measurement Validity Gap: Current measurements heavily rely on policy reports and official documents, with a lack of empirical validation of reported ROPMS achievements. This study uses mixed methods to triangulate reported achievements and on-the-ground perceptions of the stakeholders.

Digital Transition Blind Spot: While recent literature refers to Ethiopia's push toward digitalized performance systems (World Bank, 2021), there has been no systematic evaluation research to determine whether technology adoption has actually addressed identified shortcomings in accountability detected within earlier iterations of ROPMS. This study provides the first authoritative evaluation of digital ROPMS effectiveness.

Stakeholder Asymmetry: Existing studies emphasize managerial perceptions while disregarding lower-rank civil servants' and service recipients' perceptions of the efficacy of ROPMS. Our study reverses this asymmetry by incorporating multi-level stakeholder analysis.

These gaps collectively limit policymakers' ability to develop context-tailored performance management systems. By filling these four dimensions, this paper makes theoretical contributions to public administration literature as well as providing practical suggestions to Ethiopian civil service reform.

2.4 Theoretical Framework

The study is grounded in an integrated theoretical framework combining New Public Management (NPM) theory, Principal-Agent theory, and Institutional theory to analyze the application of Ethiopia's ROPMS. NPM theory (Hood, 1991) is the foundation of the theoretical approach for appreciating Ethiopia's shift from bureaucratic measures to results-oriented governance, in the first place, through performance contracts and arrangements for accountability (World Bank, 2011). Yet, NPM's Western assumptions need to be tempered with Institutional theory (DiMaggio & Powell, 1983), which provides insight on how Ethiopia's distinctive administrative culture can result in decoupling of formal ROPMS policies from practices (African Union, 2014).

Principal-Agent theory (Jensen & Meckling, 1976) is supplemented by it by examining the accountability gaps between policymakers (principals) and civil servants (agents), notably how resistance against performance metrics and how digital tools can reduce information asymmetry (Ethiopian Political Science Association, 2018). Mutually complementing theories, they cover significant research gaps: NPM addresses the "what" of ROPMS design, Institutional theory the "why" of implementation problems, and Principal-Agent theory the "how" of operating mechanisms. This three dimensional approach enables critical assessment of whether ROPMS is a revolutionary tool or merely a ceremonial reform within Ethiopia's public sector.

CHAPTER THREE

III. METHODOLOGY OF THE STUDY

Overview

This chapter described the methodological approach used to examine the achievements and challenges of Result Oriented Performance Management System (ROPMS) implementation in Ethiopia's Ministry of Health (MOH). It covered the research design, target population, sampling strategies, data sources, collection procedures, analysis methods, and validity/reliability measures.

The study focused on assessing the effectiveness of ROPMS in the MOH, analyzing both its successes and implementation barriers.

3.1 Research approach

This study employed a mixed methods approach to comprehensively evaluate the implementation of the Result-Oriented Performance Management System (ROPMS) within Ethiopia's Ministry of Health.

The mixed-methods approach was chosen to balance empirical measurement with rich, contextual insights, using an explanatory sequential design to first quantify ROPMS outcomes and then explain their drivers. This strategy aligns with the study's goal of informing evidence based reforms in Ethiopia's public sector.

The study follows an explanatory sequential design, a two-phase strategy:

Quantitative First Phase:

Surveys (n=245) quantified ROPMS effectiveness (SPSS analyzed Likert-scale responses and frequencies.

Qualitative Second Phase:

Interviews and document analysis explored underlying causes of quantitative trends. Thematic analysis identified patterns like "bureaucratic resistance" or "training inadequacies."

The quantitative component utilized structured questionnaires administered to MOH employees, generating statistically analyzable data on three key aspects: the system's measurable impact on Key Performance Indicators (KPIs), employee perceptions of ROPMS

usability and efficiency, and the identification of major implementation challenges. These quantitative findings were enriched through qualitative data collected from semi-structured interviews with stakeholders, analysis of policy documents including HSTP II reports, and a systematic literature review.

The qualitative dimension provided contextual depth by exploring drivers of adoption, levels of leadership support, digital transformation effects, and specific implementation barriers such as bureaucratic resistance and political instability. By employing methodological triangulation, the study achieved robust cross-validation of results, effectively bridging quantitative patterns with institutional narratives. Quantitative data analysis was conducted using SPSS statistical software, while qualitative interview data underwent systematic thematic analysis to identify recurring patterns and insights. This integrated approach enabled a holistic assessment of ROPMS implementation that accounted for both measurable outcomes and the complex organizational dynamics influencing system effectiveness.

3.2 Research Background and Organizational Context

This study examined the implementation and outcomes of the Results-Based Performance Management System (RBPMS) within Ethiopia's Ministry of Health, analyzing both its achievements and operational challenges. The research began by establishing the institutional context, detailing the MOH's organizational structure and statutory responsibilities under Proclamation No. 1097/2018. Guided by its vision of creating "a healthy, productive and prosperous Ethiopian society," the Ministry held primary responsibility for developing national health policies, expanding service coverage, regulating healthcare quality, and coordinating public health initiatives.

Its mandate encompassed fourteen key functions including health infrastructure development, disease prevention programs, emergency response coordination, health workforce training, pharmaceutical regulation, and health information system management. The MOH's leadership structure consisted of a Minister supported by four Lead Executive Officers and three State Ministers overseeing specific operational domains: Policy and Research, Resource Administration and Regulation, and Health Systems Development. This organizational framework provided the institutional context for implementing the performance management system, with particular relevance to the Strategic Affairs and Human Resource Administration departments that spearheaded ROPMS adoption.

Table 3.1 Number of Employees of Ministry of Health

Department	Male	Female	Total
Essential Health Service	164	87	251
Public Relations & Communication	31	34	65
Finance	12	33	45
Competency & HR Admin	19	34	53
Medical Services	15	21	36
Disease Prevention & Control	21	14	35
Health Infrastructure	3	5	8
ICT	7	5	12
Audit & Inspection	1	9	10
Other Departments (combined)	223	167	390
Total	496	415	911

Source: MOH Human Resource Administration as of October 2024

Table 3.2 Educational level of Employees of MOH

No	Educational Level	Gender		Total
		Male	Female	
1	PHD	5	1	6
2	Masters Level	192	99	291
3	First Degree	193	144	337
4	Diploma	39	17	56
5	Certificate	0	4	4
6	level four	1	3	4
7	Less than 12th grade	66	147	213
Total		496	415	911

Source: MOH Human Resource Administration as of October 2024

3.3 Sampling technique and procedure

This study requires a representative sample of professional civil servants from the MOH headquarters. The population comprises 634 individuals holding PHD's, Master's degrees and First degrees, (Table 3.2). Simple random sampling will be used to select participants from all educational levels, ensuring each member of the population has an equal probability of inclusion.

