

**ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES**

**CHALLENGES, PROBLEMS AND LIMITATIONS IN IMPLEMENTING
PERFORMANCE BASED MANAGEMENT IN ADDIS ABABA CIVIL SERVICE;
THE CASE IN ADDIS ABABA EDUCATION BUREAU**

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Challenges, Problems and Limitations in Implementing Performance Based Management
in Addis Ababa Civil Service; the Case in Addis Ababa Education Bureau

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Abbreviations

AACA-	Addis Ababa City Administration
AAEB-	Addis Ababa Education Bureau
PA -	Performance Appraisal
PBM-	Performance Based Management
MBO-	Management by Objectives
S.N -	Serial Number

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Abstract

The environment within which organizations operate is dynamic and not static. To satisfy the needs of its stake holders, to grow and survive Organizations be it businesses or public should respond to the changes that occurs in the environment. A healthy organization which needs to win the wish and interest of its stake holders and their managers always devise new mechanism and new ways or tools which help them to be efficient and effective.

Performance management is also one of the responses devised by managers for the ever changing environment. Public organizations too are not different in this respect.

The Ethiopian Civil Service is now implementing the Civil Service Reform Programme. The reform programme has five sub programs, which intern sub divided in to so many projects. Introducing the performance management system to the Ethiopian Civil Service is one of the projects of the human resource administration sub-programmmes. The major objective of the project is to find ways or tools which able to replace the traditional way of performance appraisal by the better and a new one. The performance based management system with a six step one was selected to implement in the Ethiopian Civil Service.

The aim of this paper is to identify the challenges, problems and limitations that face in implementing the performance based management in Addis Ababa Civil Service taking Addis Ababa Education Bureau as a case. Both the primary and secondary data sources are used in order to substantiate the findings.

According to the research findings, the implementation processes did not as it was designed. The performance based management framework which selected for the Ethiopian Civil Service had not been well understood by both managers and employees. The limitations in terms of capacity, attitudes and lack of commitment also the reasons behind the problems

that challenges managers and organizations to be successful in implementing the system. Besides, managers could not be able to make the ground fertile for a proper implementation of the system.

A well thought out organizational goal has not been developed and associated with that of the expected employees and team performance. The interim coaching and progress review and the performance and development review were not conducted in developmental and future oriented way. There was no a proper and well thought out implementation process which can help employees performance improvement through continuous employees development.

In general, the implementation processes is not as it was expected and should need a remedial actions. The Addis Ababa Education Bureau and the public Organizations in general, should aware of that the implementation process improves service delivery only when it is properly implemented.

CHAPTER ONE

1. Introduction

1.1 Historical Perspective

It was since 1995 G.C that the Ethiopian government started to study the major problems in the civil service. Based on the findings, the government decided to launch a civil service reform program. The civil service reform program has five major sub-programs, i.e. service delivery improvement sub program, ethics and anti corruption sub-program, government expenditure administration sub program, human resource management sub program and top management sub-programs.

Performance Appraisal and Time Management project was one of the many projects that were carried out under the human resource management sub-program. In Addition to this, the sub-program includes other projects of,

- Federal Civil Servants Administrative law and compliant procedure
- Position classifications and measurement
- Recruitment, appointment, promotion and transfer
- Human resource planning
- Pay system and conditions of jobs
- Personnel information system
- Human resource development system.

According to the findings of the Performance Appraisal and Time Management project, the performance appraisal system that the Ethiopian Civil Service used was outdated. Problems identified by the project include;

1. the performance appraisal was not designed to respond the need for organizational development.
2. evaluation was not done based on mutually agreed upon performance targets. Employees were appraised on the personal judgment of the appraiser. Therefore, the system evaluated the behavior of the incumbent rather than performance results.

3. the criteria put for appraisal had no relevance for all posts.
4. no one was allowed to see the appraisal result given to him/her, i.e. there was no feedback mechanism for performance. Employees were allowed to know their performance results if they scored below average. Thus there was lack of transparency.

To resolve the problems and to have an effective and efficient system of appraisal a new type of performance evaluation mechanism has been designed. Before the new way of evaluating civil servant is put into practice, the Federal Government promulgated Federal Civil Servants Proclamation, No 262/2002.

Under Article 26 of this Proclamation, the following is stated.

1. The purpose of performance evaluation shall be to enable civil servants to:
 - a. effectively discharge their duties in accordance with the expected level, quality standards and time,
 - b. identify their strengths and weaknesses, and
 - c. improve their future performance and develop self-initiative
2. Performance evaluation shall be transparent and shall be carried out with the collective participation of civil servants working together.
3. Performance evaluation shall be carried out in accordance with directive issued by the Commission (Proclamation 262/2002).

This article of the Proclamation No 262/2002 repealed the already existing working procedure, directive and systems of performance appraisal. The system of performance appraisal, which was in place since 1962 to 2002 was totally different from the one which assumed to be established.

According to order No 28 of 1962, (an order to amend the central personnel agency and public service order), performance evaluation was confidential

“All reports on the efficiency of public servants shall be treated as confidential and be incorporated in the personal file of the public servant....Often the central personnel agency has taken notice of such

reports....and has affixed its official stamps to such reports" (Article 60 Sub Article 1 of order No 28 of 1962).

The performance appraisal system in the Ethiopian Civil Service since 1962 until 2002 was therefore guided by order No 28 of 1962. It was no directly related with a plan that an individual accomplished with specific period of time. According to Article 57 of the order;

“the purpose of reports on staff (efficiency reports) is to build up, systematically, a record of the qualification, progress, performance and achievement of all public servants in a ministry, chartered government agency or other public authority, in accordance with a common standard, there by to improve the administration, the ability of the staff, and to facilitate selection for transfer and promotion”(Article 57 of 1962 order).

The new performance appraisal system needed to be established based on Proclamation No 262/2002. Based on the proclamation a guideline, directives and different formats were developed to evaluate the performance of the civil servants. A training manual was prepared by the Federal Civil Service. According to this training manual performance appraisal should not be taken as an end in itself rather it should be seen as a means and a last step for managers in their effort to manage. A number of training both at the federal and regional levels was conducted.

Since 1992, the National/Regional self government were established based on Proclamation No. 7/92 and then the Constitution 1995 affirmed the Regional sates and two special City Administrations (Proclamation No7/92 and the 1995 constitution).

All the Regional states and the chartered City Administration (chartered cities) have the powers to deal with issues of their own. Due to this, Addis Ababa has its own way of administrating the civil servants. It has powers to promulgate laws and regulations, which are appropriate considering its special situations

The City Administration attempted to implement since 2002, the newly introduced performance appraisal system which was designed by the Ethiopian Federal Civil Service

Commission. Training was first conducted at the city level, then at the institutional level. But I could not find the documents on how much were the trainings, the durations of the trainings, who were participating as a trainee and as a trainer. However, the implementation was interrupted due to the restructuring process in the City Administration and the inherent mistakes in the conceptual framework of the introduced system. Then the new framework in the form of PBM is developed by the Federal Civil Service commission. And the attempt to implement the performance-based management was made in May 2004. Since then the City Administration began to implement the system, but the implementation process was full of problems, interruptions and challenges.

In light of this, the present research will try to investigate the problems, challenges and limitations in implementing the system taking Addis Ababa Education Bureau as a case.

1.2 Statement of the problem

The government first launched the new performance appraisal system in 2002. However; the implementation was interrupted due to the inherent mistakes in the conceptual framework of the introduced system. And after revising the system the new PBM started to be implemented. It was with the intention to bring major changes in the performance of civil servants with its ultimate goals of improving service delivery. The system assumed to be implemented with integration of other civil service reform sub-programs.

The system introduced to replace the existing behavioral based system of evaluation. All the civil service organizations ordered to abandon the old way of evaluation and replace it by the new one. In the old performance appraisal system the superiors (supervisors) were expected to:

- evaluate employees under them two times a year: i.e. with the interval of six months;
- evaluate the behavior and effort of employees on the given format which was developed centrally, i.e. which may not reflect the required behavior and effort for all job holders at the same time,

- there was no chance for employees to know the relation between their contribution to organizational goals,
- there was no chance for both employees and superiors to learn from their success or failure.

In general the purpose of performance appraisal was evaluating subordinate based on the superior's judgment. It was not aimed at to improve employees' performance through continuous development. Employees' contributions for the achievement of organizational goals were not seriously considered.

On the other hand the newly introduced system of performance management was expected to bring change in the already held tradition of superiors (supervisors), i.e. evaluating employees on their behavior rather than on achievement. The newly introduced performance based management system focuses on achieving the overall goals of the organization through employee development. This specifically requires;

- to identify and prioritize the desired results,
- to establish a means to measure progress towards desired result,
- to set standards for assessing how well results were achieved,
- measuring progress toward results,
- exchanging on going feedback among those participant working to achieve results, and
- periodically reviewing progress, reinforcing activities that achieve results and intervening to improve progress where needed.

In performance based management the ultimate goal is not measuring results because there is a system for continues feedback for adjustment and for development of employee to meet results.

However, the implementation processes is not simple. It would be a challenge for managers. It requires behavioral, attitudinal, and capacity change for both managers and employees.

In light of these, the present research will try to investigate the challenges, problems and limitations in introducing and implementing the performance based management system in Addis Ababa civil Service with the case of Addis Ababa Education Bureau. The research paper will try to answer the following basic questions.

- Have the managers and employees well understood the conceptual framework of performance management and are they well equipped with the principles and objectives of the system?
- Are managers able to play their role well? Are all the stake holders involved in the places where they should be involved?
- Do contribution of groups and individuals integrate with the overall organizational goals?
- Is the system introduced in a way that ensures performance improvement in the future?
- Do managers make the system supportive to individuals and teams to acquire the appropriate capacity to fulfill the expectations?
- Do the managers conduct the interim coaching and progress review properly?
- Do the managers provide appropriate and on going feedback to individuals and teams on their performance and development achievement/activities?
- Does the system improve the overall achievement of the organization and as a result improve service delivery?
- What should be done in the future for a better implantation of the system?

1.3 Objectives of the study

The major objectives of this paper are

- to identify the challenges, problems and limitations in the introduction and implementations of the performance based management system in Addis Ababa Education Bureau(AAEB),

- to investigate the possible reasons behind the challenges and the problems in the introduction and implementation process of the performance based management system and,
- to recommend the possible solutions for the identified challenges and problems.

The specific objectives include;

- to evaluate the understanding and commitment of both employees and managers about the system,
- to evaluate the roles played by managers in the effort to introduce and implement the system,
- to evaluate the processes of introducing PBM in AAEB,
- to identify the major problems in the implementation process,
- to identify the contribution of the PBM system for employees and organization performance improvement,
- to recommend the possible solutions for the betterment of future implementations.

1.4 Significance of the study

An efficient and effective civil service is one of the important instruments to the socio-economic and political development of the country. Ethiopia introduced the performance based management system in the civil service to make it accountable, efficient and effective. An efficient and effective civil service will satisfy the public with the service it delivers.

The research finding will help the decision makers at the City Administration and at Addis Ababa Education Bureau; to improve the implementation process of the newly introduced performance based management (i.e. to be effectively implant the system). It also will serve to design a more effective PBM framework which takes in to account the local situations. It also can serve for those researchers who wish to conduct further research in the area.

1.5 Scope of the study

The research thesis tries to analyze the challenges and problems faced by the Addis Ababa Education Bureau to introduce and implement the performance based management system.

The research restricted in Addis Ababa Education Bureau Head Office and selected primary and high schools.

1.6 Hypothesis

The hypothesis to be tested here is that, the newly introduced performance based management in AAEB has been implemented but it did not in a way it was designed.

1.7 Methodology of the research

The study employs the case study method in order to identify the major problems that faced in the attempt to introduce and implement the performance based management in Addis Ababa Education Bureau and government primary and secondary schools under it. The reason behind the problem and the existent of a well developed conceptual framework will be examined.

The population and the sample were taken from Addis Ababa Education head office and selected government primary and secondary schools. Area sample or multi stage sampling was used.

At the school level, teachers and principals had taken as population. At the head office of Addis Ababa Education Bureau employees and supervisors at different levels had taken as the population of the sample.

The method adopted for data collection was multistage sampling method which employs instruments of

- Questionnaire to:
Teachers

Principals/school directors

Supervisors or managers at various levels;

- Document analysis

The procedures of preparation and follow up in an attempt to implement the performance-based management in the sample schools was analyzed.

1.8 Pilot test

Before the instruments for data collections were distributed to the participants a pilot study was conducted to test the clarity and suitability of it. One primary and one secondary schools were selected for this purpose.

A total of 4 principals and 10 employees were selected for the pilot study. From the pilot test I understood that the questionnaire were difficult to respond for the primary school teachers. But there was no much difficulty in understanding the questionnaires for those high school teachers and managers. Therefore the remedial action is taken, i.e. the questionnaires translate to Amharic for all the primary schools. The questionnaires attached at the end of the paper (see the appendix).

1.9 Sampling plan

Addis Ababa City Administration has 10 sub cities. In the 10 sub cities there are about 85 government primary schools and 24 secondary schools. It is why difficult to study the introduction and implementation of PBM in all the schools and the head office within the limited time and resource. So the area sampling or multistage sampling was applied. As shown in table No 2 below, 5 sub cities were selected from the 10 sub cities by random sampling techniques.

It was so difficult to study the whole schools in the five sub cities; a sample was taken from each sub cities. That is, 1(10%) of the primary schools and 1(30%) of the high school were taken randomly from each selected sub cities as the sample of the study. But some of the schools which were selected randomly by the lottery method have not yet implemented the

system. Due to this the researches used the purposive sample in some of the (sample) selected sub cities.

The total numbers of teachers in the five primary schools are 710 and the total number of the secondary school teachers are 470 and total no of experts in the Bureau are 80. This means total number of employees is 1260. 126(10%) was drawn from the population with a random sampling techniques for the study. The total numbers of managers (department heads, service heads, team leaders and principals and deputy principals) are 43. All of them are civil servants and were taken for the study.

- 5 of the sub cities of Addis Ababa were taken for the study (by using random selection).
- 30 percent of government secondary schools and 10% of government primary schools were taken (random and purposive sampling method).
- 10 percent of the teachers and all the principals (school directors) in the selected schools (both primary and secondary) had taken as sample of the study.
- 10 percent of the employees (teachers from schools and experts from head offices) and all department heads, service heads and team leaders in the head office of Addis Ababa Education Bureau had taken as sample of the study

Table No 1

The No, of government schools, teachers and principals in Addis Ababa

S.N	sub city	No. schools		No of teachers			No of principals		
		Primary	secondary	M	F	Total	M	F	Total
1	Addis Ketema	5	2	410	198	608	11	5	16
2	Akaki	12	3	334	300	634	25	6	31
3	Arada	8	3	429	224	653	22	3	25
4	Bole	7	2	333	300	633	18	2	20
5	Gullele	7	3	462	308	770	19	4	23
6	Kirkose	9	2	372	281	653	19	5	24
7	Kolefee	10	2	531	451	982	20	6	26
8	Lideta	6	1	170	146	316	13	2	15
9	Nefasilke	8	3	334	281	615	21	4	25
10	Yeka	13	3	501	469	910	29	6	35

Source: Addis Ababa Education Bureau (2006), Education Statistics Annual Abstract (unpublished).

Table No 2

The No. of selected government schools, teachers and principals in Addis Ababa

S.N	sub city	No. schools		No. of teachers			No. of principals		
		Primary	secondary	M	F	Total	M	F	Total
1	Addis Ketema	5(1)	2(1)	410	198	608	11	5	16
2	Arada	8(1)	3(1)	429	224	653	22	3	25
3	Gullele	7(1)	3(1)	462	308	770	19	4	23
4	Kolefe	10(1)	2(1)	531	451	982	20	6	26
5	Nefasilke	8(1)	3(1)	334	281	615	21	4	25

Source: Addis Ababa Education Bureau (2006), Education Statistics Annual Abstract (unpublished).

Note: Numbers in parenthesis indicate the sample size taken from the sample universe.

1.10 Plan of Analysis

The data gathering method was questionnaire and document analysis. After information was gathered through the employed methods, the classification and analyzing done through both qualitative and quantitative methods. The data presented and analyzed by using different mathematical tools such as tables and percentages. The various characteristics of the sample population such as sex, educational background, work experience and responses to questionnaires with options agree/ strongly agree, disagree/ strongly disagree and no opinion, of managers and employees were analyzed through percentage.

CHAPTER TWO

Review of Related Literature

2.1 Meaning and essence of performance based management

2.1.1 Meaning of performance based management

Different performance based management writers give so many definitions. Let us quote some of them.

Performance management is the effective control of the best process of accomplishing whatever has to be accomplished (White, 1995:8). According to White the concern of performance management is the management of people, i.e. to obtain the maximum possible result from the team and the team members.

Performance management describes the approach many organization are taking to link individual targets to those of the organization as a whole; rather than operating as a specific technique it is more of a philosophy which potentially incorporates methods such as performance related pay (Hale and Whitlam, 1995: 22-23).