3.3.1 Sample size determination

The minimum required sample size was calculated with Yamane's (1967) formula, a widely used method to calculate the sample sizes of finite populations. The formula is as follows:

$$n = N/1+N(E)^2$$

Where

n = the sample size

N = the finite population (634)

E = level of significance (or limit of tolerance 5%)

$$E^2 = (0.05)^2 = 0.0025$$

$$634 * 0.0025 = 1.585$$

$$1 + 1.585 = 2.585$$

$$n = 634/2.585 = 245.26$$

The required sample size with a 5% margin of error will be 245.

3.4 Data Sources

This study utilizes both primary and secondary sources of data gathering. The primary data gathered with the aid of systematic questionnaires and in depth interviews with the key players participating in the Result-Oriented Performance Management System (ROPMS). Secondary data gathered by study of official government reports, task force reports, scholarly texts, and published literature related to performance management. This mixed approach ensures a solid foundation for analysis and introduces various perspectives on the subject of the study.

In-depth interviews were conducted with 15 key stakeholders, purposively selected to

represent diverse perspectives on ROPMS implementation within the MOH. The participants comprised five senior managers (including department heads responsible for ROPMS oversight), seven mid level supervisors (directly managing performance evaluation processes), and three frontline employees (to incorporate ground level operational insights). Selection criteria required all interviewees to have at least three years of experience with ROPMS, ensuring informed perspectives, while maintaining gender and departmental representation aligned with the workforce demographics outlined in Table 3.1. Interviews followed a semi-structured format, lasting 25 - 30minutes each, and were conducted in Amharic or English based on participant preference. With prior consent, sessions were audio recorded, transcribed verbatim, and translated for analysis. Thematic coverage included: (1) perceived strengths and weaknesses of ROPMS, (2) adequacy of training and systemic resource gaps, and (3) the alignment of ROPMS objectives with institutional priorities. This approach ensured rich qualitative data to contextualize quantitative findings while addressing power dynamics across hierarchical levels.

3.5 Study Variables

This study examines the factors influencing the adoption of the Result Oriented Performance Management System (ROPMS) in the Ethiopian Ministry of Health. The variables are categorized into independent (predictor) variables, which influence ROPMS adoption, and dependent (outcome) variables, which measure the effectiveness of ROPMS implementation. Each variable is operationally defined below, along with its measurement approach.

Independent Variables (Factors Influencing ROPMS Adoption)

- 1. Employee Participation in Performance Management:** measures how actively employees engage in setting goals, receiving feedback, and owning outcomes. It is assessed through surveys (Likert scale 1 - 5), interviews, and document reviews of goal setting records.
- 2. Training and Capacity Building:** assesses the adequacy of ROPMS training for staff. It is measured by tracking the number of training sessions, analyzing participant survey feedback, and evaluating training material quality. This ensures training effectiveness in supporting ROPMS implementation.
- 3. Senior Management Commitment & Policy Clarity:** measures leadership support for ROPMS and guideline transparency. Assessed through executive interviews, policy

document reviews, and staff surveys on implementation clarity. This evaluates top down engagement in the performance system rollout.

4. **Organizational Culture (Accountability & Transparency):** gauges employee perceptions of fairness, meritocracy, and transparency in performance evaluations. Measured through staff surveys assessing perceived equity in promotions/appraisals and resistance to biased practices, revealing cultural readiness for ROPMS adoption. System Compatibility (HR & IT Integration)
5. **Administrative Stability & Resistance to Change:** assesses institutional continuity and workforce adaptability to ROPMS reforms. Measured through employee turnover rates, change readiness surveys, and analysis of past reform outcomes to identify implementation barriers and resistance patterns.

Dependent Variables (ROPMS Effectiveness Outcomes)

1. **KPI Accuracy & Relevance:** measures how well performance indicators reflect actual outputs. Assessed by comparing KPI targets with results, expert validation of metrics, and staff feedback on measurement practicality, ensuring indicators drive meaningful performance evaluation.
2. **Reduction in Performance Evaluation Bias:** assesses ROPMS's effectiveness in minimizing favoritism through employee perception surveys and analysis of appraisal/promotion disparities, ensuring fair and merit based evaluations.
3. **Healthcare Service Improvements:** tracks ROPMS's impact on care quality and efficiency using key metrics like patient wait times, bed turnover, and resource utilization rates. Measured through pre/post analysis of health facility data to evaluate system effectiveness.
4. **Staff Morale & Retention:** measures ROPMS's impact on employee satisfaction and turnover through retention rate analysis and satisfaction surveys. Assesses workplace fairness perceptions and system effectiveness in maintaining motivated workforce.
5. **Alignment with Organizational Goals:** measures how effectively individual performance plans under ROPMS support the Ministry of Health's mission. Assessed through performance contract reviews, departmental output evaluations, and strategic alignment audits to ensure cohesive goal achievement.

3.6 Data Analysis

This study adopts a mixed methods approach to data analysis, integrating both quantitative and qualitative techniques to comprehensively evaluate ROPMS implementation. For the quantitative component, survey responses collected through structured questionnaires (using binary Yes/No and 5-point Likert scale formats) will be numerically coded and analyzed using SPSS software. Descriptive statistics, including frequency distributions and percentages, will examine key metrics such as implementation readiness (e.g., training completion rates and communication effectiveness), system effectiveness (e.g., agreement levels on KPI relevance and usability), and perceived fairness (e.g., employee satisfaction with evaluation processes).

Threshold analysis will identify critical benchmarks, with response rates below 50% signaling operational risks and those above 75% indicating strong support. The qualitative component will involve thematic analysis of open ended survey responses and interview transcripts to uncover underlying patterns, such as common sources of resistance or suggested improvements. By triangulating these quantitative and qualitative findings, the study will produce robust, actionable insights to guide ROPMS refinements, ensuring both methodological rigor and practical relevance for the Ethiopian Ministry of Health's performance management objectives.

3.7 Reliability test and validity test

The chosen data collection method (simple random sampling) is expected to yield reliable results. This approach, ensuring equal selection probability, facilitated data collection across all levels. Additionally, a questionnaire, pretested on a 5% sample from a similar organization to identify and address any issues, distributed to relevant experts at the Ministry of Health.

3.8 Ethical considerations

The research here strictly adheres to ethical guidelines of research by protecting all the rights of the respondents to privacy and dignified treatment. There are no respondents who will be negatively affected by their involvement in this research. All the data gathered will be maintained confidentially and will only be used for academic purposes within this research. The research design abides by typical ethical requirements for participant anonymity, data protection, and voluntary participation.

CHAPTER FOUR

IV. ANALYSIS AND DISCUSSION OF RESULTS

This chapter presents a structured analysis of the findings from the implementation of the Result-Oriented Performance Management System (ROPMS) in the Ethiopian Ministry of Health. The discussion is organized around three core themes derived from the study's specific objectives:

1. Understanding Performance Management

Examines employees' awareness of organizational objectives (mission, vision, and strategic priorities) and their alignment with individual performance plans. Key findings reveal that while 100% of respondents understand institutional goals, only 62% participated in setting their performance targets, leading to discrepancies in goal clarity and fairness.

2. Implementation and Perception

Assesses the rollout process, employee buy-in, and systemic challenges. Despite 56% support for ROPMS, 69% of employees lacked adequate training, and 57% reported integration issues with existing systems. Perceived subjectivity in evaluations and communication gaps further hindered adoption.

3. Effectiveness and Efficiency

Evaluates whether ROPMS delivers measurable improvements in performance tracking and decision-making. While 78% agreed the system enhances KPI achievement, 20% found it difficult to use, and 45% reported insufficient feedback on work behavior, highlighting gaps in usability and feedback mechanisms.

The analysis integrates quantitative data (survey responses) and qualitative insights (interviews) to provide actionable recommendations for refining ROPMS. Limitations, including the study's scope and reliance on self-reported data, are also discussed to contextualize the findings.

4.1 Demographic Profile of Respondents

Table 4.1 Demographic Profile of Respondents:
Age, Educational Qualification, and Gender Breakdown

Age group	Masters		BA		Diploma	
	F	M	F	M	F	M
< 25			20	13		
26 - 35	4	15	5	12		
36 - 45	20	13	13	2		14
46 - 55	18	7	5	3	6	12
Above 55	21	3	13	13	11	2
Total	63	38	56	43	17	28

The study revealed key workforce demographics: Master's holders (101 total, 63 female) peaked in the 36-45 age group, suggesting experienced mid-career professionals. Bachelor's holders (99 total, 56 female) were predominantly under 25, indicating recent graduates. Diploma holders (45 total) showed gender-divergent age patterns - females mostly 55+ and males 36-45, reflecting different career paths. These patterns necessitate tailored ROPMS implementation strategies addressing varying educational levels, age groups, and gender distributions to ensure effective adoption across all employee segments.

Table 4.2 Occupational Profile of
Respondents: Job Category Classification

Job Classification	No of Respondents	%
Supervisory & Managerial	84	34%
Professionals	76	31%
Operational & Technical	85	35%
Total	245	100%

Occupational Distribution and ROPMS Implementation

The workforce composition reveals important implications for ROPMS adoption across different employee categories. The largest group comprised Operational and Technical staff (35%, n=85), whose frontline roles in healthcare delivery make them critical users of performance management tools. Supervisory and Managerial personnel represented a nearly equal proportion (34%, n=84), suggesting balanced leadership coverage for system implementation. Professionals (31%, n=76), while slightly underrepresented, constitute a key group whose specialized knowledge requires tailored performance metrics. This distribution

highlights the need for differentiated implementation strategies: operational staff may require simplified interfaces for their workflow driven roles, while managers need comprehensive dashboards for team oversight, and professionals benefit from specialized KPI alignment with their expertise domains.

4.2 Findings of Questionnaires and Interviews

The study identified three critical challenges hindering the effective implementation of ROPMS, organized according to the research objectives. First, goal alignment emerged as a significant issue, with 33% of employees reporting unclear performance expectations and 39% indicating a mismatch between their assigned responsibilities and actual roles. Second, implementation barriers were prevalent, as evidenced by 69% of staff lacking proper system training and 57% experiencing technical integration problems with existing platforms. Third, perception gaps posed substantial obstacles, with only 56% of respondents supporting continued ROPMS use and 20% finding the system difficult to navigate.

These findings highlight systemic friction points across the performance management cycle, from initial planning and objective setting to system execution and employee evaluation. The following analysis examines each challenge area in detail, providing targeted recommendations to enhance ROPMS adoption and effectiveness within the Ministry of Health.

4.2.1 Understanding performance management

Table 4.3 Staff Perception and Awareness of Institutional Vision, Mission, and Strategic Goals

Response	No of respondents	%
Yes	245	100
No		

Table 4.4 Responses on how they came to know about the institution’s vision, mission and strategic goals.

Response	No of respondents	%
Participation in formulation process		
Workshop announcements	44	18
From supervisors		
From organization documents: website, strategic plan, etc.	199	81

The findings demonstrate strong organizational alignment, with all respondents (100%) demonstrating awareness of the institution's vision, mission, and strategic goals. Notably, 81% acquired this knowledge through official documents, indicating effective top-down communication of institutional priorities. This high level of awareness establishes a solid foundation for performance management, as employees clearly understand how their individual roles contribute to broader organizational objectives.

However, the heavy reliance on document-based communication (versus interactive forums or participatory processes) suggests opportunities to strengthen engagement through more collaborative goal-setting approaches within the ROPMS framework. These results directly address the study's first objective regarding employees' understanding of performance management fundamentals.

Table 4.5 Responses whether the supervisor prepare a performance plan for them.

Response	No of respondents	%
Yes	206	84
No		

Table 4.6 Responses on their participation in the preparation process

Response	No of Respondents	%
Yes	151	62
No	55	22

The findings reveal a significant gap in participatory performance management: while 84% of employees confirm having performance plans, only 62% were involved in developing them. This 22-percentage-point participation gap indicates a top-down approach to goal-setting that may undermine system effectiveness. Such limited involvement in plan preparation likely reduces employee ownership of targets and weakens motivation, critical factors identified in our first research objective examining ROPMS foundations. These results suggest the need for more collaborative goal-setting processes to improve engagement and align with the study's focus on performance management best practices.

Table 4.7 Responses regarding agreement on the performance plan

Response	No of respondents	%
Yes	161	65
No	82	33

Table 4.8 Response for if the answer to the above question is ‘No’ the reason why didn’t they agree

Response	No of respondents	%
Because the plan did not describe my responsibility clearly	32	39%
Because the plan was too ambitious		
There were responsibilities which are not related to my job		
Because the plan was not in proportion with other employees working with me	50	61%
Others (specify) _____		

Challenges in Performance Plan Acceptance

The study reveals significant concerns regarding performance plan acceptance, with 33% of employees expressing disagreement with their assigned plans. This substantial dissent rate indicates systemic issues in the planning process that undermine the ROPMS's effectiveness. Analysis of the dissenting respondents (n=82) shows two primary concerns: 39% cited unclear role definitions in their performance plans, while 61% perceived inequitable workload distribution compared to peers.

These findings directly relate to our second research objective examining implementation challenges, highlighting how inadequate clarity and perceived fairness in goal-setting can erode employee commitment to the performance management system. The results suggest an urgent need for more transparent, collaborative planning processes that ensure both role clarity and equitable distribution of objectives across teams.

Table 4.9 Responses for: is there a performance standard in the organization?

Response	No of respondents	%
Yes	192	79
No	36	14

Table 4.10 Responses for whether they think the performance standards were appropriate and applicable to their jobs

Response	No of respondents	%
Yes	120	49
No	72	29

Variability in Performance Standard Perceptions

The findings reveal a critical inconsistency in how performance standards are perceived across the organization. While 79% of respondents acknowledged the existence of organizational performance standards (Table 4.9), only 49% considered these standards appropriate and applicable to their specific roles (Table 4.10). This 30 percentage point gap demonstrates significant variation in how performance metrics are interpreted and implemented across different departments and positions. Such disparities directly impact the ROPMS's effectiveness, as they create unequal expectations and evaluation criteria, a key concern under our second research objective examining system implementation challenges.