“As the number of management techniques has grown, including, for example, appraisal, job evaluation and performance related pay, they have frequently been implemented in the same organization in a piece meal or ‘bolt on’ fashion, performance management takes an holistic approach and integrates human resource and management system with the aim of continuously improving organizational performance (ibid).

On the other hand the “performance based management special interest group” (PBM SIG) defined performance management as performance based management is a systematic approach to performance improvement through an ongoing process of establishing strategic performance objectives; measuring performance, collecting, analyzing, reviewing, and reporting performance data; and using that data to drive performance improvement (PBM SIG’s V.1:2001:1)

Stephen Williams (2004:7) in the article "Strategy and objectives" explains performance management' as the sum total of a differential pay system, objective setting, appraisal process and career management.

"A true performance management system should comprise all of the above and, as a whole, will contribute for more than the individual elements alone. When operated successfully performance management will give the means for evaluating and improving both individual and company performance against pre-defined business strategies and objectives. Ideally, it will provide the basis for managing the business of today and for developing it into the future - through the performance of its people. As such, performance management should demand the attention and consideration of both the chief executive and the personnel director."

Performance management is a means of getting better results from the organization, teams and individuals by understanding and managing performance within an agreed framework of planned goals, standards and competence requirements. It is a process for establishing shared understanding about what is to be achieved, and an approach to managing and developing people in a way which increases the probability that it will be achieved in the short & long term. It is owned and driven by line management (Armstrong, 1996:232-233).

From the above definition it is possible to say that performance management is not only performance appraisal. It includes other components with the focus on improving individuals, teams and organization performance.

2.1.2 The Essence of performance based management

Why managers exist in the organization? Every organization be it business or public need managers for the purpose of better results. Better results achieved by managing the performance of the department, the team or individual members (Armstrong: 2004, 140).

According to Sheila J. Costello (1994:1) "Performance management supports a company's or organizations overall business goals by linking the work of each individual employee or manager to the overall mission of the work unit". The individual employee goals and objectives are linked to the overall organizational goals and objectives. The performance management process starts with the identification of clear goals. These goals are the bases for evaluation and coaching.

Performance management make clear what is expected and it also links the individual and organizational objectives and more over it focuses on improvement.

2.1.2.1 Why is performance based management needed?

Performance management helps the organization by linking the individual's employees or managers work to achieve the overall organization mission. Due to this all employees in the organization contribute for the success of the organization. The management of employees in a given department not only affects the performance of that specific department but also the performance of the entire organization. Performance management for employees

- Make clear what is expected from them
- Provide the necessary support for better achievement.

Due to these, employees, 'sense of purpose; 'self worth' and motivation will increase (Costello, 1994:8).

According to Armstrong (1996:233) the purpose of performance management is

- To make an agreement between the manager and the individual employee on the expectation in relation to planned goals, standards and competence requirement.
- To manage performance in a day to day delivery of results and to manage performance improvements.
- To create a shared understanding about what high level of performance and competence are, and what they should do to accomplish that expectations.
- To create a focused actions, that is, 1. how managers and team leaders work effectively with those around them. 2. how individual work with their superiors and their teams and 3. how individuals can be developed to improve their knowledge, skills and expertise (their attributes) and their level of competence and performance.
- To make the best use of employees abilities, to realize their potential and maximize their contribution to the success of the organization.
- To own the system by line managers rather than personnel department.

Performance management is an integrating force of reward management, improving managerial effectiveness, developing skills and competences, and improving individual and organizational performance.

2.1.2.2 The benefits of performance based management

According to the “Performance-based management special interest groups” (PBM SIG) (2001:4) some of the benefits of the performance-based management are to:

- provide a structured approach to focusing on strategic performance objectives - it focuses on the achievement of results.
- provide a mechanism for accurately reporting performance to upper management and stakeholders.
- bring all interested parties into the planning and evaluation of performance.
- represents fair way of doing business.
- provide an excellent framework for accountability.
- share responsibility for performance improvement. Performance improvement is not the responsibility of certain groups or individuals. It is a joint responsibility of all individuals and groups who have interest in the organization.

2.1.2.3 Important issues which should be considered as the bases for the establishment of performance based management.

There are so many issues which should be considered for establishing (introducing) implementing and maintaining performance management system in a given organization.

According to the PBM SIG (2001:1) establishing and maintaining a performance based management system in the organization is not an easy task. The major issues that are identified as very important include:

- **Leadership** - to establish and maintain a performance based management system successfully a strong leadership must be there
- **Commitment** - the commitment for especially for those on the position of the leadership is decisive unreserved commitment is essential, “flattering commitment will erode the program”.
- **Involvement** - all concerned parties should be involved. stakeholders, customers and employees should be involved. “The management should take care of for the involvement of all the interested parties.
- **Communication** - communication is important in the areas of what is expected, what is achieved, what connections are being made.
- **Feed back** - a continuous feed back is essential for a success of a program.

“....seeking and using feedback from stakeholders, customers, and employees let’s them know that their opinion is valued and that they are involved in the process.”

- **Resources** - All for the success of the program the necessary resources should be provided.
- **Customer identification** - unless and otherwise we are able to identify our customers and meet their needs it is meaningless establish and maintain a performance based management system
- **Learning and growth** - Performance based management is a dynamic process. The organization should keep it up with the changing nature of the environment.
- **Environmental scanning** - The organization should always scan both the internal and external environment for opportunities and threats.
- **Some of purpose** - performance based management should rid off working on habit rather work on ‘clear sense’ of purpose.
- **Organizational Capacity** - people commitment is not sufficient for success, there should also be support on ‘process management’ to get rid-off those processes which leads to inefficiently.

Besides the points mentioned above, these are other additional responsibilities (actions) that should be carried out by managers in order to manage performance effectively. According to Michael Armstrong (2004,144) to manage performance effectively managers should make;

- clear the expectations which need to achieve.
- clear what they expect to be achieved by employees.
- sure that whether their expectations are well understood and agreed with the staffs.
- identify performance measures.
- develop and apply their skills for making concession with your teams in areas of objectives and capability requirements, reviewing performance, development plan, dealing with the under performers, coaching and counseling.

The personnel department also has a crucial role in establishing and maintaining the performance management system in the organization.

Stephen Williams (2004:22) identified five roles of the personnel director in establishing and maintaining the system. These are

- To buy in the commitment of the chief executive to utilize performance management as a key strategy in achieving business objectives.
- In defining the performance management processes applicable to the particular values, culture and strategic vision of that company.
- In providing the training to managers in the knowledge, skills and attitudes required to implement the processes in a professional manner.
- In communicating to all employees the mutual benefits and genuinely held company commitment to the process.
- In monitoring and evaluating its implementation, particularly in the early years, to keep the processes 'on track'.

Therefore, manager plays the major roles in establishing, implementing and maintaining the performance management system. According to Costello (1994:7) managers should manage performance by letting employees know

- What is expected of them
- How they are doing based on those expectations
- How they may improve on the job.
- When they are doing a good job

2.1.3 Elements and process of performance based management system

A performance management system normally comprises a number of elements and processes. According to Armstrong (1996:235) performance management is a continuous and flexible process. Here managers and employees work as partners to achieve the desired results. Performance management focuses on the planning of future performance and improvement. It is future and development oriented. It worry's is what would be the coming results. The discussion between managers and their employees focus on the individuals or teams performance and development needs.

Performance management is a cyclical process with the elements of plan, act, measure and review.

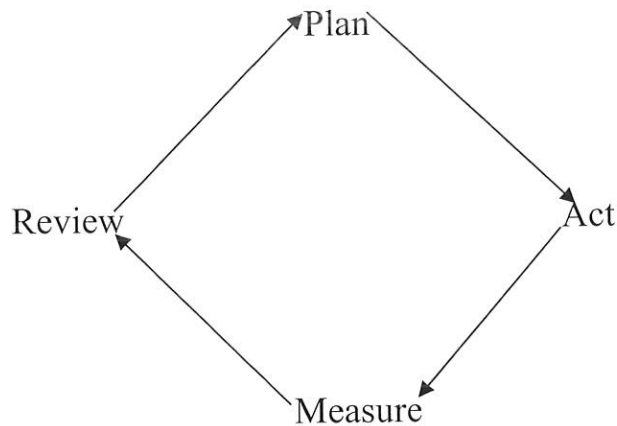


Diagram 1

Managing the performance cycle (Armstrong 2004:143)

According to the Canadian evaluation society, performance based management workshop course materials (page 5)

- The planning phase includes
 1. Developing a performance frame work which includes defining organizational missions, strategic performance objectives (activities and out puts, clients, co delivery agents, stake holders, etc.)
 2. Identifying the most important elements, or the performance areas.
- The measurement phase includes.
 1. To select appropriate type of performance measures
 2. To determine the gap between what information needed and what information is available to measure performance.
 3. To develop and apply a measurement strategy to fill the gaps.
- Reporting and continuous improvement phase includes
 1. To develop a performance report that contain what is accomplished and what is learnt.
 2. To learn from the past and refine the future approach.

“Performance management reviews provide the inputs required creating personal & team development plans, and to many people performance management is essentially a developmental process.” Performance management focus on targets, standards, indicators, inputs and process (knowledge, skills and behaviors required) (Armstrong:1996: 235-236).

On the other hand, Sheila J. Costello (1996:7) has identified the major activities that generally manager and employees involve as follows:

- Performance and development planning
- Interim coaching and progress reviews
- Performance appraisal and development reviews (Costello;1996:7).

Under these major components of the performance management system, we would have elements that vary depending on the focus of the performance efforts and who are in charge of carrying it out. According to <http://www.managementhelp.org/perf-mag/overview.htm> website, there are about 14 steps of performance management system, which can be dealt under the components mentioned above.

- **Performance and development planning -**

Here the manager should review the organizations plan and need to decide which work need to be done by whom. Not only that but also how each employees fits for the work he/she assign. So we need to choose developmental activities in order to enhance the employee's present job skills, attitudes. It is so creating a strong foundation for the performance management system; we have to plan both performance and development mutually (Costello; 1996:7).

The performance plan should focus on development in the current job; i.e. to improve the performance of the incumbent such as to enable individuals to take wider responsibilities. It should also plan to enable the employee to carry out higher level jobs (Armstrong: 1996:243)
The following issues will be discussed at the time of performance planning

- Our expectations of employees performance
- How employees objectives tied with the department are organization's goal (Costello; 1996:7).

On the other hand Armstrong (1996:243) identifies the following questions which can be discussed with the incumbent.

- What areas of your performance do you feel in need of development?

- What do you think you need to do to develop your performance in any particular areas?
- Do you think you need further training in any aspect of your work,
- How can the manager help to improve the performance of the employee?
- What development and training actions should we agree

Michael E. Allen (2006'61) put forward the steps that should be followed in preparing for performance plan as follows:

- review organizational goals to associate preferred organizational results in terms of units of performance. Performance management translated goals that were set during strategic planning. Goals should be 'SMART; and challenging.
- specify desired results for the organization, teams or individual employees. This aspect of performance management is said to be goal setting, especially when the focus of performance process is on employees.
- ensure the desired results contribute to the organization results.
- weigh, or prioritize, the desired results.
- identify first level measures to evaluate if and how well the organization, teams or individuals desired results were achieved. Measures provide information to evaluate accomplishment of results.
- identify more specify measures for each first level measure if necessary.
- identify standards for evaluating how well the organization, teams or employees desired results were achieved. Standards specify how well a result should be achieved.
- document a performance plan; this should include desired results, measures, and standards.

According to <http://www.managementhelp.org/perf-mag/overview.htm> website, (4/30/2007:2), the development plan for performance management system should be based on the previous results of performance appraisal and development review. Therefore, the content of development plan should focus on

- addressing the performance gap, that is if performance does not meet desired performance standards, we have to develop or update a performance development plan. Actions like coaching, monitoring training, more resources, etc. will be taken.
- doing performance appraisal and development review.

Interim coaching and progress review

Performance management should be considered as an integrated part of the continuing process of management. Performance management based itself on the philosophy of the following three points.

1. Sustained improved performance
2. The learning organization
3. On going development of skills and overall competence

Managers and employee define and meet development and improvement needs. Here learning and work should be integrated managers and employees should learn from success, challenges and problems that they face in their day to day work. (Armstrong; 1996:244-245)

Interim coaching and providing on going performance feedback is a must rather than doing an annual appraisal review. Feedbacks should provide based on agreed up on performance plans. Actually those performance plans can be adjusted based on the change on organization goals, regular feedback is essential to a successful performance management system. (Costell:1994:47).

According to Tricia Allison (2004:116) the basic components of coaching include

1. dealing with the development of skill through practice,
2. analyzing the components of particular skills, techniques and the environment in order to assist the learners,
3. setting increasingly problems or weaknesses to be remedied, and
4. spotting potential, building on strengths and taking advantage of talent and opportunity.

The major objective of coaching is to improve the current and future performance of the employee. Good coaching requires a supportive, consultative approach and well-developed listening skills. Interim coaching should be provided when

1. strength and accomplishments are recognized,
2. performance needs improvement,
3. growth and development are necessary, and
4. project/change oriented (Costell:1994:49)

Progress review is different from the interim coaching. Interim coaching is given in formal, routine, and ongoing feedback to employees, on the other hand progress review provides a formal feedback about the overall performance of employee.

The reasons why progress review should be done include,

1. to evaluate how we progress towards goals and objectives,
2. to review objectives and plans in light of business changes,
3. to discuss needed changes, revisions, or additions to the performance and development plan, and
4. to make plans for improvement

Progress review helps to have a mutual understanding between the manager and employees about the level of performance or contribution of each employee. Due to this the performance appraisal which may be conducted at the end of the year would be successful. A performance appraisal which might be conducted at the end of the year is simply the summation of the reviews format and informal discussion and feedback (ibid; 93-95).

The basis for ongoing review should be the agreed objectives on the one hand and development and improvement plans on the other hand (Armstrong; 1996:245).

The major issues that may arise in managing performance throughout the years include.

- a) **Updating objectives and work plans** - working documents include performance agreements, plan and job description. Objectives and work plans changed or amended as the new demand or new situations arise.
- b) **Managing continuous learning** - each employee will be provided with a learning opportunity with the task which he/she accomplishes. Performance man

agreement should aim to create opportunity for employees to learn from 'the problems, challenges and successes' which face them in their day to day work

- c) **Dealing with performance problems-** This is the management of under performers. Here the major focus is how can a manager help the under performer through providing a feedback to overcome performance problems (Armstrong; 1996:244-248)

Performance appraisal and development review

Annual performance appraisal provides an opportunity to compare what actually is accomplished with that of what is planned.

It summarizes formally the continuous dialogue between managers and employee about employee's performance. At the annual review the manager will do,

- compare annual performance results with performance plans,
- identify areas which need improvement,
- evaluate the results of development activities,
- discuss with those factors which affect job performance,
- assign objective specific and overall performance ratings and
- put the summary of the review on the performance and development form (Costello;1974:105-109)

Michael E.Allen (2006:61) put forward the steps for performance appraisals in the wider framework of performance management as follows:

- conduct ongoing observations and measurements to track performance,
- exchange ongoing feedback about performance: i.e. information relevant to how well results are being achieved. The larger the sources which provide feedback the more accurate the depiction about the event,
- conduct a performance appraisal, and
- if performance meets desired performance standards, reward for performance.

Armstrong (2004: 159-161) identifies the following types of performance appraisal in terms of the parties involved.

- **the one to one meeting** - this is a meeting which is conducted between the manager or the team leader and the individual employees. Here individuals will analyze their own performance and development needs the manager will provide feedback.
- **upward assessment or feed back:-** it is also known as 180 degree feed back and it is a voluntarily agreed process. It can be conducted in to two ways.
 1. Individuals comment on how they perceive they are being managed by the manager. The aim is to identify things which you can do which will improve the performance of employees. The success of this aim depends up on the creation of mutual trust and willingness on both sides.
 2. Individuals may request to complete a questionnaire and feeding the results back to their manager. The importance of the upward assessment is to manage in the way of feedbacks that we get from employees rather than in the way of top down approach.
- **Peer assessment** - just like the upward assessment peer assessment is a voluntarily process. It is an assessment which takes place when team members or colleagues assess one another. It is believed that team members may know more who contribute what than what the manager will know.
- **360 degree feedback** - This is a type of assessment which combines assessment from individual managers, direct and indirect reports, peers (fellow team members), individuals and internal and external customers. Here structured questionnaires are used as a means to collect the feedback.

Through the discussion of performance review it is possible to get data which help to shape the future plan. Here we can get what why the progress was made. Even if the discussion in the performance review included obtaining historical data, the important part is to reach agreement about what should be done in the future.

“The performance review discussion provides the means through which the five key elements of performance management can be achieved’. These are

- 1) **Measurement** - comparing what is achieved with that of what was planned.

- 2) **Feedback**- providing information for each employee about his/her accomplishment
- 3) **Positive reinforcement** - Providing positive criticisms. Even if some one has performed well, it helps her to perform better in the future.
- 4) **Exchange of views** - A free and frank discussion conducted about what has been achieved, what needs to be done to achieve more, what individual think about their work, the way they are guided and managed and their aspirations.
- 5) **Agreement** - concluding the discussion with mutual understanding of what has to be done to improve performance.

Performance review meetings should focus on two major issues, which are

1. **Performance improvement** - which is different from that of the broader developmental needs prepare individual for personal move to the higher hierarchy. It should not be done with the expense of broader developmental needs.
2. **Should be forward looking** –the discussion can bring positive results if it focus on what we learned from the past to our future improvement of performances (Armstrong; 1996: 248-258).

2.1.4 Introducing performance based management in the organization

Introducing performance management process any organization is not considered as simple. It requires greater attention and follows up. When one needs to introduce performance management process the following should seriously be considered.

- **Where and how it should be introduced?**

Performance management is to be introduced at the top of the organization hierarchy. Most of the time it is from the center that, the principles, procedures and process of performance management develop. In a highly decentralized organization usually project team or working group is established to introduce the performance management system.

- **Who should be covered**

The question who should be covered should be made clear at the beginning. Performance management should not focus only on the manager, it is also relevant to all professionals: administrative and technical and the support staff. When we consider the objective setting and

review process, it is somewhat different in more routine jobs objective setting and review may not need to be as exhaustive as for those in managerial or professional roles.

- **Pilot tests**

Pilot testing is very important but it is not simple to pilot test whole process of performance management as it takes longer time. Therefore a certain aspects of PM process are selected for pilot tests, e.g. objective settings and the like.

- **Prepare briefing papers**

Preparing a paper which describes objectives and methods of operations and the benefits it is expected to provide for the organization and its managers and employees. Supplement the written briefing with oral briefing.

- **Monitoring and evaluation**

It is very important to monitor and evaluate the introduction of the performance management system. It is advisable to ask those who involved in the process like managers, individuals and teams. (Armstrong; 1996: 258-261)

2.2 Performance baesd management Vs performance appraisal

2.2.1 The meaning of appraisal

Different writers define performance appraisal in different ways. Some of the definitions include the following.

Appraisal is the judgment of an employee's performance in his job, based on considerations other than productivity alone. It is some times called merit rating, more frequently when its sole object is to discriminate between employees in granting increases in wages or salaries. (Graham; 1983:158) "Performance appraisal is an exercise in observation and judgment, it is a feedback process, and it is an organizational intervention. It is measurement process as well as an intensity emotional process." (Cascio; 2003: 333-334) "Performance appraisal is the process by which organizations evaluate job performance. When done correctly, employees, their supervisors, the human resource department, and ultimately, the organization all benefit (Wrether; 1993:338).

“Performance appraisal is an assessment of how a staff member is performing his job. It is a mechanism which can be used to encourage, motivate, identify training and development needs to reward or punish employees.”(Goel and Rajneesh; 2003; 462)

According to Roges Holdsworth (2004:65-66) appraisal schemes are full of paradoxes and love-hate relationships. It has a negative connotation; it requires feedback on the one hand and negative criticism on the other hand. The worst comes when the critics are recorded and used as evidences against of the appraised. That is why the formal and procedural appraisal is hated. An appraisal which is conducted on the consents of both the managers and employees frequently will not be hated.

On the other hand Goel and Rajneesh (2004; 2003:462) explain why performance appraisal is unpleasant for the appraiser and the appraised as follows.

“Appraisal should be a continuous activity. However, both the appraiser and the appraised consider it an unpleasant task as no performance appraisal system can be perfect and free from personal biases and other defects.”

From the definitions one can understand why performance appraisal is done. It is done for the mutual benefits of the organizations and individuals who contribute for its success. When we come to the wider framework of performance management, performance appraisal is one component of it. Appraisal in this sense is not simply an activity of form filling once a year rather it is continuous process which is done through out the year.

2.2.2 Techniques of performance appraisals

In the history of performance review, we do have a number of techniques by which managers carry out performance appraisal. For discussion, different authors categorized them into two different names (nomenclatures). For example Goel and Rajneesh (2003: 467-487) categorized them into two types, i.e. traditional methods and modern methods.

According to these authors under the traditional methods of measuring performance of employees, there are about 10 types of techniques. These are

- a) Graphic scale
- b) Ranking method
- c) Forced distribution method

- d) Critical incident method
- e) Forced choice rating method
- f) Group Appraisal
- g) Nomination method
- h) Work sample tests
- i) Result oriented performance appraisal system
- j) Confidential reports

On the other hand, under the modern method of measuring performance of employees the MBO approach or the management by objective techniques is mentioned.

2) Wrether and Davis (1003:347-362) categorized them into two groups, i.e. past oriented appraisal methods and future oriented appraisal methods.

The authors discussed eight types of methods of appraisals under past oriented appraisal methods. These includes

- a) Rating scales
- b) Check lists
- c) Forced choice method
- d) Critical incident method
- e) Behaviorally anchored rating scales
- f) Field review method
- g) Performance tests and observation
- h) Comparative evaluation approaches

On the other hand, under future oriented appraisal methods there are four common approaches, namely

- a) self appraisals
- b) management by objectives (MBO)
- c) psychological appraisals and
- d) assessment centers

3) Cascio (2003-341-346) grouped into two methods of appraising employee performance, i.e. Behavior- oriented rating method and result –oriented rating method.

According to the author under Behavior- Oriented rating, we have seven types of employee appraisals. These are

- a) Narrative essay
- b) Ranking
- c) Forced distribution
- d) Behavioral Check list
- e) Critical Incidents
- f) Graphic rating scales
- g) Behaviorally anchored rating scales.

On the other hand, under Result- oriented rating methods there are two approaches. These are

- a) Management by objectives (MBO)
- b) Work planning and review

There are number of performance appraisal systems. According to researches, no single method of appraising performance is perfect. Each method has its own strength and weakness (ibid).

2.2.3 Trends of performance appraisal

Hale and Whitlam (1995 cited by Malcolm Martin and Tricia Jackson 2000) explained the recent trends of performance appraisal as shown below.

- From traits to results based assessment
Since the emergence of management by objective made judgment on employees' traits and behaviors to the achievement of results and outputs linked to targets. Even if MOB (Management by Objective) is still in existence, it failed to establish link between individual and organizational objectives.
- From effort of results
With the introduction of MBO (management by objective) the methods of assessment has shifted away from effort measures to results measure.
- From judgmental to all jobs
The closed types of appraisal replaced by a more open, joint identification of strength and weakness as well as joint planning for improved future performance.

- From managerial to all jobs

The system of using separate schemes abandoned and replaced by the performance appraisal with works for all levels of employees. i.e. managerial and non-managerial posts.

- From top-down to 360 degree appraisals

System of appraisal has moved from manager subordinate relationships to 360 degree appraisals, involving stakeholders who provide feedback on an individual's performance.

- From achievements to competencies

Following a shift from effort to results, we have seen a move from what a jobholder achieves to also assessing 'how' the job is carried out. Thus the trend is assessing the behavior exhibited by the job holder side by side the result achieved.

2.2.4 Problems and limitation of appraisal

Those are a number of challenges and problems of appraisals. According to Cascio(1991;73) performance appraisal is composed of two components i.e. observation and judgment which are subject to appraise.

According to Wrether (1993;345) Biases result distortion in measurement and the most common rater biases include;

- **The halo effect** – occurs when the rater's personal opinion of the employee sways the rater's measurement of performance.
- **The error of central tendency** – the raters simply make their rating around average. They avoid to rate employees as effective or ineffective,
- **The leniency and strictness biases** – leniency bias which tends to rate every employee favorably good. Strictness bias on the other hand is a bias which raters rate employees harshly.
- **Cross cultural biases** – The culture and value of the society which the rater comes from may result biases in rating employees.
- **Personal prejudice** – This is a raters' displeasure or dislike for a certain group or class of people which may result a distorted rating.

- **The recency effect** – Distortion in rating may also be due to employee's most recent action.

According to Smith (1977:38) performance appraisal cannot motivate employees. This is because of 1/ we cannot motivate people by evaluating them, 2/ evaluation is different from development, 3/ the objectives of appraisal are different from the objectives of development.

On the other hand according to Armstrong (2004:144-145) performance appraisal schemes are traditional methods which are developed by the organizations to evaluate the performance of employees. Performance appraisals have the following features which frequently fail.

- Both managers and employees dislike it, because performance appraisals depend on judgments which could be based. It is owned by the personnel department.
- It concentrates on a one- to-one relationship between managers and then subordinates which may include setting objectives against which performance will be appraised
- The center of performance appraisal is a meeting for appraised between the manger and employee.
- The outcome of the appraisal meeting is documented on an appraisal form.
- The appraisal form is held by the personnel department, ff often not to be suffered to again unless it is pulled out and used as evidence in unfair dismissal performance management come to seen in the 1980s.To overcome the problem or deficiencies encounter by performances appraisals. Performance management.

In relation to Performance Management Roger Holdsworth said the following about appraisal.

“Appraisal becomes more focused on the individual and on the development, the burning issues centered on appraisal as counseling process, on prescribing skills – improvement actions, and on the identification of potential, succession planning or career development.”

On the other hand, Martine and Jackson (2000:123) put forward their view about performance management and performance appraisal as follows. Performance management has a wider scope than performance appraisal and is means by which business performance improve

through a coordinate program of people management intervention (or system) Mike Walters (As cited by Martin and Jackson 2000) lists the intervention (system) as;

- Strategic planning
- The definition of organizational goal, priorities and values,
- The identification and application of appropriate performance goals and measures for organization for key processes, fro function, and for individuals employees,
- Appraisal,
- Personal development planning,
- Learning and development activities.

Therefore, according to the above view performance appraisal is one aspect within the wider framework of performance management.

If an organization installs a new type of performance appraisal in the context of performance management the following process should be considered.

1. **Set up a working group** – The working group can consist of six to eight members, who come from different departments, commitment to the new scheme is vital.
2. **Define the objectives** – It is advisable to be precise in describing the expected outcomes. It should be cleared how performance is measured and how it relates with other schemes like pay.
3. **Design method and procedure** – It requires a manager to be in areas of achieving objective. It should be clear who appraise whom when and how?
4. **Draft documentation** – Who is going to have access to the documentation? Can appraised use the same form as appraisers for their preparation?
5. **Communication** – Communication is vital should start early. Frequent and broad communication at all levels is very essential. The type of communication includes written and oral.
6. **Pilot Project** – Pilot testing in one of the departments, divisions or sections is very important. A pilot project is useful for communication and participation and help to modify some aspects of the scheme without loss of credibility.
7. **Training** – Training those involved in the scheme is inescapable. Many people involved as appraise or appraise, should be trained.

8. **Full implementation** – The time table for implementation requires careful thought. During the 1st cycle, additional specialist resources may be needed to monitor progress and to identify problems which arise.
9. **Individual follow up-** Specially in the 1st year of implementation and also subsequently sufficient resources have to be put aside for making sure that the scheme is working at the individual level, and that action plans are being put into action.
10. **Validation** - validation at the organizational level is essential. Did the working group get it right first time? What further improvements could be made?

As we have been discussing above, performance appraisal is one part of performance management. It could not be taken as performance management. However, with the introduction of a performance management a new form of performance appraisal which is rather known as performance review is introduced.

2.3 Performance Based Management Vs MBO

In MBO performance appraisal approach, the goals/targets are established with consensus between the employee and the manager. The goals are not only mutually agreed upon but also objective measurable. Since employees are actively involved in setting goals, it is assume that they will motivate to achieve targets. Managers also measure progress, which helps employees to adjust their behavior (Werther and Davis 1993:359).

According to Werther and Davis (1993: setting future objective has the following benefits.

- Employees gain motivational benefit of a specific target toward which to organize and direct their effort.
- To discuss the specific development needs of the employee, this can make future training and development effort appear more relevant to the employee.
- Performance discussions focus on the job's objectives and not on personality variables. Evaluation focus on performance not on individual behavior.

According to goel and Rajneesh (2005:477-480) the main steps in MBO approach are;

- a) Determination of the key result of the organization

The key result areas of the organization determine at the initial stage. At this stage, standards of performance in respect of quantity, quality, time and cost defined from the general purpose of the system meaningful objective for each unit will be set.

- b) Performance improvement guide for all positions. Each employee required to prepare about short term performance goal for her self/ himself. The target for each employee for improvement is discussed with herself/ himself superior.
- c) Appraiser and appraise record observation of employee's performance.
Both the superior and the employee have an opportunity records performance against the set standard.
- d) Performance progress review conference. This conference helps to discuss issues and exchange views and ideas between the employee and the supervisor about the coming performance.
- e) Individual development program
Specific performance targets for the development period and a description of specific approaches for improving the performance of the subordinate, jointly set.
- f) Post- development program review conference
This program is designed 1) to check the results of the individual development program and 2) to establish new or modified targets for the ensuring review period.

According to Werther and Davis (1993:359) one of the limitation of MBO is the problem to set objective. "Objective are sometimes either too ambitious or too narrow". This resulted;

1. employees to frustrate
2. some areas of performance may be over looked
3. preparation of quantitatively measurable objective with exclusion of quality of work
4. When subjectively measured objectives are set special care is needed to ensure that biases do not distort manager's evaluation.

Performance based management is a recent phenomena. According to Armstrong (1996: 234) performance management began to take shape in the latter 1980s. "It began to takes shape in the latter 1980s, growing out of the realization that a more continuous and integrated approach was needed to manage reward performance...performance management has risen

like a phoenix from the old established but somewhat discredited system of merit rating and MBO.”

According to Fletcher and Williams (1992) (cited by Armstrong 1996:235). There are four underlying principles of effective performance management.

- 1) That it is owned and driven by line management and not by the HR department.
- 2) That there is an emphasis on shared corporate goals and values.
- 3) That performance management is not a package solution; it is some thing that has to be developed specifically and individually for the particular organization.
- 4) That it should apply to all staff, not just part of the managerial group.

According to Cascio(2003) the broad process of performance requires three important actions to do.

- 1) **Define Performance:** a manager who defines performance need to communicate what he expects from employees. He/She also assists them to stay focus on effective performance. The manager should give due attention for the following elements, goals, measure of assessment. “To define performance properly, therefore you must do three thing well, set goals, decide how to measure accomplishment, and provide regular assessments of progress.
- 2) **Facilitate performance:** It is one of the manager’s roles to facilitate for maximum performance. It is expected from managers to eliminate any “road block” or bottlenecks for better employee performance. In addition to this, it is expected from the manager to provide adequate resources and pay careful attention to selecting employees.
- 3) **Encourage performance:**

The following three things are very important to encourage performance.

- 1) Provide sufficient amount of rewards that encourage employee performance.
- 2) In a timely and
- 3) Fair manner

2.4 The Introduction of Performance Based Management in the Ethiopian Civil Service

According to a study conducted by the Ethiopian Civil Service Commission (January,2001) the performance appraisal system of the Ethiopian civil service has many weaknesses and needs to be replaced by the modern techniques of appraisal.

According to this study the Ethiopian civil service used for the last many years the traditional way/technique of appraisal. Some of the weakness of the system includes,

- 1) The appraisal system focuses on measuring individual traits and behaviors rather than focusing on achievement.
- 2) The appraisal system is designed to appraise all employees irrespective of their level and position using the same criteria.
- 3) The measurement of performance was not established based on tangible results which make the appraiser to evaluate based on his own judgment.

It was in 2001 the government decided to introduce the new (modern) type of performance appraisal system. However, the system, which was introduced at that time, failed to be implemented due to different reasons. The major reasons why it failed to implement were listed in the training manual, which was prepared by Addis Ababa Civil Service Commission (2003:1) as follows.

- the measurement criteria was prepared based on employees job descriptions rather than based itself on the strategic plan of the organizations.
- rather than focusing on the accomplishment of performance plan the focus tends to measure personality.
- it did not give due attentions for the contribution and measurement of organization and teams performance.
- it measured results in terms of outputs only leaving aside the outcome and impact.
- measures and standards did not include cost effectiveness.
- it was not giving due attentions for the involvement of all stakeholders on the process of performance management.

Due to the problems mentioned above the performance management system with a new way of measuring performance was introduced in the Ethiopian Civil Service, including the City Administration of Addis Ababa.

According to the training manual prepared by the Ministry of Capacity Building (May 2003:14-28) the performance management framework that has been selected for the Ethiopian civil service is shown as below.

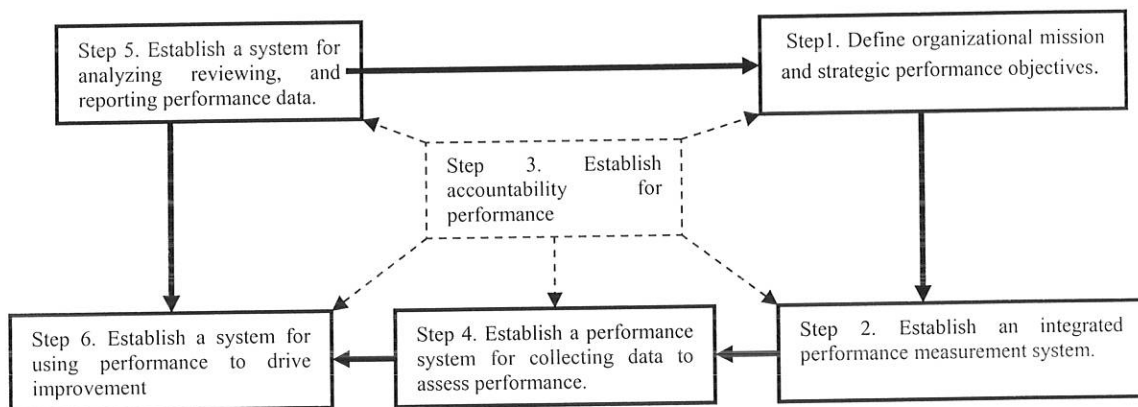


Diagram 2:
Performance based management Framework selected for the Ethiopian Civil Service
 (source, performance based management Hand Book 85).