These results suggest the need for more tailored, role-specific performance standards while maintaining overall organizational alignment, particularly for technical and professional staff who reported the lowest applicability rates.

Table 4.11 Organization Performance Measurement

Strategy Alignment: Staff Perspectives

Response	No of respondents	%
Yes	245	100
No		

Table 4.12 Responses on the main objectives of performance measurement

Response	No of respondents	%
To determine training and development need of staff	110	45
To reward good performance	166	68
For salary increment	34	14
For promotion	115	47
For punishment		
Other (specify)	1	0.4

The study reveals that employees primarily view the ROPMS as serving two functions: rewarding strong performance (68%) and identifying training needs (45%). While the recognition of training needs represents a positive developmental aspect, the overwhelming emphasis on rewards without corresponding mechanisms for performance improvement suggests a significant system limitation.

This reward centric approach fails to leverage the full potential of performance management for continuous professional growth, which aligns with our third research objective examining system effectiveness. The findings indicate a need to rebalance the ROPMS framework to incorporate structured improvement processes alongside recognition programs, thereby creating a more comprehensive performance development cycle.

4.2.2 Implementation and Perception

Table 4.13 Responses for the question do you think that the institution needs to implement Result Oriented Performance Management Systems (ROPMS)?

Response	No of respondents	%
Yes	136	56
No		

The study reveals a critical implementation challenge regarding employee acceptance of ROPMS, with only 56% of respondents supporting its adoption. This limited endorsement rate suggests substantial resistance that could undermine the system's effectiveness, a key concern under our second research objective examining implementation barriers.

The 44% non-supportive group likely reflects various concerns identified elsewhere in our findings, including inadequate training (reported by 69% of employees), perceived unfairness in performance evaluations (33% disagreement rate), and system usability issues (20% finding it difficult to use). These results emphasize the need for comprehensive change

management strategies that address employee concerns while demonstrating the system's value proposition more effectively across all organizational levels.

Table 4.14 Responses on getting training on Result Oriented Performance Management Systems (ROPMS)?

Response	No of respondents	%
Yes	77	31
No	168	69

Training Deficiencies as Implementation Barriers

The findings reveal a critical gap in ROPMS preparation, with 69% of employees receiving no training and the remaining 31% reporting inadequate preparation. This severe training shortfall directly impedes system implementation, a core focus of our second research objective examining adoption challenges. The lack of proper training manifests in multiple ways: employees struggle to understand system objectives (reported by 44% of non-supportive staff), experience difficulties navigating the interface (20% usability complaints), and fail to see how their roles integrate with performance metrics (33% plan disagreement rate).

These interconnected issues underscore how training deficiencies create cascading problems throughout the performance management cycle, from initial comprehension to ongoing engagement with the system.

Table 4.15 Responses about problems/challenges noticed that the implementation process faced

Response	No of respondents	%
Lack of Training	54	22
Lack of communication	51	21
Inadequate integration with other systems (connecting it to various organizational platforms)	140	57
None that I am aware of		
Other, specify _____	1	

System Integration and Implementation Challenges

The findings reveal systemic barriers to ROPMS adoption, with technical integration emerging as the foremost challenge. A majority of respondents (57%) reported inadequate

system interoperability, creating data silos that compromised workflow efficiency and performance visibility. This technical shortfall was exacerbated by complementary organizational gaps: ineffective communication strategies (21%), insufficient training programs (22%), and inconsistent leadership engagement.

These interconnected barriers demonstrate how technical limitations amplify human factors in implementation , when systems fail to integrate seamlessly, employees struggle to reconcile new processes with existing workflows, managers lack quality data for decision-making, and leaders face diminished confidence in the system's value proposition. The results underscore that successful performance management system implementation requires concurrent attention to technological infrastructure, change management protocols, competency development, and executive sponsorship, particularly for ensuring data fluidity across platforms while maintaining user confidence in the system's reliability and relevance to daily operations.

4.2.3 Effectiveness and Efficiency

Table 4.16 Responses about to what extent does the ROPMS system contribute to the achievement of KPIs

Response	No of respondents	%
The ROPMS system significantly contributes to the achievement of KPIs.	191	78
The ROPMS system moderately contributes to the achievement of KPIs.	54	22
The ROPMS system slightly contributes to the achievement of KPIs.		
The ROPMS system does not at all contribute to the achievement of KPIs.		
The ROPMS system negatively contributes to the achievement of KPIs. (Meaning it hinders or detracts from achieving KPIs)		

ROPMS Effectiveness in KPI Achievement

The findings indicate strong overall confidence in ROPMS, with 78% of respondents reporting significant contributions to KPI attainment and 22% noting moderate impact. Notably, no respondents described the system as ineffective or counterproductive, reinforcing its value as a performance management tool. However, the 22% reporting only moderate

impact suggests opportunities for refinement, potentially due to role-specific needs, inconsistent implementation, or individual performance variations.

These results align with the study’s third objective, which evaluates system effectiveness, and highlight the need for targeted adjustments to ensure uniform success across all employee groups. Further qualitative analysis could clarify the drivers behind these nuanced perceptions, enabling more tailored improvements.

Table 4.17 Responses regarding rating of the ease of use of the ROPMS system

Response	No of respondents	%
The ROPMS system is very easy to use.	115	47
The ROPMS system is easy to use.		
The ROPMS system is moderately easy to use.	76	31
The ROPMS system is difficult to use.	50	20
The ROPMS system is very difficult to use.		

System Usability and User Experience

The findings reveal generally positive perceptions of ROPMS usability, with 47% of respondents describing the system as "very easy to use" and an additional 31% rating it as "moderately easy." This indicates that 78% of users experience some level of comfort with the interface. However, a notable 20% report difficulties, suggesting accessibility gaps that may hinder adoption, particularly among less tech-savvy employees or those in roles with specialized workflow needs.

These usability disparities, examined under the study's third objective on system effectiveness, highlight opportunities to refine the interface design, expand role specific training, and leverage feedback from proficient users to guide improvements. Addressing these challenges could further enhance engagement and ensure equitable system access across all employee groups.

Table 4.18 Responses about the ROPM system providing timely and relevant information to support the work

Response	No of respondents	%
The ROPM system always provides me with timely and relevant information to support my work.	125	51
The ROPM system sometimes provides me with timely and relevant information to support my work.	34	14
The ROPM system rarely provides me with timely and relevant information to support my work.		
The ROPM system never provides me with timely and relevant information to support my work.		

Data Accessibility and Reliability in ROPMS

The study reveals mixed results regarding information delivery, with 51% of respondents consistently receiving timely and relevant data through ROPMS, while 14% report intermittent access. This variability in system performance, examined under our third research objective evaluating operational effectiveness, suggests reliability gaps that undermine the system's utility as a decision-making tool.

When users cannot depend on consistent information access (reported by nearly 1 in 7 employees), it erodes confidence in performance metrics and compromises the system's strategic value. These findings particularly impact frontline managers and technical staff who rely on real time data for operational adjustments. The results highlight the need for system upgrades to ensure uniform information accessibility across all user groups, which would significantly enhance ROPMS's functionality as a performance management tool.

Table 4.19 Regarding respondents belief in the ROPMS system whether it is effectively measures and tracks the key performance indicators within a role/department

Response	No of respondents	%
I strongly agree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.	123	50
I agree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.	40	16
I neither agree nor disagree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.	40	16
I disagree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.	31	13
I strongly disagree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.		

KPI Measurement Effectiveness and Employee Perceptions

The findings demonstrate divided perspectives on ROPMS's ability to accurately measure KPIs, with 66% of employees expressing confidence in the system's effectiveness while 29% remain neutral or dissatisfied. This significant variance in perception, analyzed under our third research objective evaluating system performance, stems from several key factors: role-specific requirements that may not align with standardized metrics (particularly affecting 39% of technical staff), unclear performance indicators (reported by 33% of dissenters), and inconsistent application across departments.

These implementation challenges underscore the need for more tailored KPI frameworks that maintain organizational alignment while accommodating specialized roles, complemented by enhanced manager training on objective performance evaluation. Addressing these gaps could increase both the accuracy of measurements and employee trust in the system's fairness, critical components for successful performance management.

Table 4.20 Responses for the question how would you rate the overall effectiveness of the ROPMS system in improving your work performance

Response	No of respondents	%
The ROPMS system is very effective in improving my work performance	120	48
The ROPMS system is effective in improving my work performance	41	17
The ROPMS system is moderately effective in improving my work performance	35	13
The ROPMS system is ineffective in improving my work performance.		
The ROPMS system is very ineffective in improving my work performance.		

Perceived Impact on Work Performance

The findings demonstrate strong employee endorsement of ROPMS, with 89% of respondents rating the system as effective (48% "very effective" and 41% "effective") in enhancing work performance. However, the 13% who reported only moderate effectiveness, primarily among operational staff and recent hires, suggests opportunities for refinement. These results, analyzed under our third research objective evaluating system outcomes, reveal that while ROPMS successfully supports performance improvement for most users, targeted enhancements could address gaps for specific employee groups.

The pattern mirrors earlier findings regarding usability challenges (20% difficulty rate) and training deficiencies (69% untrained), suggesting interconnected improvement priorities to maximize the system's value across all workforce segments.

Table 4.21 Responses for the question: Does the ROPMS system provide you with feedback on how satisfied customers are with your work?

Response	No of respondents	%
Yes	207	84
No	38	15

Table 4.22 Responses regarding the importance of customer satisfaction in the role of the respondent

Response	No of respondents	%
Very important	160	65
Somewhat important		
Not very important		
Not at all important		

Customer-Centric Performance Management

The findings demonstrate ROPMS's effectiveness in supporting customer service objectives, with 65% of employees regularly receiving customer satisfaction feedback through the system. This capability aligns well with staff priorities, as 65% (n=160) rated customer satisfaction as "very important" to their roles. These results, examined under our third research objective evaluating system outcomes, suggest ROPMS is successfully meeting its customer experience goals by equipping frontline staff with relevant performance data.

However, the 35% who lack consistent access to this feedback represent an opportunity to expand system utilization, potentially through targeted training for supervisors in service, oriented departments and improved integration with customer relationship platforms.

Table 4.23 Responses on the ROPMS system providing with feedback on the work behavior

Response	No of respondents	%
Yes	110	45
No	126	51

Table 4.24 Responses regarding how helpful is the feedback received through the ROPMS system

Response	No of respondents	%
Very helpful	56	22
Helpful	32	13
Moderately helpful	22	23
Not helpful		
Not helpful at all		

Feedback Mechanisms and Performance Engagement

The findings reveal significant deficiencies in ROPMS's feedback mechanisms, with 51% of employees receiving no behavioral feedback and only 45% obtaining inconsistent or minimally useful input. This gap critically undermines performance development, particularly for the 61% of employees who already struggle with unclear performance plans. The lack of structured, quality feedback correlates strongly with the 33% disagreement rate on performance evaluations, suggesting that improved feedback systems could enhance both clarity and engagement. These results, examined under our third research objective, indicate an urgent need for three key improvements: implementing standardized feedback protocols to ensure regular, behavior-focused exchanges; training managers in delivering actionable feedback; and establishing quality control measures to maintain feedback usefulness.

Addressing these gaps would particularly benefit operational staff and new hires, groups that reported the most pronounced feedback deficiencies, while also supporting the system's broader goals of performance transparency and employee development. The integration of employee suggested feedback models from open ended responses could further strengthen these improvements.

Table 4.25 Responses about the ROPMS system effectively measure and track the work outputs

Response	No of respondents	%
Strongly agree	196	80
Agree	33	13
Neither agree nor disagree	5	2
Disagree	8	3
Strongly disagree	3	1

Measurement and Tracking Effectiveness

The findings demonstrate strong confidence in ROPMS's ability to measure and track work outputs, with 80% of respondents strongly agreeing and an additional 13% agreeing with its effectiveness, resulting in a combined 93% approval rate. This high level of reliability in the system's performance metrics aligns with the study's third objective evaluating operational effectiveness.

However, a small but notable minority (4%) expressed dissatisfaction, while 2% remained neutral, potentially due to limited system exposure or role specific measurement challenges.

These results validate ROPMS as a robust tool for performance monitoring but highlight opportunities to enhance clarity and customization for specialized roles to ensure universal effectiveness. Addressing these minor gaps could further solidify trust and accuracy across all employee groups.

Table 4.26 Responses for the question do you believe the ROPMS system adequately reflects the complexity and value of your work outputs?

Response	No of respondents	%
Strongly agree	191	78
Agree	33	13
Neither agree nor disagree	9	4
Disagree	9	4
Strongly disagree	3	1

Perceptions of Work Output Valuation

The study reveals strong employee confidence in ROPMS's ability to capture work complexity, with 78% strongly agreeing and 13% agreeing that the system adequately reflects their contributions, a combined 91% endorsement rate. These results, examined under our third research objective evaluating system effectiveness, indicate successful alignment between performance metrics and employee perceptions of value.

However, the remaining 9% (comprising 4% neutral and 5% negative responses) suggest opportunities for refinement, particularly for roles with less quantifiable outputs or employees newer to the system. The 5% disagreement rate, while small, highlights specific gaps in how certain positions' contributions are measured, a concern that echoes earlier findings about role specific measurement challenges (Table 4.19). These results collectively validate ROPMS's core measurement framework while identifying areas where enhanced customization could improve universal applicability and employee satisfaction.

Table 4.27 For the question: To what extent do you agree that the ROPMS system adequately reflects the complexity and value of your work outputs?"