The manual defined performance based management as “Performance based management is systematic approach to performance improvement through an ongoing process of establishing strategic performance objectives; measuring performance; collecting, analyzing, reviewing and reporting performance data; and using that data to drive performance important”.

This is the conceptual framework of the performance based management which begins to implement in the Ethiopian civil service. The regional governments including the chartered city i.e. Addis Ababa are also expected to implement the same.

What the frame work tells us?

As we have seen in the diagram 1 the PBM system selected to introduce for the Ethiopia civil service is a six step system.

Step 1. Define organizational mission and strategic performance objectives

This phase is also known as the strategic planning phase. Strategic plan has developed first for the organization which needs to establish a performance management system.

According to PBM SIG hand book V.1 (2001:12) the strategic plan will provide as two important “Performance based” products, that is performance plans and performance agreements. These two issues are very important for the development of strategic performance measures.

- What is performance plan? Performance plan explains what is expected to be achieved by the organization and individuals in terms of specific results against the goals, objectives and strategic plan, i.e. what is expected to be accomplished for the budgeted money. It is also used for establishing performance agreements and for comparing planned results to actual performance results.
- What is performance agreement? It is prepared by the management and those doing the work. It is to provide a process for measuring performance and to establish accountability. It states the expectation for each party.

Step 2. Establish an integrated performance measurement system

Performance measurement system is the second step in the overall performance management system. This step provides life to the organization mission, vision and strategy. It also helps individuals to know how they contribute to the success of the organization and its’ stake holders measurable expectations.

The major components of an integrated performance measurement system include;

- 1) **Strategic plan** – which set the foundation for effective performance measurement systems.
- 2) **Key business processes** – process and their activities are the means to achieve the out comes – the end results of the strategic plan. Process and activities needs performance measures. Therefore, we have to keep enough number of key business processes – not too many or not too few.
- 3) **Stake holder needs** – those who have a stake in the future success of the organization or unity. It is a must to know who they are and what expectation do they have.

- 4) **Senior management involvement** - top executives should initiate the introduction of performance measurement and continually promote it. It is very important to have a leadership commitment for the success of performance measurement system.
- 5) **Employee involvement** – employee involvement in the process is critical employees involvement is very important because of their contribution for input-output- out comes and any other aspects of the organization.
- 6) **Accountability for measures** – a successful integrated performance measurement is directly related with a successful system of accountability. Both managers and employees assume responsibility in some part of the performance measurement.
- 7) **A conceptual frame work** – it can help in deciding what to measure.
- 8) **Communication** – communication should be multidirectional, i.e. top-down, bottom up and horizontally within and across the organization.
- 9) **Sense of urgency** – it is to describe the concept, of the need to move aggressively. Performance measurement and performance management come into being as a response to a threatening organization.

Performance measures must be integrated into tow directions, i.e. vertically and horizontally, vertical integration helps to focus employee’s effort towards organizations strategic objectives. On the other hand horizontal integration assumes the optimization of work flow across all process and organizational boundaries.

The accountability environment established by the management at the top and goes down to the lower level of management until it reaches to the individual workers.

Requirements for the successful establishment of an accountability environment,

- **Leadership** – accountability environment establish from the top down:
- **Reciprocation** – the two wayness of accountability assign. There is a reciprocity relation between the one what assigned authority and delegated responsibility.
- **Equity** – the leadership should be fair. Inequality should be avoided because it will destroy trust and organizational credibility.
- **Trust** – fairness brings trust; trust indicates fairness. Accountability relationship can’t be established with out trust.

- **Transparency** – is one of the sustaining elements and key to the establishment of an accountability environment.
- **Clarify** – one of sustaining element of accountability. It is to have a clear picture of what results and expected key focus areas for clarify are authority, organizational mission, roles responsibility, performance expectations, and performance reporting.
- **Balance** – balance between accountability and responsibilities, expectations and capacities; and pay & performance.
- **Ownership** – sense of ownerships for actions.
- **Consequences** – accountability is meaningless without consequences. Accountability comes with liability and liability indicates consequences.
- **Consistency** – consistency ensure stability.
- **Follow ship**

Step 3 Establish a process/system for collecting data to assess performance.

Accountability is an integral process to each of the other five steps in the six steps to establishing performance-based management. Accountability has to be established first through an “accountability environment, then through an accountability frame work. The environment integrates accountability into the individual, team, and organizational performance. Before we go to the collection of data, we have to understand

1. the need to collect data
2. the characteristics for a good performance measurement system

Those who develop the data collection plan should understand what information managers need to make decision. They should not concentrate on what is available data.

Data collection must be

- focused on the organization’s assessment and improvement needs.
- flexible to take advantage of any data sources or method that is feasible and cost efficient.
- simple and aligned with the organization’s needs to provide clear, relevant information and
- consistent to allow comparisons and easy transition from the data set to the nest.

Verification and validation of the data are very important to ensure the data collection and analysis to apply for the decision making.

Data collection is needed for information which is a base for decision making. Data collection plan needs to be developed before we go to the task of collection. The integrity of the performance measurement program is dependent on the quality of the collected data.

Step 4 Establish a process/system for collecting data to assess performance

When we develop or update performance measures we have to consider a conceptual framework to stimulate thoughts what should be measured. If we are just developing the performance measurement system, we have to select one of the frameworks and use it. When we are updating the existing performance measures we have to look for, which is best fit for our organization by investigation? What new ideas do other frameworks have?

We have four performance measurement frameworks. These are

- 1) the balanced score care,
- 2) the “critical few” performance measures,
- 3) performance dashboards, and
- 4) the Malcolm Baldrige National Quality Award Criteria.

“The performance measurement framework that you select will help you to determine your strategic focus as you begin to develop you performance measures.”

Step 5 Establish a process/system for analyzing reviewing, and reporting performance data.

The purpose of data analysis and review is to convert the data to performance information. Through this process the organization has got what has happened, why this might vary from what was expected and then what should be done as a remedy.

“Analysis is required through out the performance based management cycle, but is particularly critical at the time when performance data is prepared for use by managers and staff for the following purposes; setting new goals or targets; evaluating progress against goals or targets; validating the measures and measurement process; and answering “why” something happened”

The data analysis has the following four components

- a) formulate the question which we try to answer,

- b) collect and organize the data and facts relating to those questions,
- c) analyze the data to determine the fact – based answer to those questions, and
- d) present the data in a way that clearly communicates answers to the question

The training needs for data analysis varies by the degree to which the organization or the person involved in data analysis.

Step 6 Establish a process/system for using performance information to drive improvement.

Utilizing performance information will help for any organization to win the present stiff competition by utilizing scarce resources appropriately. Utilizing performance information will help to achieve performance improvement. Management can use performance information for

- a) driving performance improvement
- b) benchmarking (including the use of performance data to accomplish benchmarking and the use of benchmarking data to drive improvement), and
- c) changing management processes through reengineering, continuous improvement, and process improvement.

Performance management information is used for

- a) management and individual performance with a view of current and past levels of performance, and
- b) as an indication of future performance

Performance measures should always align with overall objectives.

Management should review performance information routinely. The frequency of the reviews should be determined by the competitive environment, the nature of the objective being measured, the level of review and many other factors.

The opportunity for reengineering and improved allocation of resources will become clear, as performance information is gathered and analyzed. For initial improvement priorities benchmarking is very important. The single most important and valuable benefits of benchmarking is that it allows us to see beyond our existing paradigms of process performance. As we benchmark other organizations, we greatly improve the likelihood of seeing tomorrow solutions to today's problems.

We can make a dramatic process change (improvement) by reengineering. Through reengineering cost can be reduced from 20-90%, cycle time from 60-100%. Reengineering is needed when

- the current business is not working
- dramatically change is required in the way of doing business.

The framework, which is shown in the performance-based management handbook series, is also similar to the Ethiopian Civil Service Performance-based management framework

CHAPTER THREE

Data presentation and analysis

3.1 Explanatory Statement

Chapter three of the study focuses on the data presentation and analysis. Here the raw data collected through questionnaire and documents, is presented and analyzed. For this purpose the researcher distributed questionnaires for 43 managers and 126 employees. From the total number of questionnaires that distributed for managers and employees, 41(95%) were collected from managers and 120(95%) were collected from employees.

Besides the questionnaires distributed sample documents which are directly related with implementation of the performance management system which prepared in the sample schools and in the head office of Addis Ababa Education Bureau has collected and used for the analysis purpose.

Therefore, the data presented and analyzed here under is based on

- 1) data collected through questionnaire form 161 respondent and
- 2) data collected from documents which provide information about employees, teams and organization performance and development plans, interim coaching and development and performance review

3.2 Analyzing the profiles of the respondents

Table No 3

Employees by sex, age group, work experience, educations and job or positions.

S.N	Item	Respondent	
		Number	In percent
1	Sex:		
	a) Male	84	70
	b) Female	36	30
	Total	120	100

S.N	Item	Respondent	
		Number	In percent
2	Age group		
	a) 20-30	33	27.5
	b) 31-40	25	20.83
	c) 41-50	38	31.67
	d) 51-60	24	20
	Total	120	100
	Total	120	100
4	Education		
	a) MA/MSc	4	3.33
	b) BA/BSc	40	33.33
	c) Diploma	47	39.17
	d) Certificate	29	24.16
	Total	120	100
5	Job or positions		
	a) Expert	8	6.66
	b) High school teachers	45	37.50
	c) Primary school teachers	67	55.83
	d) Others	-	-
	Total	120	100

Out of the 120 respondents 84 (70%) are male while 36 (30%) are female employees. When we calculate the age group of the respondents out of 120 respondents 33 (27.5%) are at the age of 20-30, 25 (20.82%) are at the age of 31-40, 38(31.67%) are 41-50, and the remaining 24(20%) are 51-60. When we come to their work experience and exposure to the work environment out of the 120 respondents 28 (23.33%) have a work experience from 1 to 5, 19 (15.83%) have a work experience of 6-10, 3(2.5%) have a work experience of 11-15 and 70(58.33%) 16 and above 16 years.

When we look at the educational background of the respondent we find that out of the total number of 120 respondent 4(3.3%) are MA/MSc holders 40 (33.33%) are BA/BSc holders, 47(39.17%) are Diploma holders and 29 (24.16) are certificate holders. Out of the total 120 employees those gave responses to the questionnaire 8 (6.66%) are experts in the head office of Addis Ababa Education Bureau, 45(37.50%) are secondary school teachers and 67(55.83%) are primary school teachers.

As shown in the table and the descriptions that follow most of the respondents have the experience more than five years. It implies that they have the exposure for the work environment and the responsibility and mandate of the organization.

Table No 4

Managers by sex, age group, work experience, educations and job positions.

S N	Item	Respondents									
		Dept.heads		Service heads		Team leaders		School directors		School deputy directors	
		In No	In %	In No	In %	In No	In %	In No	In %	In No	In %
1	Sex:										
	a) Male	4	100	2	66.67	6	85.57	10	100	13	76.48
	b) Female	-		1	33.33	1	14.28	0	0	4	23.53
	Total	4	100	3	100	7	100	10	100	17	100
2	Age group										
	a) 20-30	-								4	23.53
	b) 31-40	-		1	33.33	2	28.57	2	20		
	c) 41-50	4	100	1	33.33	3	42.86	6	60	8	47.06
	d) 51-60	-		1	33.33	2	28.57	2	20	5	29.41
	Total	4	100	3	100	7	100	10	100	17	100
3	Work experience in years										
	a) 1-5									3	17.65
	b) 6-10					1	14.29			1	5.88
	c) 11-15			1	33.33			1	10		
	d) 16 and above	4	100	2	66.67	6	85.71	9	90	13	76.97
	Total	4	100	3	100	7	100	10	100	17	100
4	Education background										
	a) PhD										
	b) MA/MSc	2	50			3	42.86	1	10	2	11.76
	c) BA/BSc	2	50	3	100	4	57.14	5	50	6	35.24
	d) Diploma							4	40	7	41.18
	e) Certificate									2	11.76
	Total	4	100	3	100	7	100	10	100	17	100

As shown in Table number 4 among the managers who responded to the questionnaire 4(9.76%) are department heads, 3(7.32%) are service heads, 7(17.07%) are team leaders, 10(23.26%) are school directors and 17(41.46%) are deputy school directors.

When we look at the age group we observe that all the department heads are in the age group between 41-50, on the other hand the age group for the service heads varies from 1(33.33%) 31-40, 1 (33.33%) 41-50, and 1(33.33%) 51-60. When we look at the age groups for 7 team leaders who responded to the questionnaire 2(28.57%) are at the age of 31-40, 3(42.86%) are between 41-50 and 2(28.57%) are at the age of 51-60.

With respect to the work experience and exposure to the work environment the respondent have the following characteristics. All the four department heads have the experience in years 16 and above. 1(33.33%) of the respondent of service head is having work experience between 11-15 years while 2(66.66%) of service heads have a work experience of 16 and above 16 years. Among the seven team leaders 1 (14.29%) has experience of 6-10 years. The rest of the team leaders, that is, 6 (85.71%) have the work experience in years 16 and above. The work experience and exposure to the work environment of the school directors is 16 and above for the 9(90%) of them and only one (10%) has a work experience of 11-15 years. Among the deputy directors 3(17.65%) have a work experience of 1-5 years, 1(5.88%) has a work experience of 6-10 and 13(76.47%) of them have a work experience in years 16 and above.

When we look at the educational background of the respondents we find that, 2(50%) of the department heads are MA/MSc holders and the rest that is 2(50%) of them are a BA/BSc holders. All the service heads that are 3(100%) are a BA/BSc holders. Out of the seven team leaders 3(42.86%) are a MA/MSc holders, while the rest that is 4(57.14%) are a BA/BSc holders. Out of the 10 school directors 1(10%) is a MA/MSc holders, 5(50%) are a BA/BSc holders and 4(40%) are diploma holders. Out of the 17 deputy directors 2(11.76%) are MA/MSc holders, 6(35.29%) are BA/BSc holders, 7(41.18%) are a diploma holders, and only 2 (11.76%) of them are certificate holders.

According to the standard issued by the Ministry of Education and the Ethiopian Federal Civil Service Agency (Addis Ababa Civil Service Commission);

a) first cycle school principals should be certificate graduate and have not less than 5 years work experience,

- b) second cycle primary school principals should be diploma graduate and have not less than 5 years work experience,
- c) secondary school principals should be BSc/BA graduate and have not less than 5 years work experience,
- d) all team leaders in the Bureau are at PS(professional science 8) which requires a minimum of BSc/BA degree and a work experience of 9 years.
- e) all service heads in the Bureau are at PS(professional science 8) which requires a minimum of BSc/BA degree and a work experience of 9 years.
- f) all department heads in the Bureau are at PS(professional science 9) which requires a minimum of BSc/BA degree and a work experience of 10 years.

All the managers have sufficient capacity and fulfill the minimum standard required for the position. Therefore in terms of the capacity required for these managerial positions there is no problem.

3.3 Understanding of the PBM

Table No 5
The Amount and Depth of Training Provided for Managers and Employees

S . N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	Sufficient training is provided for each level of managers which enable them to understand the benefit and how to draft and introduce the performance management system in their work unit or organization.										
	a) Employees	-	-	-	-	-	-	-	-	-	-
	b) Managers	5	12.20	23	56	1	2.44	8	19.51	4	9.76
	Total	5	12.20	23	56	1	2.44	8	19.51	4	9.76
2	Sufficient training is provided for employees to understand the benefit and objectives of the performance management.										
	a) Employees	17	14.17	67	55.83	10	8.33	15	12.50	11	9.17
	b) Managers	-	-	-	-	-	-	-	-	-	-
	Total	17	14.17	67	55.83	10	8.33	15	12.50	11	9.17
3	Most of the trainings are vague and can not help managers well to do with the principles and objectives of performance management.										
	a) Employees	-	-	-	-	-	-	-	-	-	-
	b) Managers	1	2.44	14	34.15	5	12.20	18	43.90	3	7.32
	Total	1	2.44	14	34.15	5	12.20	18	43.90	3	7.32
4	Most of the trainings are focused on how to prepare performance measurement leaving aside other elements of performance management.										
	a) Employees	3	2.5	14	11.67	12	10	77	64.17	14	11.67
	b) Managers	2	4.88	8	19.51	10	24.39	16	39.02	5	12.20
	Total	5	3.11	22	13.66	22	13.66	93	57.76	19	11.80
5	Many managers (employees) still understand performance management as a better mechanism of controlling employees rather than its basic assumptions of (stretching individuals' effort) achieving results through employee development.										
	a) Employees	7	5.83	9	7.50	6	5	73	60.83	25	20.83
	b) Managers	2	4.88	11	26.83	5	12.20	16	39.02	7	17.07
	Total	9	5.59	20	12.42	11	6.83	89	55.28	32	19.88

As we have seen in Table no 5 on the issue of awareness creation and the depth of training provided or both employees and managers the following information is obtained. With regard to the sufficiency of training that is provided to managers to enable them well understand the benefit and how to draft and introduce performance management system in their work unit of organization, 4(9.76%) of the managers strongly agree 8(19.51%) agree and 1(2.44%) of the managers didn't have opinion. Where as 23(56.1%) of them disagree and 5(12.20%) of the managers strongly disagree with the sufficiency of the training which is provided to the managers.