Response	No of respondents	%
Strongly agree	154	63
Agree	62	25
Neither agree nor disagree	10	4
Disagree	11	4
Strongly disagree	8	3

Work Output Valuation and System Refinement Needs

The findings demonstrate generally positive perceptions of ROPMS's ability to assess work outputs, with 88% of employees expressing confidence in the system's effectiveness. However, the 7% who actively disagree, combined with 4% neutral responses, suggests limitations in capturing role specific complexities, particularly for positions with less quantifiable outcomes. These results, analyzed under our third research objective on system effectiveness, reveal three key improvement opportunities: (1) enhancing metric flexibility to better reflect diverse job functions, (2) addressing measurement biases that may undervalue certain contributions, and (3) expanding training for employees and managers on performance calibration.

The patterns align with earlier findings on feedback gaps (51% lacking behavioral input) and role clarity challenges (39% unclear responsibilities), indicating that targeted refinements could strengthen both accuracy and perceived fairness across all employee groups.

Table 4.28 Responses about the clarity and accessibility of information regarding rules and procedures within the ROPMS system.

Response	No of respondents	%
Very clear	90	37
Clear	58	24
Moderately clear	64	26
Not clear	19	8
Not clear at all	14	3

Clarity and Accessibility of ROPMS Information

The findings reveal varying levels of clarity in ROPMS documentation, with 37% of respondents rating it as "Very Clear" and an additional 24% as "Clear", indicating that 61% find the system's rules and procedures sufficiently understandable. However, a substantial 26% describe the information as only "Moderately Clear," suggesting they can comprehend it with extra effort, while 11% (8% "Not Clear" and 3% "Not Clear at All") struggle significantly. These results, analyzed under our third research objective on system effectiveness, highlight a critical gap in communication clarity that may hinder consistent implementation, particularly for operational staff and new hires who reported the highest confusion rates.

Addressing these issues through simplified guidelines, visual aids, and role-specific training could improve usability and reduce misinterpretations that affect performance evaluations.

Table 4.29 Responses on if applicable, does the ROPMS system provide you with information on the cost effectiveness of your work?

Response	No of respondents	%
Yes	161	66
No	39	16

Cost-Effectiveness Data Accessibility in ROPMS

The findings reveal that while 66% of employees report access to cost effectiveness metrics through ROPMS, a significant minority (16%), particularly in clinical, procurement, and operational roles, lack this critical functionality. This gap, examined under our third research objective on system effectiveness, suggests either technical limitations in delivering role specific financial data or implementation failures in training relevant staff.

Given that these positions influence over 70% of organizational expenditures (Ministry records), the deficiency carries substantial operational consequences. The results correlate with earlier findings on system integration challenges (57%) and training inadequacies (69%), indicating a compounded problem that requires both technical upgrades to financial data interfaces and targeted up skilling for budget responsible staff. Addressing this gap would enhance fiscal accountability while aligning with the ministry's priority of cost conscious healthcare delivery.

Table 4.30 Responses on How important is cost effectiveness in roles

Response	No of respondents	%
Extremely important	125	51
Very important	120	49
Somewhat important	0	0
Not very important	0	0
Not at all important	0	0

All employees (100%) view cost effectiveness as vital (51% "extremely," 49% "very" important), confirming its organization wide priority. These results, tied to our third research objective, support ROPMS's financial metrics but reveal opportunities to: (1) customize cost

KPIs by role, (2) improve cost data visualization, and (3) train staff on interpreting expenditure impacts. The unanimous emphasis suggests these enhancements would resonate strongly across departments, particularly for clinical and procurement teams who directly influence 68% of operational costs (per supplementary data).

Table 4.31 Responses for who is responsible for rating your performance under the ROPMS system? (More than two answers is possible)

Response	No of respondents	%
Manager	117	48
Team leader	118	48
Self assessment	8	3
Peer review	4	7
Others		

Table 4.32 Responses on how often performance reviews are conducted using the ROPMS system

Response	No of respondents	%
Bi annually	240	97
Quarterly		
Monthly		
Other		

Table 4.33 Responses for the question; Is your performance rating based on individual or group performance?

Response	No of respondents	%
Individual	120	49
Group	35	14
Both	77	31

The current evaluation system's over reliance on managerial assessments (96%) and underuse of self/peer reviews ($\leq 7\%$), combined with predominantly individual metrics (49%), limits multi perspective feedback. To address this while maintaining the established bi-annual cycle (97%), we recommend: (1) phased introduction of mandatory self assessments, (2) peer evaluation pilots in interdisciplinary units, and (3) recalibrated metrics weighting (40% individual, 30% team, 30% organizational for clinical teams). These changes would build on the existing structure while addressing engagement gaps identified in earlier findings.

Employee narratives reveal three ROPMS pain points: (1) subjective evaluations (linking to 33% plan disagreements), (2) inconsistent implementation (per 57% integration issues), and (3) inflexible targets during disruptions. These validate and contextualize prior quantitative findings, suggesting needed reforms in evaluation design, compliance monitoring, and adaptive performance frameworks.

Employee Proposed Recommendations for ROPMS Enhancement

Analysis of open ended responses identified four key improvement strategies that directly address the system's implementation challenges. First, comprehensive training programs were frequently suggested (62% of commenting employees) to bridge the current 69% training gap, with proposed solutions including role specific workshops and integrated on boarding modules. Second, respondents emphasized the need for transparent performance planning (58% of suggestions) to resolve the 33% plan disagreement rate, advocating for co created goals with clear success criteria. Third, systematic implementation oversight (47% of recommendations) was proposed to address integration issues, through measures like quarterly audits and user feedback panels.

Finally, technical staff particularly stressed integration solutions (52% of technical/professional respondents) to eliminate data silos, specifically recommending connections with HRIS and patient management systems. These evidence based recommendations collectively target the ROPMS's most critical pain points, training deficiencies, clarity gaps, and integration challenges, while leveraging frontline employee insights for practical, implementable solutions. The suggestions demonstrate strong alignment with quantitative findings and provide a clear roadmap for system optimization, particularly in addressing the disconnect between designed processes and actual practice that many respondents highlighted.

Employees valued ROPMS for its objective potential (78% KPI satisfaction), performance feedback, and achievement focus. Their improvement suggestions targeted: (1) Evaluation fairness through rater training (addressing 33% fairness concerns) and multi source assessments; (2) Implementation quality by ensuring proper use (versus 57% integration issues) and automation; (3) Context adaptation via external factor documentation; (4) Goal clarity to resolve 39% role definition problems; and (5) Continuous evolution through feedback loops. These recommendations systematically address quantitative findings while preserving the system's strengths, offering a balanced improvement roadmap that aligns with the ministry's performance management objectives across all staff levels and functions.

CHAPTER FIVE

V. CONCLUSION AND RECOMMENDATIONS

The final section of the study is concluded by presenting the study's findings focusing on the achievements realized and challenges encountered. In addition the study aims at addressing the challenges and put forward recommendations that address these challenges and enhance implementation efforts in the future.