With respect to the questions raised in SN.2 about awareness of employees 11(9.17%) strongly agree while 15(12.50%) agree to the idea that sufficient training provided for employees which enable them to understand the benefits and objectives of performance management. On the other hand 10(8.33%) of the employees have no opinion and 67(55.83%) disagree and 17(14.17%) of the respondents strongly disagree with the sufficiency of the training provided.

For the questions presented in the Table No 5 SN 3, Out of the total number of managers who respond to the questionnaires 18(43.90%) agree to and 3(7.32%) strongly agree to the idea that most of the trainings are not clear and so vague that it could not help them well to do with the principles and objectives of performance management. 5(12.20%) of them do not have any opinion and 1(2.44%) strongly disagree and 14(34.15%) of the managers disagree with the idea raised in the question.

With regard to the focus of the trainings (see Table No 5 S.N 4) 19(11.88%) of the respondents who consist of 14(11.67%) of employees and 5(12.20%) managers strongly agree and 93(57.76%) who consist of 77(64.17%) of employees and 16(39.02%) of managers agree to the idea which says the trainings focused on performance measurement leaving aside other components of performance management. 22(13.66%) of the respondents who consist of

12(10%) of the employees and 10(24.39%) of the managers did not have any opinion. While 5(3.11%) of the respondents who consist of 3(2.5%) of the employees and 2(4.88%) of the managers strongly disagree and 22(13.66%) of the respondents who consist of 14(11.67%) of the employees and 8(19.51%) of the managers disagree with the idea of the issue raised above.

For the question presented in Table 5 S.N 5, 9(5.59%) of the respondents who consist of 7(5.83%) employees and 2(4.88%) managers strongly disagree and 20(12.42) of the respondents who consist of 9(7.50%) of employees and 11(26.83%) of managers disagree with the idea that both managers and employees understand performance management as a mechanism of controlling employees rather than its basic assumptions of (stretching individuals' effort) achieving results through employee development. While 11(6.83%) of the respondents who consist of 6(5%) of employees and 5(12.20%) of managers do not have any opinion on the subject. 89(55.28%) of the respondents who consist of 73(60.83%) of employees and 16(39.02%) managers agree and 32(19.88%) of the respondents who consist of 25(20.83%) of employees and 7(17.07%) of the managers agree with the idea raised in the question.

From the data that we have seen on Table No 5 and the presentation that follows it is possible to say that

- the majority of the managers, that is 28(68.20%) did not strongly agree/agree with the sufficiency of the trainings. It implies that the performance plans set for employees, teams and organizations are not well prepared.
- employees are not very well informed about the objectives and benefits of performance management. This can be one of the hindrances for effective implementation and a challenge for managers to improve the performance of employees as well as the performance of organizations.
- Sufficient training is not provided for both employees and manager which help them to have a clear understanding of the concept of performance management. How could a manager be able to implement if he/she has not well understood the conceptual framework of performance management? How could employees be cooperative and

supportive to the system if they could not understand the objective and benefits of the performance management?

- Even those trainings which were provided to both managers and employees mainly focused on how to prepare performance measurement. This means other components of performance management are not considered seriously.
- As many employees and managers felt that performance management is a better mechanism and a better way to impose strict control on employees which is against of its basic assumptions of (stretching individuals effort) achieving results through employee development.

Table No 6
Commitment of the managers and employees to implement performance management

S. N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	The leadership at each level exhibit unreserved effort and commitment for the introduction and implementation of the performance management.										
	a) Employees	-	-	-	-	-	-	-	-	-	-
	b) Managers	6	14.63	15	36.59	4	9.76	13	31.70	3	7.32
	Total	6	14.63	15	36.59	4	9.76	13	31.70	3	7.32
2	Every employee has given strong support and commitment for the introduction and implementation of the performance management system.										
	a) Employees	36	30	72	60	6	5	4	3.33	2	1.67
	b) Managers	-	-	-	-	-	-	-	-	-	-
	Total	36	30	72	60	6	5	4	3.33	2	1.67

The above Table No 6 shows the level of commitment that employees and managers have for the introduction and implementation of the system.

As we have seen on Table No 6 S.N 1, 3(7.32%) of the managers strongly agree and 13(31.70%) of the managers agree on the commitment and effort that every manager makes

for the introduction and implementation of the performance management. 4(9.76%) of the managers do not have any opinion while 15(36.59%) disagree and 6(14.63%) strongly disagree with the issue raised there. When we come to S.N 2 of Table No 6 we see that out of the total no of respondents 2(1.67%) strongly agree 4(3.33%) of the employees agree to the support and commitment of employees for the introduction and implementation of the performance based management system in the organization. 6(5%) of the respondents do not have any opinion and 72(60%) of the respondent disagree and 36(30%) of the respondents agree with the support and commitment of employees for the introduction and implementation of the system in the organization.

According to the PMSIG hand book (V-I,2001) the leadership at each level should have strong commitment for the introduction and implementation of the system. With out strong devotion and support of the management group the system could not be properly implemented. But, the information that we have (Table No 6 S.N 1) shows us that most of the management groups are not strongly committed for the implementation of the system in the organization. One of the reasons for such kinds of problems could be lack of better understanding of the PBM system.

Table No 7
Freedom of Managers to act

S N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	The higher authorities initiated and ordered the introduction and implementation of the performance management in the organization of all the civil service.										
	a) Employees	-	-	-	-	-	-	-	-	-	-
	b) Managers	3	7.32	10	24.39	6	14.63	14	34.15	8	19.51
	Total	3	7.32	10	24.39	6	14.63	14	34.15	8	19.51
2	Performance management is highly politicized and considered as the duties of the politically appointed bosses. The technical parts put aside and those who involve actively are considered as the supporters of and members of										

the ruling party.											
a) Employees	-	-	-	-	-	-	-	-	-	-	-
b) Managers	8	19.51	5	12.20	4	9.76	14	34.15	10	24.34	
Total	8	19.51	5	12.20	4	9.76	14	34.15	10	24.34	

Are managers at each level free to or not to introduce and implement performance management based on the context and nature of the organization? The responses are as recorded in Table 7 above:

As we have seen on Table No 7 of S.N.1, out of the management respondents 8(19.51%) strongly agree and 14(34.15%) agree on the introduction and implementation of the performance based management system is initiated and ordered by the higher authorities. 6(14.63%) of the respondent don't have any opinion and 10(24.39%) disagree and 3(7.32%) strongly disagree with the issue raised above.

With respect to S.N. 2 of the same Table, out of the total number of respondent managers 10(24.39%) strongly agree and 14(34.15%) agree with the idea that performance based management is highly politicized and considered as the duties of the politically appointed bosses. 4(9.76%) of the managers among who responded the questionnaire do not have opinions and 5(12.20%) disagree and 8(19.51%) who respond the questionnaire strongly disagree with the issue raised in the Table.

From the above information we can understand that the performance based management that is introduced and implemented in Addis Ababa Education Bureau do not owned by managers. Rather it is assumed as imposition by some external body which is beyond the organization needs. The managers assumed they do not have enough freedom to act or change the system according to the organization needs.

3.4 Introducing and developing a PBM frame work

Table No 8
The role of the Managers to introduce Performance Management system

S. N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	The management at any time in each level was taking care of the involvement of all the stake holders.										
	a) Employees	21	17.5	51	42.95	14	11.67	21	17.50	13	10.83
	b) Managers	1	2.44	18	43.90	8	19.51	12	29.27	2	4.88
	Total	22	13.66	69	42.86	22	13.66	33	20.50	15	9.32
2	There was a well-prepared strategic plan, which is prepared with the involvement of all the concerned parties.										
	a) Employees	18	15	58	48.33	16	13.33	18	15	10	8.33
	b) Managers	1	2.44	23	56.10	6	14.63	9	21.95	2	4.90
	Total	19	11.80	81	50.31	22	13.66	27	16.77	12	7.45
3	All managers make clear to employees under their supervision what is expected to achieve, how could it be achieved and how could it be achieved and how can employees improve the job when they should do a good job.										
	a) Employees	10	8.33	51	42.50	14	11.67	25	20.83	20	16.67
	b) Managers	3	7.32	20	48.78	3	7.32	14	34.15	1	2.44
	Total	13	8.10	71	44.10	17	10.56	39	24.22	1	13.04
4	There is an accountable department or organ in guiding, organizing, communicating all employees and managers the benefit and the genuine commitment to the process of performance management										
	a) Employees	26	21.67	67	55.83	18	18	5	4.17	4	3.33
	b) Managers	3	7.31	27	65.86	5	12.20	6	14.63	0	0
	Total	29	18.01	94	58.39	23	14.29	11	6.83	4	2.48
5	Most of the mangers should not only understand the performance management in the organization focused on the performance of										

employees but it also focused on the performance of organization, department, process, programs, services to internal customers, projects and team.										
a) Employees	17	14.17	64	53.33	16	13.33	10	8.33	13	10.83
b) Managers	3	7.32	23	56.10	5	12.20	10	24.39	0	0
Total	20	12.42	87	54.04	21	13.04	20	12.42	13	8.07

In the above Table no 8 S.N 1 out of the total number of respondents 15 (9.32%) who composed of 13(10.83%) of employees and 2(4.88%) of managers strongly agree and 33(20.50%)15 who composed of 21(17.50%) of employees and 12(29.27%) of managers agree with the managers role and effort to make stakeholders involve in the process of performance management. 22(13.66%)15 who composed of 14(11.67%) of employees and 8(19.51%) of managers do not give any opinion. 69(42.88%) who composed of 51(42.95%) of employees and 18(43.90%) of managers disagree and 22(13.66%) who composed of 21(17.50%) of employees and 1(2.44%) of managers strongly disagree with the issue that raised in SN 1.

With respect to S.N. 2 of the same Table, out of the total number of respondents 12(7.45%)of the respondents who composed of 10(8.33%) of employees and 2(4.90%) of managers strongly agree and 27(16.77%) who composed of 18(15%) of employees and 9(21.95%) of managers agree with the availability (existence) of a well prepared strategic plan i.e. a strategic plan which is prepared following all essential and important procedures. 22(13.66%) of the respondents who composed of 16(13.33%) of employees and 6(14.63%) of managers do not have any opinion. 81(50.31%) who composed of 58(48.33%) of employees and 23(56.10%) of managers disagree and 19(11.80%) of the respondent who composed of 18(15%) of employees and 1(2.44%) of managers strongly disagree with the existence of a well prepared strategic plan.

To the same Table S.N 3 we have seen 21(13.04%) of the respondents who composed of 20(16.67%) of employees and 1(2.44%) of managers agree and 39(24.22%) of the respondents who composed of 25(20.83%) of employees and 14(34.15%) of managers strongly agree to managers well play their role by making clear what is expected to achieve.

how could it be achieved and how can employees improve in their job for all the employees under their supervision. 17(10.56%) of the respondents who composed of 14(11.67%) of employees and 3(7.32%) of managers do not have any opinion. 71(44.10%) of the respondents who composed of 51(42.50%) of employees and 20(48.78%) of managers disagree and 13(8.10%) of the respondents who composed of 10(8.33%) of employees and 3(7.32%) of managers strongly disagree with the point raised above.

With regard to S.N 4 out of the total number of respondent 4(2.48%) of the respondents who composed of 4(3.33%) of employees and none of managers strongly agree and 11(6.83%) of the respondents who composed of 5(4.17%) of employees and 6(14.63%) of managers agree with the existence of a established organ in the organization for guiding, organizing and communicating employees and managers on the benefit and the genuine commitment to the process of performance based management. On the other hand 23(14.24%) of the respondents who composed of 18(15%) of employees and 5(12.20%) of managers do not have opinion. 94(58.39%) of the respondents who composed of 67(55.83%) of employees and 27(65.86%) of managers disagree and 29(18.01%) of the respondents who composed of 26(21.67%) of employees and 3(7.31%) of managers strongly disagree with the existence of a established organ for the purpose mentioned above.

In the same Table S.N.5 13(8.07%) of the respondents who composed of 13(10.83%) of employees and none of the managers strongly agree and 20(12.42%) of the respondents who composed of 10(8.33%) of employees and 10(24.39%) of the managers agree with the understanding of managers about the performance based management with respect to its focus, not only on the performance of employees but also the performance of organization, department, process programs, services to internal customers, projects and teams. But 21(13.04%) of the respondents who composed of 16(13.33%) of employees and 5(12.20%) of managers do not have any opinion on this aspect. 87(54.04%) of the respondents who composed of 64(53.33%) of employees and 23(56.10%) of managers disagree and 20(12.42%) of the respondents who composed of 17(14.17%) of employees and 3(7.32%) of managers strongly disagree with the understanding of managers as mentioned above.

From the information that we have in the table, the descriptions that follows and from the document analysis that found in the organization, it is possible to say the management groups don't play the role which it is expected to play. It seems just kicking the ball without thinking where the goal is. There is no sufficient involvement of the concerned stake holders. The strategic plan either ill-prepared or it is not totally prepared. Employees are not clear what their supervisors (managers) expect from them, how could it be achieved, and how can employees improve on their job. Managers do not establish an organ which leads and provides technical support for the implementation of the system.

Table No 9
The performance based management frame work

S. N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	There is a well-understood performance management frame work in the organization by both the employees and the managers.										
	a) Employees	34	98.33	70	58.33	10	8.33	5	4.16	1	0.83
	b) Managers	12	29.27	21	51.22	3	7.32	5	12.20	0	0
	Total	46	28.57	91	56.12	13	8.07	10	6.21	1	0.62

Is the performance management frame work that developed for the organization well understood? To this question the answers of the respondents have been tabulated in Table 9. The responses are: 1(0.62%) of the total respondents which composed of 1(0.83%) of the employees and none of the managers strongly agree and 10(6.21%) who composed of 5(4.16%) of employees and 5(12.20%) of the managers agree. 13(8.07%) of the respondents who composed of 10(8.33%) employees and 3(7.32%) managers do not have opinion on the issue raised. 91(56.52%) of the respondent who composed of 70(58.33%) of employees and 21(51.22%) of the managers disagree and 46(28.57%) of the respondent who composed of 34(28.33%) of employees and 12(29.27%) of the managers strongly disagree with the question raised in Table 9.

Thus, Table 9 indicates that the vast majority of the respondents either disagreed/strongly disagreed to the view that there is a well-understand performance management framework by

employees and managers. Therefore, it could be possible to say that there may not be sufficient training that helps them to understand the PBM and give due attention to the system.

Table No 10
The content and development of performance and development plan?

S. N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	The performance and development plan is well prepared for the organization, teams and employees.										
	a) Employees	13	10.8	52	43.33	20	16.67	25	20.83	10	8.33
	b) Managers	3	7.32	24	58.54	6	14.63	5	12.20	3	7.32
	Total	16	9.94	76	47.20	26	16.15	30	18.63	13	8.15
2	Well thought out organizational goals are developed and associated with organizational results in terms of units of performance										
	a) Employees	9	7.50	52	43.33	21	17.50	27	22.50	11	9.17
	b) Managers	3	7.32	30	73.12	1	2.44	6	14.63	1	2.44
	Total	12	7.45	82	50.93	22	13.66	33	20.50	12	7.45
3	The performance plans prepared for each employee, team, and organization specify clearly the desired results in terms of units of performance.										
	a) Employees	11	9.17	54	45	16	13.33	24	20	15	12.50
	b) Managers	4	9.76	27	65.25	2	4.88	7	17.07	1	2.44
	Total	15	9.32	81	50.31	18	11.18	31	19.25	16	9.94
4	It is checked in the performance plan, whether the content of individuals' or teams' results contribute to the organizational results										
	a) Employees	10	8.33	51	42.5	24	20	28	23.33	7	5.83
	b) Managers	4	9.76	29	70.73	5	12.20	2	4.88	1	2.44
	Total	14	8.70	80	49.69	29	18.01	30	18.63	8	4.97
5	In the development of the performance plan it is well considered that the priority areas of the desired results of the organization, teams and										

	individuals.										
	a) Employees	10	8.33	56	46.67	22	18.33	23	19.17	9	7.50
	b) Managers	2	4.88	24	58.59	4	9.76	10	24.39	1	2.44
	Total	12	7.45	80	49.69	26	15.15	33	20.50	10	6.31
6	In the performance plan, the 1 st level measures are clearly identified in order to help us to evaluating how organization teams and individuals desired results were achieved										
	a) Employees	8	6.67	56	46.61	26	21.67	19	15.83	11	9.17
	b) Managers	3	7.32	22	53.66	5	12.19	9	21.25	2	4.88
	Total	11	6.83	78	48.44	31	12.25	28	17.39	13	8.07
7	In the performance plan there are clear standards in order to help evaluating how well the organization, teams and individuals desired results were achieved.										
	a) Employees	10	8.33	64	53.32	15	12.50	24	20	7	5.83
	b) Managers	1	2.44	29	70.73	5	12.20	6	14.63	0	0
	Total	11	6.83	93	57.76	20	12.42	30	18.63	7	4.35
8	A performance and development plan is well documented by both managers and employees.										
	a) Employees	8	6.77	54	45	16	13.33	26	21.67	16	13.35
	b) Managers	3	7.32	27	65.85	4	9.76	4	9.76	3	7.32
	Total	11	6.83	81	50.31	20	12.42	30	18.63	19	11.80

As to the content and development of performance and development plan the opinion of employees and managers is presented as shown in Table No 10 above.