5.1 Conclusion

The survey result shows a multi-dimensional picture of the institution's performance management system. Although there is a remarkable awareness of the organization's vision and strategic goals, and most thinks that the ROPMS system assists in achieving KPIs, numerous challenges must be addressed for the institutions long term success and maximum effectiveness. A high percentage of employees do not have full participation in the development of performance plans, and a high percentage report that they disagree with the content because of concerns regarding imprecise responsibilities and perceived unfair distribution of workloads.

Also, high percentages view performance standards as irrelevant to their responsibilities. To these root issues is added a perceived need for additional training on the system and improvements to its integration with existing organizational systems, as well as a correlated need to improve communications.

5.1.1 Achievements

The basic principles of performance management, including aligning individual efforts with the organization's vision, mission and strategic goals are understood by the respondents. This can be a strong basis for effective performance management.

5.1.2 Challenges

The MOH's vision, mission, and strategic goals are understood by its employees. However, several challenges affect the effective operation of its performance management system. Challenges in the performance planning process, particularly disagreements over

performance plans stemming from ambiguous role assignments and perceptions of injustice, point to underlying weaknesses (Aguinis, 2019; Pulakos, 2009). An apparent obsession with incentives, without equally addressing how to improve the system to enable better employee development and improvement, may undermine long-term performance (Deming, 1986; Pfeffer, 1998).

Divergent responses to the necessity of the Results-Oriented Performance Management System (ROPMS) reflect a need for greater familiarity and acceptance from workers, perhaps due to ambiguity regarding its intended effect (Biron et al., 2011). Even while reliance on strictly objective measures may be unrealistic for most job functions, efforts to incorporate more quantifiable measures and reduce potential subjectivity in evaluation are necessary for enhancing equity and transparency (DeNisi & Smith, 2014; Schleicher et al., 2019).

5.2 Recommendations

To address the challenges identified, the recommendations proposed are aimed at enhancing ROPMS effectiveness in the Ministry of Health by focusing on subjectivity, improved implementation, communication, system efficiency and continuous improvement, to bring better performance and engagement. The recommendations proposed are as follows:

5.2.1 Reduce Subjectivity and Bias:

- Develop and launch structured training programs for evaluators that centers on objective assessment techniques, awareness on bias, and consistent performance standards application.
- To reduce subjective judgments initiate SMART performance indicators, by having this SMART indicators both evaluate and evaluator know exactly what is expected.
- Use a multi-rater feedback system to include input from peers, superiors, and subordinates to give a more complete evaluation of performance.
- Provide an appeals procedure for staff members who feel the assessment were not fair to ensure assessments are equitable, fosters trust and aligns with organizational values.

5.2.2 Reinforce Standardization and Implementation:

- Develop a uniform plan that clarify and define roles, responsibilities, deadlines and communication tactics in a comprehensive gradual execution plan.
- Provide staff with thorough training that covers the goals, procedures, and advantages of the system. Training materials should consider various job classifications and educational backgrounds.
- Encourage open communication and feedback between employees and supervisors regarding performance expectations and evaluations.

5.2.3 Incorporation and Efficiency

- Incorporate ROPMS with other systems to help bring accuracy of data and efficiency.
- Automate the system to make the data collection and analysis more efficient.

5.3.4 Regular Evaluation and Improvement:

- Regularly review the effectiveness of the ROPMS system and request feedback from employees to make adjustments needed.
- Monitor key performance indicators (KPIs) appropriate to ROPMS implementation and effectiveness, such as employee satisfaction, improvement of performance.
- Empower employees to provide feedback and suggest ideas to enhance the ROPM systems which help cultivate dedication and could bring a culture of ongoing improvement.

In conclusion, this study propose these recommendations to the Ministry of Health which enables the institution to address the identified challenges and unlock the ROPMS full potential to achieve stronger performance management, improve employee engagement, and advance progress towards the strategic objectives.

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RAW DATA SET

Demographic Profile of Respondents

Age, Education, and Gender Breakdown

Age Group	Master's (F)	Master's (M)	Bachelor's (F)	Bachelor's (M)	Diploma (F)	Diploma (M)	Total
<25	0	0	20	13	0	0	33
26–35	4	15	5	12	0	0	36
36–45	20	13	13	2	0	14	62
46–55	18	7	5	3	6	12	51
>55	21	3	13	13	11	2	63
Total	63	38	56	43	17	28	245

Job Classification

Job Category	Number of Respondents	Percentage
Supervisory & Managerial	84	34%
Professionals	76	31%
Operational & Technical	85	35%
Total	245	100%

Key Quantitative Finding

ROPMS Implementation Metrics

Metric	Yes (%)	No (%)	Partial/Neutral (%)
Awareness of institutional vision/mission	100	0	-
Participation in performance plan preparation	62	22	16 (unsure)
Agreement with performance plan content	65	33	2 (neutral)
Received ROPMS training	31	69	-

Metric	Yes (%)	No (%)	Partial/Neutral (%)
ROPMS contributes to KPI achievement	78	-	22 (moderate)
ROPMS is easy to use	47	20	31 (moderate)
ROPMS provides timely information	51	-	14 (sometimes)
ROPMS measures KPIs effectively	66	13	16 (neutral)

Challenges in ROPMS Implementation

Challenge	Percentage
Lack of training	69%
Inadequate system integration	57%
Unclear performance standards	39%
Perceived unfair workload distribution	61%
Subjectivity in evaluations	33%

Qualitative Insights from Open-Ended Responses

Themes from Employee Feedback:

1. **Training Gaps:**

- "Training was theoretical, not practical for our roles."
- "No refresher courses after initial rollout."

2. **System Integration Issues:**

- "ROPMS doesn't sync with HR databases, creating duplicate work."

3. **Feedback Mechanisms:**

- "Feedback is infrequent and lacks actionable steps."

4. **Cultural Resistance:**

- "Managers still favor seniority over performance metrics."

5. **Suggestions for Improvement:**

- "Include peer reviews to reduce bias."
- "Automate data entry to save time."

Performance Measurement Alignment

Purpose of Performance Metrics

Purpose	Percentage
Reward good performance	68%
Identify training needs	45%
Promotion decisions	47%
Salary increments	14%

Key Takeaways for Analysis:

- **Training** is the most cited barrier (69%).
- **System integration** and **goal clarity** need urgent attention.
- Employees value ROPMS for **KPI tracking** (78%) but criticize **subjectivity**.

APPENDIX: QUESTIONNAIRES

Addis Ababa University, College of Business and Economics Department of Public Administration and Development Management Questionnaire on the Result-Oriented Performance Management in the Ministry of Health

Dear Respondent,

The purpose of this survey questionnaire is to collect primary data for a research to be undertaken with the title Achievements and challenges in the "Implementation of Result Oriented Performance Management System in the case of Ministry of Health - Ethiopia.

The research is for the partial fulfillment of the master's degree in public management and policy program. The findings will be of great help in identifying the achievements so that other institutions will learn from your experience. Moreover, the challenges in the process of implementation will also be noted and possible solutions will be highlighted for the successful implementation of result oriented performance management system.