As shown in Table No 10 S.N 1 13(8.15%) who composed of 10(8.33%) employees and 3(7.32%) managers strongly agree and 30(18.63%) who composed of 25(20.83%) employees and 5(12.20%) of managers agree to the idea that the performance and development plan is well prepared for the organization, teams and employees. On the other hand 26(16.15%) of the respondents who composed of 20(16.67%) of employees and 6(14.63%) of managers do not have any opinion about the issue raised. 76(47.20%) of the respondents who composed of 52(43.33%) of employees and 24(58.54) managers disagree and 16(9.94%) of the respondent which composed of 13(10.83%) of employees and 3(7.32%) of managers strongly disagree with the issue raised in the Table. .

The question presented in number 2 in Table 10 needs to know whether well thought out organizational goals are developed and associated with the expected organizational results in terms of units of performance. 12(7.45%) of the respondent which composed of 11(9.17%) of employees and 1(2.44%) of managers strongly agree and 33(20.50%) of the respondents who composed of 27(22.50%) of employees and 6(14.63%) of managers agree with the issue raised there. 22(13.66%) of the respondents who composed of 22(17.50%) of employees and 1(2.44%) of managers have no any opinion on the subject 82(50.33%) of the respondents who composed of 52(43.33%) of employees and 30(73.12%) of managers agree and 12(7.45%) of the respondents who composed of 9(7.50%) of employees and 3(7.32%) of managers strongly agree with the issue that raised on the Table number 10 S.N 2.

Concerning the question presented in the same Table S.N. 3 16(9.94%) of the respondents who composed of 15(12.50%) of employees and 1(2.44%) managers strongly agree and 31(19.25%) of the respondents who composed of 24(20%) of employees and 7(17.07%) of managers agree to the idea which says the performance plans prepared for each (organization, team and individual) specify clearly the desired results in terms of units of performance. 18(11.18%) of the respondent who composed of 16(13.33%) of employees and 2(4.88%) of the managers have no opinion. 81(50.33%) of the respondents who composed of 27(65.85%) of the employee and 54(45%) of the managers disagree and 15(9.32%) of the respondents who composed of 11(9.17%) of employees and 4(9.76%) of managers strongly disagree with the statement on S.N 3 of Table No 10.

When we look at the responses for the statement on Table No 10 SN4, 8(4.97%) of the respondents who composed of 7(5.83%)of employees and 1(2.44%) of managers strongly agree and 30(18.63%) of the respondents who consist of 28(23.33%) of employees and 2(4.88%) of managers agree with the statement which says “ It is checked in the performance plan, whether the content of individuals’ or teams’ results contribute to the organizational results’. 29(18.01%) of the respondent who consist of 24(20%) of employees and 5(12.20%) of the managers do not have any opinion on the statement. 80(49.69%) of the respondent who consist of 51(42.5%) of employees and 29(70.43%) of the managers disagree

and 14(8.70%) of the respondent who consist of 10(8.33%) of employees and 4(9.76%) of managers strongly agree with the statement on table N_o 10 S.N 4.

For the statement on S.N 5 in the same Table, 10(6.31%) of the respondent who consist of 9(7.50%) of employees and 1(2.44%) of managers strongly agree and 33(20.50%) of the respondent who composed of 23(19.17%) of employees and 10(24.39%) of managers agree with the statement which says “ In the development of the performance plan it is well considered that the priority areas of the desired results of the organization, teams and individuals”. 26(15.15%) of the respondents who consist of 22(18.33%) of employees and 4(9.76%) of managers do not have opinion. 80(49.69%) of the respondent who consists of 56(46.67%) of employees and 24(58.59%) of managers disagree and 12(7.45%) of the respondents who composed of 10(8.33%) of employees and 2(4.88%) of managers strongly disagree with the statement of S.N 5 on Table10.

In the same Table on S.N 6 13(8.07%) of the respondent who consists of 11(9.17%) of employees and 2(4.88%) of managers strongly agree and 28(17.39%) who composed of 19(15.83%) of employees and 9(21.25%) of managers agree with the statement in the table on S.N 6 which says “in the performance plan the 1st level measures are clearly identified in order to help us to evaluating how organization , teams and individuals desired results were achieved. On the other hand 31(19.25%) of the respondents who consist of 26(21.67%) of the employees and 5(21.19%) of the managers do not have opinion. 78(48.45%) of the respondents who composed of 56(46.67%) of the employees and 22(53.66%)of the managers disagree and 11(6.83%) of the respondents who consist of 8(6.67%) of the employees and 3(7.32%) of the managers strongly disagree with the statement forwarded by Sn.6.

S.N 7 of the same Table also present a statement which says “in the performance plan there are clear standards in order to help evaluating how well the organization, teams and individuals desired results were achieved”. For this statement 7(4.35%) of the respondent who composed of 7(5.8%) of employees and non from the managerial groups strongly agree and 30(18.63%) of the respondent who consist of 24(20%) of the employees and 6(14.63%) of the managers agree with the statement. 20(12.42%) of the respondent who consist of 15(12.50%

of the employees and 5(12.20%) of the managers have no opinion on the statement. On the other hand 93(57.76%) of the respondents who consists of 64(53.33%) of the employees and 29(70.73%) of the managers disagree and 11(6.83%) of the respondents which composed of 10(8.33%) of the employees and 1(2.44%) of the managers strongly disagree with the statement.

S.N 8 of Table 10 presents a statement who says a performance and development plan is well documented by both managers and employees. For this statement 19(11.80%) of the respondents who consist of 16(13.33%) of the employees and 3(7.32%) of the managers strongly agree and 30(18.63%) of the respondents who consists of 26(21.67% of the employees and 4(9.76%) of the managers agree with the statement 20(12.42%) of the respondent who consist of 16(13.33%) of the employees and 4(9.76%) of the managers have no opinion on the issue raised above. On the other hand 81(50.31%) of the respondent who composed of 54(45%) of the employees and 27(65.85%) of the managers disagree and 11(6.83%) of the respondents who composed of 8(6.67%) of the employees and 3(7.32%) of the managers strongly disagree with the idea of the statement.

From the above information it is possible to say that the contribution of individuals and groups is not well integrated with the broad organizational goals.

3.5 The implementations of PBM system

Table No 11
How is PBM Introduced?

S. N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	The introduction of performance management in your organization is well throughout with great attention and followed up by managers at each level										
	a) Employees	20	16.67	55	45.83	15	12.50	20	16.67	10	8.33
	b) Managers	1	2.44	30	73.17	1	2.44	8	19.51	1	2.44
	Total	21	13.04	85	52.80	16	9.94	28	17.39	11	6.83
2	In your organization, performance management is										

	starting to be introduced at the top management										
	a) Employees	24	20	85	70.80	7	5.83	3	2.50	1	0.83
	b) Managers	1	2.44	32	78.05	2	4.88	5	12.90	1	2.44
	Total	25	15.53	117	72.17	9	5.59	8	4.97	2	1.24
3	Your organization conduct a pilot test for a specific/certain aspect of a work unit to test a designed framework of performance management.										
	a) Employees	25	20.83	85	70.83	7	5.83	2	1.67	1	0.83
	b) Managers	2	4.88	31	75.61	5	12.20	2	4.88	1	2.44
	Total	27	16.77	116	72.05	12	7.45	4	2.48	2	1.24
4	Briefing paper were prepared and distributed to describe the objectives and benefits of performance management for both managers and employees										
	a) Employees	13	10.83	56	46.67	25	20.83	20	16.67	6	5
	b) Managers	0	0	30	73.17	1	2.44	8	19.51	2	4.88
	Total	13	8.07	86	53.42	26	16.15	28	17.39	8	4.97

The responses obtained in the above Table No 11 help us to understand whether the performance management introduced in a way to assist us to establish firmly the system in to bring improvement in performance in the long run?

In Table 11 SN1, 11(6.8%) of the respondents who consist of 10(8.33%) of the employees and 1(2.44%) of the managers strongly agree and 28(17.39%) of the respondents who consist of 20(16.67%) of the employees and 8(19.51%) of the managers agree with the idea of the statement which says” the introduction of performance management in your organization is well thought out with great attention and followed up by managers at each level.” 16(9.94%) of the respondents who composed of 15(12.50%) of the employees and 1(2.44%) of the managers have not any opinion. 85(52.80%) of the respondent who composed of 55(45.83%) the employees and 30(73.17%) of the managers disagree and 21(13.04) of the respondent which composed of 20(16.67%) of the employees and 1(2.44%) of the managers strongly disagree with the idea of the statement shown above.

In the same Table SN 2, 2(1.24%) of the respondents who composed of 1(0.83%) of the employee and 1(2.44%) of the managers strongly agree and 8(4.97%) of the respondent who consist of 3(2.50%) of the employees and 5(12.20%) of the managers agree to the statement

shown in Table No 9 sn2 which needs to know whether the performance management start to introduce from the top management. On the other hand 9(5.59%) of the respondents who composed of 7(5.83%) of the employees and 2(4.88%) of the managers do not have any opinion. 117(72.67%) of the respondents who consist of 85(70.83%) of the employees and 32(78.05%) of the managers disagree and 25(15.53%) of the respondents who consist of 24 (20%) of the employees and 1(2.44%) of the managers strongly disagree with the ideas that presented in table 11 SN2.

In the same Table SN 3, 2(1.24%) of the respondents who consist of 1(0.83%) of the employees and 1(2.44%) of the managers strongly agree and 4(2.48%) of the respondents who consists of 2(1.67%) of the employees and 2(4.88%) of the managers agree to the idea that the organization conduct the pilot test before fully implement the performance management system. On the other hand 12(7.45%) of the respondents who constitute 7(5.83%) of the employees and 5(12.20%) of the managers have no opinion. 116(72.05) of the respondents who consist of 85(70.83) of the employee and 31(75.61%) of the managers disagree and 27(16.77%) of the respondent which consists of 25(20.83%) of the employees and 2(4.88%) of the managers strongly disagree with the idea stated above.

When we look at the same Table SN4, 8(4.97%) of the respondents who composed of 6(5%) of the employees and 2(4.88%) of the managers strongly agree and 28(17.39%) of the respondents who consists of 20(16.67%) of the employees and 8(19.51%) of the managers agree with the distribution of the briefing papers which may help to create awareness and facilitate the implementation process in the long run. Whereas 26(16.15%) of the respondents who consists of 25(20.83%) of the employees and 1(2.44%) of the managers do not have any opinion. 86(53.42%) of the respondents who consists of 56(46.67%) of the employees and 30(73.17%) of the managers disagree and 13(8.07%) of the respondents who consist of 13(10.83%) of the employees and none of the management groups strongly disagree with the issue that raised above.

According to the information we obtain from Table No 11 and the presentation that followed the majority of the respondents did not agree the introduction of a well thought out PBM

system. Therefore, we can say that the performance management introduced is not well thought out and not given attention by managers. No serious attention is given to the implementation process. But to establish the system firmly and to bring change in performance great attention and follow up by managers is essential.

Table No 12
How performance and Development Plan is Prepared?

S · N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	Managers at each level make clear what is expected from the organization teams and employees understand and agree to and approve the expectations.										
	a) Employees	15	12.5	38	31.67	24	20	29	24.17	14	11.67
	b) Managers	4	9.76	23	56.10	6	14.63	4	9.76	4	9.76
	Total	19	11.80	61	37.88	30	18.65	33	20.50	18	11.18
2	Organizations, teams and individual performance and development plans are well prepared with the participation and agreement of all the concerned parties, the plan is directly tied with the broad organization mission and strategic performance objectives.										
	a) Employees	18	15	62	51.67	14	11.67	19	15.83	17	5.83
	b) Managers	2	4.88	23	56.10	6	14.63	5	12.20	5	12.20
	Total	20	12.42	85	52.80	20	12.42	24	14.91	12	7.45
3	Performance plans are adjusted based on the prevailing conditions i.e. change in the organization environment										
	a) Employees	15	12.50	83	69.17	15	12.50	5	4.17	2	1.67
	b) Managers	1	2.44	30	73.17	4	9.76	5	12.20	1	2.44
	Total	16	9.94	113	70.19	19	11.80	10	6.32	3	1.86

Here under the researcher try to survey how effective the process of implementation is? One of the major component/element of performance management is performance and development plan. How the performance and development plan is prepared and effected for organization, teams and individuals?

The responses from Table No 12 help us to know how the components of performance management are implemented. In the Table S.N 1 managers and employees asked whether they agree or not with the expectations from the organization, teams and employees make clear to them. For this question 18(11.18%) of the respondents who comprise of 14(11.67%) of the employees and 4(9.76%) of the managers express their strong agreement and 33(20.50%) of the respondents who composed of 29(24.17%) of the employees and 4(9.76%) of the managers agree to the idea in S.N 1. 30(18.63%) of the respondents who composed of 24(20%) of the employees and 6(14.63%) of the managers do not have any opinion. 61(37.88%) of the respondents who composed of 38(31.67%) of the employees and 23(56.10%) of the managers disagree and 19(11.80%) of the respondent who consist of 15(12.5%) of the employees and 4(9.76%) of the managers strongly disagree to the statement presented in the Table No 12 S.N 1.

In the same table SN 2, 12(7.45%) of the respondents who composed of 7(5.83%) and 5(12.20%) of the managers strongly agree and 24(14.91%) of the respondent who consists of 19(15.83%) of the employees and 5(12.20%) of the managers agree to the statement which says "Organizations, teams and individual performance and development plans are well prepared with the participation and agreement of all the concerned parties, the plan is directly tied with the broad organization mission and strategic performance objectives", 20(12.42%) of the respondents who consists of 14(11.67%) of the employees and 6(14.63%) of the managers have no any opinion 85(52.80%) of the respondents who consists of 62(51.67%) of the employees and 23(56.10%) of the managers disagree and 20(12.42%) of the respondents who consists of 18(15%) of the employees and 2(4.88%) of the managers strongly disagree to the idea stated in SN.2 of the Table.

On S.N. 3 of the same Table 3(1.86%) of the respondents who composed of 2(1.67%) of the employees and 1(2.44%) of the managers strongly agree and 10(6.21%) of the respondents who consists of 5(4.17%) of the employees and 5(12.20%) of the managers agree with the adjustment of the performance plan with the change in the organization environment 19(11.80%) of the respondents who consists of 15(12.50%) of the employees and 4(9.76%) of the managers have not given their opinion. 113(70.19%) of those who respond for the

questionnaire composed of 83(69.17%) of the employees and 30(73.17%) of the managers disagree and 16(9.94%) of the respondents who composed of 15(12.50%) of the employees and 1(2.44%) of the managers strongly disagree to the adjustment of the performance and development plan with the change in the organization environment.

From the information above it is possible to say that the performance plan is not adjusted due to a change in the organization environments which hinder the organization to respond for the needs of the stakeholders.

Table No 13

Interim Coaching and Progress Review

S. N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	The introduced performance management system creates an opportunity for both managers and employees to learn from their success, challenges and problems that they face in their day to day work.										
	a) Employees	12	10	63	52.50	19	15.83	17	14.17	9	7.50
	b) Managers	1	2.11	17	41.46	12	29.27	7	17.07	4	9.76
	Total	13	8.07	80	49.69	31	19.25	24	14.91	13	8.07
2	Managers address the performance gap, i.e. if performance does not meet desired performance standards, managers take actions which includes, for example, coaching, mentoring, formal training etc.										
	a) employees	11	9.17	80	66.67	11	9.17	11	9.17	7	5.83
	b) managers	2	4.88	22	53.66	10	74.39	4	9.76	3	7.32
	Total	13	8.07	102	63.35	21	13.04	15	9.32	10	6.21

Table No 13 seeks information about the interim coaching and the progress review in the implementation process of performance management in Addis Ababa Education Bureau.