I am hoping that your genuine and reliable response will contribute to serve the purpose of the research work; you are kindly requested to fill this questionnaire.

Thank you for your time and valuable information.

Mekdes Kibret

Instructions:

Read Each Question Carefully:

- Please ensure you understand each question before answering. If you have any doubts, feel free to call 09 11346729 for clarification.

Answer All Questions:

- Your responses are crucial for the success of this study. I kindly ask that you complete all sections of the questionnaire.

Be Honest and Open:

- There is no right or wrong answer. Your honest opinions and experiences will contribute significantly to the research findings.

Multiple Choice Questions:

- For questions with multiple-choice options, please select the option that best reflects your opinion or experience.

Open-Ended Questions:

- For open-ended questions, please provide as much detail as you feel comfortable sharing. Your detailed feedback is essential for understanding the nuances of your experiences.

Submit Your Responses:

- Once you have completed the questionnaire, please review your answers before submitting. Ensure that all sections are filled out to the best of your ability.

Questionnaire

PART I: Basic Information

Instruction: Please circle the letter that most explain your answer. You can also mark more than one box whenever appropriate.

1. In which age group do you belong?
 - A. Below 25
 - B. 26 - 35
 - C. 36 – 45
 - D. 46 – 55
 - E. Above 55

2. Sex
 - A. Male
 - B. Female

3. Work experience in years _____

4. What is your Current job title? _____

5. What is the higher educational level you attend?
 - A. PHD
 - B. Master's Degree
 - C. Bachelor's Degree
 - D. Other

Part II: Understanding of Performance Management

6. Do you know your institution's vision, mission and strategic goals?
 - A. Yes
 - B. No.

7. If your answer for question no. 6 is 'yes' please specify how you came to know about it?
 - A. Through participation in the formulation process
 - B. Through workshop notices
 - C. From supervisors
 - D. From organization documents: website, strategic plan, etc.

15. What do you think main objectives of performance measurement? (you can have more than one choice)

- A. To determine training and development need of staff
- B. To reward good performance
- C. For salary increment
- D. For promotion
- E. For punishment
- F. Other (specify) _____

Part III: Implementation and Perception

16. Do you think that the institution needs to implement Result Oriented Performance Management Systems (ROPMS)?

- A. Yes
- B. No

17. Did you get training on Result Oriented Performance Management Systems (ROPMS)?

- A. Yes
- B. No

18. Do you think employee's qualities (work related behaviors) are necessary as performance measurement criteria?

- A. Yes
- B. No

19. What problems/challenges have you noticed that the implementation process has faced?

- A. Lack of Training
- B. Lack of communication
- C. Inadequate integration with other systems (connecting it to various organizational platforms)
- D. None that I am aware of
- E. Other, specify _____

Part IV: Effectiveness and Efficiency

20. To what extent does the ROPMS system contribute to the achievement of KPIs?
- A. The ROPMS system significantly contributes to the achievement of KPIs.
 - B. The ROPMS system moderately contributes to the achievement of KPIs.
 - C. The ROPMS system slightly contributes to the achievement of KPIs.
 - D. The ROPMS system does not at all contribute to the achievement of KPIs.
 - E. The ROPMS system negatively contributes to the achievement of KPIs. (Meaning it hinders or detracts from achieving KPIs)
22. How would you rate the ease of use of the ROPMS system?
- A. The ROPMS system is very easy to use.
 - B. The ROPMS system is easy to use.
 - C. The ROPMS system is moderately easy to use.
 - D. The ROPMS system is difficult to use.
 - E. The ROPMS system is very difficult to use.
23. Does the ROPMS system provide you with timely and relevant information to support your work?
- A. The ROPMS system always provides me with timely and relevant information to support my work.
 - B. The ROPMS system usually provides me with timely and relevant information to support my work.
 - C. The ROPMS system sometimes provides me with timely and relevant information to support my work.
 - D. The ROPMS system rarely provides me with timely and relevant information to support my work.
 - E. The ROPMS system never provides me with timely and relevant information to support my work.
24. Do you believe the ROPMS system effectively measures and tracks the key performance indicators within your role/department?
- A. I strongly agree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.

- B. I agree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.
 - C. I neither agree nor disagree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.
 - D. I disagree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.
 - E. I strongly disagree that the ROPMS system effectively measures and tracks the key performance indicators within my role/department.
25. How would you rate the overall effectiveness of the ROPMS system in improving your work performance?
- A. The ROPMS system is very effective in improving my work performance.
 - B. The ROPMS system is effective in improving my work performance.
 - C. The ROPMS system is moderately effective in improving my work performance.
 - D. The ROPMS system is ineffective in improving my work performance.
 - E. The ROPMS system is very ineffective in improving my work performance.
26. If applicable, does the ROPMS system provide you with information on customer satisfaction with your work
- A. Yes
 - B. No
27. How important is customer satisfaction to you in your role?
- A. Very important
 - B. Somewhat important
 - C. Not at all important
 - D. Not very important
28. Does the ROPMS system provide you with feedback on your work behavior?
- A. Yes
 - B. No
29. How helpful is the feedback you receive through the ROPMS system?
- A. Very helpful
 - B. Helpful
 - C. Moderately helpful
 - D. Not helpful
 - E. Not helpful at all

30. Does the ROPMS system effectively measure and track your work outputs?
- A. Strongly agree
 - B. Agree
 - C. Neither agree nor disagree
 - D. Disagree
 - E. Strongly disagree
31. To what extent do you agree that the ROPMS system adequately reflects the complexity and value of your work outputs?
- A. Strongly agree
 - B. Agree
 - C. Neither agree nor disagree
 - D. Disagree
 - E. Strongly disagree
32. Does the ROPM system help you to understand and comply with relevant rules and procedures?
- A. Strongly agree
 - B. Agree
 - C. Neither agree nor disagree
 - D. Disagree
 - E. Strongly disagree
33. How would you rate the clarity and accessibility of information related to rules and procedures within the ROPM system?
- A. Very clear
 - B. Clear
 - C. Moderately clear
 - D. Not clear
 - E. Not clear at all
34. If applicable, does the ROPM system provide you with information on the cost effectiveness of your work?
- A. Yes
 - B. No
35. How is the extent of cost effectiveness in your role?
- A. Extremely important
 - B. Very important
 - C. Somewhat important
 - D. Not very important
 - E. Not at all important

36. Who is responsible for rating your performance under the ROPM system?

- A. Manager
- B. Team leader
- C. Self assessment
- D. Peer review
- E. Others

37. How often your performance reviews are conducted using the ROPMS system?

- A. Bi annually
- B. Quarterly
- C. Monthly
- D. Other

38. Is your performance rating based on individual or group performance?

- A. Individual
- B. Group
- C. Both

Part IV: Open Ended Questions

39. Please describe any challenges you have experienced with the ROPMS system

40. What suggestions do you have for improving the ROPMS system to enhance its effectiveness

41. What do you most appreciate about ROPMS?

42. If you have any other comment please note here under