SN.1 in Table 13 seeks to know whether employees and managers agree or not to the implementation process which creates an opportunity to learn from the success, challenges and problems that they face in their day to day work. 13(8.07%) of the respondents who consist of 9(7.50%) of the employees and 4(9.76%) of the managers strongly agree and

24(14.91%) of the respondents who consist of 17(14.17%) of the employees and 7(17.07%) of the managers agree. 31(19.25%) of the respondents who consist of 19(15.83%) of the employees and 12(29.27%) of the managers have no opinion. 80(49.69%) of the respondents who consists of 63(52.50%) of the employees and 17(41.46%) of the managers disagree and 13(8.04%) of the respondents who consist of 12(10%) of the employees and 1(2.44%) of the managers strongly disagree to the statement put in SN1.

On SN 2 of the Table 10(6.211%) of the respondents who composed of 7(5.83%) of employees and 3(7.3%) of the managers strongly agree and 15(9.32%) of who 11(9.17%) of employees and 4(9.76%) of the managers agree to the idea that managers address the performance gap. 21(13.04%) of the respondents who composed of 11(9.17%) of the employees and 10(24.39%) of the managers have no opinion. On the other hand 102(63.35%) of the respondents who comprise of 80(66.67%) of employees and 22(53.66%) of managers disagree and 13(8.07%) of the respondents who comprises of 11(9.17%) of employees and 2(4.88%) of managers strongly disagree to the issue raised in the table.

Form the opinion of the majority of the respondents; it is possible to understand the introduced performance management system in Addis Ababa Education does not create the opportunity for both employees and managers to learn from their successes, challenges and problems. Managers also did not properly address the performance gap, i.e. when performance did not meet established standards managers did not take immediate actions like coaching, mentoring, formal training etc. The implementation process could not incorporate and well considered the interim coaching as a major component of performance management.

Table No 14
Conducting performance appraisal and development review

S. N	Survey Question	Responses									
		Strongly disagree		Disagree		No opinion		Agree		Strongly agree	
		No	%	No	%	No	%	No	%	No	%
1	Managers well understand and implement the performance appraisal with in the frame work of performance management as a										

	summary of a continuous dialogue between managers and employees about employees performance.										
	a) Employees	11	9.17	90	75	8	6.67	6	5	5	4.17
	b) Managers	3	7.32	30	73.17	6	14.63	2	4.88	0	0
	Total	14	8.70	120	74.53	14	8.70	8	4.97	5	3.12
2	Managers well understand and implement the performance review meeting as a mechanism by which they can improve performance and as developmental for employees.										
	a) Employees	10	8.33	100	83.33	6	5	3	2.50	1	0.83
	b) Managers	2	4.88	30	73.17	8	19.51	1	2.44	0	0
	Total	12	7.45	130	0.75	14	8.70	4	2.48	1	0.62
3	Managers at all levels conduct continuous observations and measurements for the reason behind to improve performance.										
	a) Employees	16	13.33	91	75.83	3	2.50	5	4.17	5	4.17
	b) Managers	3	7.32	30	73.17	6	14.43	1	2.44	1	2.44
	Total	19	11.80	121	75.16	9	5.59	6	3.73	6	3.73

Table No 14 seeks to know whether the performance appraisal and development review conducted in a manner that improves performance. SN 1 of the table seeks to know whether managers and employees agree to the implementation of performance appraisal in the framework of performance management which should have conducted as a summary of a continuous dialogue between managers and employees performance. For this 5(3.12%) of the respondents who consists of 5(4.17%) of employees and none of the managers say strongly agree and 8(4.97%) of the respondents who consist of 6(5%) of employees and 2(4.88%) of managers disagree. 14(8.70%) of the respondents who consist of 8(6.67%) of employees and 6(14.63%) of managers have no opinion. 120(74.35%) of the respondents who consist of 90(75%) of the employees and 30(73.17%) of the managers say disagree and 14(8.70%) of the respondents out of which 11(9.17%) of the employees and 3(7.32%) of the managers say strongly disagree.

In SN 2 the managers and employees were asked whether they agreed or not to the performance review conducted that bring future performance improvement. On this 1(0.62%) of the respondents who consist of 1(0.83%) of the employees and none of the managers say

strongly agree and 4(2.48%) of the respondents who consist of 3(2.50%) of the employees and 1(2.44%) of the managers say agree. 14(8.70%) of the respondent 6(5%) of whom are employees and 8(19.51%) of whom are managers say no opinion. 130(80.75%) of the respondents who composed of 100(83.33%) of the employees and 30(73.17%) of the managers say disagree and 12(7.45%) of the respondents who consists of 10(8.33%) of the employees and 2(4.88%) of the managers say strongly disagree.

SN 3 of the Table seeks to know whether managers and employees well understand the secret behind continuous observations and measurement. They requested to express whether they agree or not on the reason how their managers conduct continuous observation and measurement is to improve performance For this 6(3.73%) of the respondents who consist of 5(4.17%) of the employees and 1(2.44%) of the managers say strongly agree and 6(3.73%) of the respondents who consist of 5(4.17%) of the employees and 1(2.44%) of the managers says agree. 9(5.59%) of the respondents who consist of 3(2.50%) of the employees and 6(14.63%) of the managers say no opinion. 121(75.16%) of the respondents who composed of 91(75.83%) of the employees and 30(73.17%) of the managers say disagree and 19(11.80%) of the respondents who consist of 16(13.33%) of the employees and 3(7.32%) of the managers say strongly agree.

From this we can understand that there is no clear understanding how performance appraisal should be conducted in the framework of performance management. It is not considered as a component of the process of performance management. Due to this performance review is not conducted in a way which can improve future performance and developmental for employees. Performance review is not yet conducted in the framework of performance management, in the head office of Addis Ababa Education Bureau, as did the schools which are selected as samples.

3.6 Results of the implementations of the PBM system in AAEB

Table No 15
Results of the Implementation of the Performance based Management?

S. N	Survey Question	Respondent							
		Yes		No Opinion		No		to some extent	
		No	%	No	%	No	%	No	%
1	Do you believe that the performance management system that was lately introduced in you organization has improved the performance of employees?								
	a) Employees	11	9.17	6	5	71	59.57	32	26.67
	b) Managers	8	19.51	9	21.95	20	48.78	4	9.76
	Total	19	11.80	15	9.32	91	56.52	36	22.36

The responses given in Table 15 reveal that fort 19(11.80%) of the respondents who constitute 11(9.17%) of the employee and 8(19.5%) of the managers say the performance management system has improved the performance of employees and 15(9.32%) of the respondents who constitute 6(5%) of the employees and 9(21.95%) of the managers do not know. 91(56.52%) of the respondents who constitute 71(59.57%) of the employees and 20(48.78%) of the managers say that it has not improved performance. The rest of the respondent 36(22.36%) who constitute 32(26.67%) of the employees and 4(9.76%) of the managers say that it has improved to some extent. From this we can understand that the majority of the respondents believed in the performance management system which lately introduced in Addis Ababa Education Bureau has not improved the performance of employees.

Reasons forwarded by the respondent why the performance based management that is lately introduced has not improved the performance of employees includes the following.

1. The previous appraisal system influences both the managers and employees the way they behave and implement the performance management system.
2. There is no organ or specialist in the area of performance management who assists guides and supports the implementation process.
3. Both employees and managers lack the necessary commitment needed to introduce and establish the system.

4. Managers' lack of motivation to implement the performance based management.
5. Most of the managers and employees have no clear understanding of the principles and objectives of the performance management system.
6. There were no consistency and continuity in the implementation of the system.
7. The performance management frame work is not appropriately designed in a way that reflects our organizational culture. It is simply imported, it needs to be adapted. That is why employees are frustrated and did not support the implementation process.
8. Managers do not create the opportunity for sufficient employees' participation in the preparation and implementation of the performance and development plan.
9. The leadership does not take a follow up action. Performance and development plan is not prepared on time. There is no appropriate implementation; rather it is taken as a formality. The leadership does not focus on the major organizational issues.
10. The implementation process does not give due attention for employees development.

According to the respondents opinion the introduction and implementation of PBM has not improved performance. This is due to a lack of well understanding of the designed system, lack of strong follow up by managers, insufficient participations of employees in preparing the performance plan and the inappropriateness of the introduced system for the existing organizational culture. The system introduced should need some modification to fit for the organization culture of the bureau. The system that was designed to implement is not also implemented as it is designed because of the reasons mentioned above.

- For a proper implementation of performance management in order to achieve its ultimate objective, i.e. to improve service delivery respondents suggest the following to be carried out by the organization:
 - 1) Managers should create opportunity for a wide participation of employees in every activities of performance management.

- 2) Continuous and wider training programs should be prepared and imparted in order to enable managers understand the principles, objectives and benefits of performance management.
- 3) Managers should be a change agent and therefore they should lead a change by providing both positive and negative rewards.
- 4) The Addis Ababa Education Bureau and the parts under it should create an organ which would be responsible for providing technical support and to direct and guide the proper implementation of performance management system.
- 5) The attitudes, commitment, time concept and other cultures of both employees and managers should be changed.
- 6) It is not possible to measure most of the results obtained by the public organizations. Therefore, it is better to find another way of measuring performance.
- 7) The performance management frame work which is introduced now needs to be totally replaced by the new frame work. If it is not possible to replace by the new frame work it is better to adapt, at least, with a system which is simple, understandable and developmental.
- 8) The relation between employees and managers should be as a colleague not as master and servant.

CHAPTER FOUR

Summary and Recommendations

4.1 Summary of the findings

The objectives of the present research were to identify the major problems, challenges and limitation in implementing the performance based management in Addis Ababa Education, and to know the reason behind the problems and to recommend the possible solutions for the identified problems. To achieve the objectives of the research the research questions were formulated.

In order to answer the basic research questions appropriate data collection methods were employed. The main data collection tools used in this research was questionnaires and document analysis. Questionnaires were prepared for both managers and employees in the head office and in sample schools. The collected data were analyzed by using percentage. Documents gathered from the head office and sample schools were also used to support to substantiate the findings. The main documents which were used are the employees' performance plan and the formats which are used for performance review. Therefore the following findings are based on the above data sources. The findings areas listed below:

- i. There was no strong awareness creation program and preparation for the implementation of the performance based management. As the findings show sufficient training was not provided to managers to enable them to understand the principles and objectives of performance based management. And the training could not enable them to prepare and implement the system very well in their work unit. Employees also did not well understand the benefit and objectives of the performance based management. The few trainings which were provided were not evidencing the comprehensive nature of the performance management. And mostly focus on how to measure performance. The measurement component is of excessive concern.
- ii. As the findings show many managers and employees understand performance management as a better mechanism of controlling employees rather than its

basic assumptions of (stretching individuals effort) achieving results through employee development.

- iii. The leadership should be committed and should exhibit unreserved effort for the introduction and implementation of the system. And the workers also should support and understand the system very well. But the findings show both managers and employees are not committed to the introduction and implementation of the performance management system in the organization.
- iv. Performance based management should not be imposed from the authorities above. It should create mutual understanding and cooperation between the management and employees. It should not be politicized. It should be developmental. But the research findings show in Addis Ababa Education system (including all public organizations in the city) the performance management imposed by the authorities above. That is why it is politicized too.
- v. The findings show that there is no sufficient involvement of the stakeholders. Managers did not allow a sufficient involvement of employees and other stakeholders in the preparation and development of performance plan.
- vi. The organization does not have a well thought out strategic plan. Performance management should start from the strategic plan of the organization. The strategic plan should be cascaded down until it reach individuals performance and development plan.
- vii. Managers should not establish an accountable department (organ) which guide, organize and communicate all employees and managers.
- viii. One of the components of performance based management is the performance and development plan. In the Addis Ababa Education System there is no a well thought out development plan. A performance plan without a development plan could not help to achieve the objectives of performance management. The performance plan without development plan or the imbalance between them leads the previous way of performance appraisals. This also leads a manager to be a judge, task master, assessor, critic and form filler rather than to be developer and managers of performance.

- ix. The strategic plan and a well thought out organizational goals are not developed. The strategic plan is the source for a well thought out organizational goal and therefore the organizations is unable to sufficiently associate individuals and group contribution to organizational goals.
- x. The performance management in Addis Ababa Education System seems to be hastily implemented with out proper preparation. The system introduced was not in a way which enables to bring performance improvement in the long run. The implementation process did not take place step by step, that is, there was not a pilot test for a specific/certain aspect of a work unit to test the design framework of the system.
- xi. There is not a well developed appropriate interim coaching and progress review. Mangers did not provide appropriate and on going feedback to individuals and teams on performance and development achievement. Due to this, the system could not create opportunity for both managers and employees to learn from their successes challenges, and problems which they face in their day to day work.
- xii. The performance management system that introduced is difficult, complex and challenging for managers.
- xiii. The implementation of performance management system did not design in a way which helps manager to address the performance gap.
- xiv. Mangers did not conduct the performance appraisal within the frame work of performance management as a summary of a continuous dialogue between managers and employees about employees' performance. There is not a continuous observation and measurements and there is no continuous feedback.
- xv. Performance review meetings are not used by managers as a mechanism by which they can improve performance of and develop the employees.
- xvi. The performance management that was lately introduced has not improved the performance of employees. Due to this the performance of organization and its service delivery have not improved as a result of the implementation of the performance management system.

The findings show us that the introduced system and the way it is introduced and implemented have a deficiency. The deficiency can be corrected and improved with continuous researches and studies. The present research recommends the followings for proper implementation of the system.

4.3 Recommendations

To improve the implementation process and to maximize the benefit from performance management, the Addis Ababa Education Bureau should take remedial actions for the problems that encounter the system.

1. To enable managers and employees well understand the performance management a continuous and intensive training by able and professionals should be given. The principles and objectives should be made very clear to both managers and employees.
2. Managers should know what they should do with respect to performance management. They should implement performance management as a means to achieve organization objectives through improving individuals' performance. Managers should also play the major role for the success of the program. They should first be committed to introduce the system in their work unit and also must work hard to convince workers under their supervisions to be supporters of the system.
3. Greater emphasis should not be given to the specification of tasks and measurement because the major objective of performance management is not to measure achievement rather to improve it.
4. A strategic plan of the organization should be prepared with participation of all the concerned parties. It should be cascaded down until it reaches to the individuals. This should be the basis for the development of performance and development plans which would enable to integrate groups and individuals' effort with organization goals.
5. The performance management should make a balance between performance plan and development plan.

6. The performance management should be introduced in a way that helps to establish the system to bring change in performance, that is, implementation should start from the top management and a pilot test should be done first before it is fully implemented.
7. To make the system fruitful, managers should provide appropriate ongoing feed back with respect to employees' and teams' performance and development achievements.
8. Managers should conduct a performance appraisal and development review within the framework of performance management. The main purpose of the performance appraisal and development review should be to improve future performance.
9. The frame work of performance management should be revised and adjusted to suit with context of every organization and work unit. It should be seen as a means and not an end by itself.

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Appendix 1. Questionnaire for Managers

Addis Ababa University
School of Graduate Study
Faculty of Business and Economics
Department of Public Administration and Development management

Questionnaire to be filled by managers (team leaders, department heads, service heads and school directors and deputy directors).

Dear participants,

The objectives of this questionnaire is to gather data, which may help to study the challenges, problems and limitations that are faced in the introduction and implementations of the performance based management in Addis Ababa Civil Service, taking Addis Ababa Education Bureau as a case.

You are not supposed to write your name. All information is being sought for the intended use and shall be kept strictly confidential. Thank you for your cooperation.

I. Personal Profile of the respondent

Please tick mark on your appropriate responses.

1.1 **Sex:** male _____ Female _____

1.2 **Age:** 20-30 _____ 31-40 _____ 41-50 _____ 51-60 _____

1.3 **Work experience in years:** 1-5 _____ 6-10 _____ 11-15 _____ 16 and above _____

1.4 **Educations:** PhD _____ M.A/M.SC _____ B.A/B.SC _____

Diploma _____ Certificate _____

1.5 **Job position:** Department head _____ Service head _____ Team leader _____

School Director _____ School Deputy Director _____

II Survey Questions

1. Awareness and understanding of the performance Management System

The following section seeks to identify the level of managers' commitment to introduce and maintain the system, the amount of training provided and the freedom to act on their ways to achievement.

Please, tick on No.1 if you strongly disagree; No.2 if you disagree; No.3 if you do not have opinion; No.4 if you agree; No.5 if you strongly agree.

S.N	Survey Questions	1	2	3	4	5
	Training					
1	Sufficient training is provided for each level of managers which enable them to understand the benefit and how to craft and introduce the performance management system.					
2	Most of the trainings are vague and can't help managers well to do with the principles and objectives of performance management.					
3	Most of the trainings are focused on how to prepare performance measurement leaving aside other elements of performance management.					
4	Many managers understand performance management as a better mechanism of controlling employees rather than its basic assumptions of (stretching individuals' effort) achieving results through employee development.					
	Commitment					
5	Every employee has given strong support and commitment for the introduction and implementation of the performance management system.					
	The freedom to act					
6	The higher authorities initiated and ordered the introduction and implementation of the performance management in the organization of all the civil service.					
7	Performance management is highly politicised and considered as the duties of the politically appointed bosses. The technical parts put aside and those who involve actively are considered as the supporters and members of the ruling party.					

2.Introducing and developing a performance management framework

The following section seeks to identify the roles played by managers, the procedures and principles that followed in developing the performance management framework.

S.N	Survey Questions	1	2	3	4	5
	Managers' roles					
8	The Management at any time in each level was taking care of in the involvement of all the stakeholders.					
9	There was a well-prepared strategic plan, which is prepared with the involvement of all the concerned parties.					
10	All managers at all levels make clear to employees under their supervisions what is expected to achieve, how can it be achieved and how can employees improve on the job when they should do a good job.					
11	There is an accountable department or organ in guiding, organizing, communicating, all employees and managers the benefit and the genuine commitment to the process of performance management.					
12	Most of the managers should not only understand the performance management in the organization focused on the performance of employees but it also focused on the performance of organization, department, process, programs, services to internal customers, projects and teams.					
	The development of performance management framework					
13	There is a well-understood performance management framework in the organization by both the employees and the managers.					

S. N	Survey Questions	1	2	3	4	5
	Development and contents of performance and development plan					
14	The performance and development plan is well prepared for the organization, teams and employees.					
15	Well thought out organizational goals are developed and associated with organizational results in terms of units of performance.					
16	The performance plans prepared for each specify clearly the desired results for the organizations, teams and individuals.					
17	It is checked in the performance plan, whether the content of individuals' or teams' results contribute to the organizational results.					
18	In the development of the performance plan it is well considered that the priority areas of the desired results of the organization, teams and individuals.					
19	In the performance plan, the first level measures are clearly identified in order to help us to evaluating and how organization, teams and individuals desired results were achieved.					
20	In the performance plan there are clear standards in order to help evaluating how well the organization, teams or individuals desired results were achieved.					
21	A performance and development plan is well documented by both the managers and employees.					

S. N	Survey Questions	1	2	3	4	5
	Introducing Performance management					
22	The introduction of performance management in your organization is well thought out with great attention and followed up by managers at each level.					
23	In your organization, performance management is starting to be introduced at the top management.					
24	Your organization conducts a pilot test for a specific /certain aspect of a work unit to test the designed framework of performance management.					
25	Briefing papers were prepared and distributed to describe the objectives and benefits of performance management for both managers and employees.					

3. Implementation of the performance management systems in the organization

The following section seeks to investigate the process of implementation taking in to account the major components or elements of the performance management.

S. N	Survey Questions	1	2	3	4	5
	Issues related to performance and development plan					
26	Managers at each level make clear what is expected from the organization, team and employees and employees understand and agree to and approve the expectations.					
27	Organizations, teams and individual performance plans are well prepared with the participation and agreement of all stakeholders, which are directly, tied with the broad organization mission and strategic performance objectives.					
28	Performance plans are adjusted based on the prevailing conditions, i.e. change in the organization environment.					

S. N	Survey Questions	1	2	3	4	5
	Issues related to interim coaching and progress review					
29	The introduced performance management system creates an opportunity for both managers and employees to learn from their success, challenges and problems that they face in their day to day work.					
30	Managers address the performance gap, i.e if performance doesn't meet desired performance standards; managers take actions which includes, for example, coaching, mentoring, formal training etc.					
	Issues related to performance appraisal and development review					
31	Managers well understand and implement the performance appraisal within the framework of performance management as a summary of a continuous dialogue between managers and employees about employees' performance.					
32	Managers well understand and implement the performance review meeting as a mechanism by which they can improve performance and as developmental for employees.					
33	Managers at all levels conduct continuous observations and measurements for the reason behind to improve performance.					

34. Do you believe that the performance management system that was lately introduced in your organization has improved the performance of employees?

35.If your answer is no what are the reasons behind it?

36. What is to be done to properly implement performance management with its ultimate objectives to improve service delivery?

37. If you have any additional information, please state it.

Thank You Very Much

Appendix 2. Questionnaire for Employees

Addis Ababa University
School of Graduate Study
Faculty of Business and Economics
Department of Public Administration and Development management

Questionnaire to be filled by employees (experts, high school teachers and primary school teachers).

Dear participants,

The objectives of this questionnaire is to gather data, which may help to study the challenges, problems and limitations that are faced in the introduction and implementations of the performance based management in Addis Ababa Civil Service, taking Addis Ababa Education Bureau as a case.

You are not supposed to write your name. All information is being sought for the intended use and shall be kept strictly confidential. Thank you for your cooperation.

I. Personal Profile of the respondent

Please tick mark on your appropriate responses.

1.1 **Sex** : male _____ Female _____

1.2 **Age**: 20-30 _____ 31-40 _____ 41-50 _____ 51-60 _____

1.3 **Work experience in years**: 1-5 _____ 6-10 _____ 16 and above _____

1.4 **Educations**: PhD _____ M.A/M.SC _____ B.A/B.SC _____

Diploma _____ Certificate _____

1.5 **Job position**: expert _____ high school teacher _____

primary school teacher _____

II Survey Questions

1. Awareness and understanding of the performance Management System

The following section seeks to identify the level of employees' understanding and commitment to introduce and maintain the system and the amount of training provided.

Please, tick on No.1 if you strongly disagree; No.2 if you disagree; No.3 if you do not have opinion; No.4 if you agree; No.5 if you strongly agree.

S.N	Survey Questions	1	2	3	4	5
	Training					
1	Sufficient training is provided for employees to understand the benefit and objectives of the performance management system.					
2	Most of the trainings are focused on how to prepare performance measurement leaving aside other elements of performance management.					
3	Many employees still understand performance management as a mechanism by which superiors imposed strict control on employees rather than its basic assumptions of (stretching individuals' effort) achieving results through employee development.					
	Commitment					
4	The leadership at each level exhibit unreserved effort and commitment for the introduction and implementation of the performance management system.					

2.Introducing and developing a performance management framework

The following section seeks to identify the roles played by managers, the procedures and principles that followed in developing the performance management framework.

S.N	Survey Questions	1	2	3	4	5
	Managers roles					
5	The Management at any time in each level is taking care of in the involvement of all the employees.					
6	There is a well-prepared strategic plan, which is prepared with the involvement of all the concerned parties.					
7	Your manager makes clear to you what is expected to achieve, how could it be achieved and how could you improve on the job when you should do a good job.					
8	There is an accountable department or organ in guiding, organizing, communicating, all employees and managers the benefit and the genuine commitment to the process of performance management.					
9	Most of the managers understand the performance management in the organization should not only focused on the performance of employees but it also focused on the performance of organization, department, process, programs, services to internal customers, projects and teams.					
	The development of performance management framework					
10	There is a well-understood performance management framework in the organization by both the employees and the managers.					

S. N	Survey Questions	1	2	3	4	5
	Development and contents of performance and development plan					
11	The performance and development plan is well prepared for the employees.					
12	Well thought out organizational goals are developed and associated with organizational results in terms of units of performance.					
13	The performance plans prepared for employees specify clearly the desired results for the individuals.					
14	It is checked in the performance plan, whether the content of individuals' results contribute to the organizational results.					
15	In the development of the performance plan it is well considered that the priority areas of the desired results of the individuals.					
16	In the performance plan, the first level measures are clearly identified in order to help us to evaluating and how organization, teams and individuals desired results were achieved.					
17	In the performance plan there are clear standards in order to help evaluating how well the individuals desired results were achieved.					
18	A performance and development plan is well documented by both the managers and employees.					

S. N	Survey Questions	1	2	3	4	5
	Introducing Performance management					
19	The introduction of performance management in your organization is well thought out with great attention and followed up by managers at each level.					
20	In your organization, performance management is starting to be introduced at the top management only.					
21	Your organization conducts a pilot test for a specific /certain aspect of a work unit to test the designed framework of performance management.					
22	Briefing papers were prepared and distributed to describe the objectives and benefits of performance management for both managers and employees.					

3. Implementation of the performance management systems in the organization

The following section seeks to investigate the process of implementation taking in to account the major components or elements of the performance management.

S. N	Survey Questions	1	2	3	4	5
	Issues related to performance and development plan					
23	Managers at each level make clear what is expected from the employees and employees understand and agree to and approve the expectations.					
24	Employees' performance plans are well prepared with the participation and agreement of all employees, which are directly, tied with the broad organization mission and strategic performance objectives.					
25	Employee's performance plans are adjusted based on the prevailing conditions, i.e. change in the organization environment.					

S. N	Survey Questions	1	2	3	4	5
	Issues related to interim coaching and progress review					
26	The introduced performance management system creates an opportunity for both managers and employees to learn from their success, challenges and problems that they face in their day to day work.					
27	Your manager addresses your performance gap, i.e if your performance doesn't meet desired performance standards; he/she takes actions which includes, for example, coaching, mentoring, formal training etc.					
	Issues related to performance appraisal and development review					
28	Your manager well understand and implemented the performance appraisal within the framework of performance management as a summary of a continuous dialogue between him/her and you about your performance.					
29	Managers well understand and implement the performance review meeting as a mechanism by which they can improve performance and as developmental for employees.					
30	Your manager conducts continuous observations and measurements for the reason behind to improve your performance.					

31. Do you believe that the performance management system that was lately introduced in your work unit has improved the performance of employees?

32. If your answer is no what are the reasons behind it?

33. What is to be done to properly implement performance management with its ultimate objectives to improve service delivery?

34. If you have any additional information, please state it.

Thank You Very Much

Appendix 3. Amharic version of questionnaire for employees

**በአዲስ አበባ ዩኒቨርሲቲ
የድህረ ምረቃ ፕሮግራም
የኢኮኖሚክስና የቢዚነስ ፋካልቲ
የፕቦሊክ አድሚኒስትሬሽንና ልማት አስተዳደር ዲፓርትመንት**

ይህ መጠይቅ በሰራተኞች /ኤክስፐርቶች፣ በሁለተኛ ደረጃና በመጀመሪያ ደረጃ መምህራን/ እንዲሞላ የተዘጋጀ ነው።

የዚህ መጠይቅ ዋናኛ ዓላማ በአሁኑ ወቅት በአዲስ አበባ ሲቪል ሰርቪስ በተለይም በአዲስ አበባ ከተማ አስተዳደር ትምህርት መዋቅር የተጀመረውን የስራ አፈጻጸም አመራር ከመተግበር አንፃር ያጋጠሙ ችግሮችን፣ ፈታን ሁኔታዎችንና ያሉበትን ችግሮች ለማጥናት የሚያስችሉ መረጃዎችን ለማሰባሰብ ነው።

ክቡራን የዚህ መጠይቅ ተሳታፊዎች፣በዚህ መጠይቅ አማካይነት የተገኙ መረጃዎች ከታለመላቸው ዓላማ ውጪ ለምንም ተግባር የማይውሉና በሚስጥር የሚያዙ ናቸው። መጠይቁን በሚሞሉ ጊዜ ስሞን መፃፍ አያስፈልጎትም።

ስለተባበሩኝ አመሰግናለሁ፤

ክፍል አንድ፣ ግላዊ መረጃዎች

ለእርሶዎ ትክክል በሆነው አቅጣጫ ላይ ምልክት ያድርጉ

- 1.1 ጾታ፣ ወ----- ሴ.....
- 1.2 ዕድሜ፣ ከ20 30..... ከ31-40..... ከ41-50..... ከ51-60.....
- 1.3 የስራ ልምድ በአመት ከ1-5..... ከ6-10..... ከ11-15.....ከ16 በላይ.....
- 1.4 የትምህርት ደረጃ፣ ፒ.ኤች.ዲ..... ማስተርስ.....ባችለር.....
ዲፕሎማ..... ሰርተፊኬት.....
- 1.5 ያሉበት የስራ መደብ ኤክስፐርት..... የሁለተኛ ደረጃ መምህር.....
የመጀመሪያ ደረጃ መምህር..... ሌላ.....

II ከጥናቱ ጋር የተያያዙ ጥያቄዎች

1. ግንዛቤንና አረዳድን በተመለከተ

በቀጣዩ ክፍል የምናያቸው ጥያቄዎች የስራ አፈፃፀም አመራርን በመ/ቤቱ ከመዘርጋትና ከመተግበር ጋር በተያያዘ የአመራሩን ቁርጠኝነት፣ የተሰጡ ስልጠናዎችን ሁኔታ ለመረዳት ነው።

ቀጥሎ ላሉ ጥያቄዎች እባክ የእርሶን አመለካከት የሚወክለው ላይ ምልክት ያድርጉ፣ በከፍተኛ ሁኔታ የማይስማሙበት ከሆነ ተ.ቁ 1፣ የማይስማሙበት ከሆነ ተ.ቁ 2፣ ምንም ሆኖም ሁሉም ከሌሎች ተ.ቁ 3፣ የሚስማሙበት ከሆነ ተ.ቁ 3 ወይም በከፍተኛ ሁኔታ የሚስማሙበት ከሆነ ተ.ቁ 5 ላይ ምልክት ያድርጉ።

ተ.ቁ	የጥናት ጥያቄዎች	1	2	3	4	5
	ስልጠናን በተመለከተ					
1	የስራ አፈፃፀም አመራር ዓላማና መሰረተ ሀሳብን በተመለከተ በቂ ስልጠና ለሰራተኞች ተሰጥቷል።					
2	የተሰጡ ስልጠናዎች ባብዛኛው ያተኩሩ የነበረው የስራ አፈፃፀምን መመዘን ላይ በመሆኑ ሌሎች የስራ አፈፃፀም አመራር ክፍሎችን (elements) ወደጎን የተዉ ነበሩ					
3	ብዙዎቹ ሰራተኞች እንደሚያምኑት የስራ አፈፃፀም አመራር የተከኸኸዘረጋው የበላይ አለቆች በስራቸው ያሉ ሰራተኞች ላይ ጥብቅ ቁጥጥርን ለመጫን እንዲረዳቸው እንጂ ሰራተኛው አቅሙን በማሳደግ የስራ ውጤቱንና የመ/ቤቱን የስራ አፈፃፀም ለማሻሻል አይደለም።					
	ቁርጠኝነትን በተመለከተ					
4	ሁሉም የመ/ቤቱ ሰራተኞች የስራ አፈፃፀም አመራር በመ/ቤቱ መዘርጋቱንና ተግባራዊ መደረጉን ከልብ የሚደግፉና በቁርጠኝነት የተሰለፉ ናቸው።					

2. የስራ አፈፃፀም አመራርን መዘርጋትና ማእቀፉን ማዘጋጀት በተመለከተ

ቀጣዩ የመጠይቁ ክፍል አመራሩ የስራ አፈፃፀም አመራርን ከመዘርጋትና ማእቀፉን ከማዘጋጀት አንጻር ስለሚጫወተው ሚናና በስራ አፈፃፀም አመራር ማእቀፍ ውስጥ በቅደም ተከተል ያሉ ያተገባበርና የመሰረተ ሀሳብ ችግሮችን ለመለየት ነው።

ተ.ቁ	የጥናት ጥያቄዎች	1	2	3	4	5
	የስራ አመራሩን ሚና በተመለከተ					
5	በየደረጃው የሚገኘው የስራ አመራር በስራ አፈፃፀም አመራር ረገድ ሰራተኛውን በሚገባ ያሳትፋል					
6	በመ/ቤቱ በሚገባ የታሰበበትና የሚመለከታቸውን ባለድርሻ አካላት ሁሉ ያሳተፈ የስትራቴጂክ እቅድ ተቀርጾ በስራ ላይ ውሏል።					
7	የእርሶ የስራ ክፍል ኃላፊ /አለቃዎ/ ከእርሶ በእቅድ ዘመኑ ስለሚጠበቀው የስራ ውጤት፣ ውጤቱ እንዴት ሊመጣ እንደሚችል፣ የእርሶም የስራ ውጤት እንዴት ሊሻሻል እንደሚችል በየጊዜው ግልጽ ያደርጉሉዎታል።					
8	በእርሶም መ/ቤት የስራ አፈፃፀም አመራርን ለመዘርጋትና ለመተግበር፣ አቅጣጫ የሚያመጣክት፣ የሚያደራጅና በኃላፊዎች ሰራተኞች መካከል መግባባትን የሚፈጥር ኃላፊነት የተሰጠው አካል ተዋቅሮ ይገኛል።					

ተ.ቁ	የጥናት ጥያቄዎች	1	2	3	4	5
9	ብዙዎቹ የሥራ ኃላፊዎች /አለቆች/ የሥራ አፈፃፀም አመራርን የሚያዩት የሥራ-ተኞችን ብቻ ሳይሆን የመ/ቤቱን፣የሥራ ክፍሉን፣የሥራ ሂደትን፣የተለያዩ ፕሮግራሞችንና አገልግሎቶችን የሚመለከትና ለማሻሻል እንደሚጠቅም አድርገው ነው።					
	የሥራ አፈፃፀም አመራር ማእቀፍ ማዘጋጀትን በተመለከተ					
10	የሥራ አመራሩና ሥራ-ተኞች በሚገባ የተገነዘቡት፣የተረዱት የሥራ አፈፃፀም አመራር በመ/ቤቱ ተዘርግቷል።					
	የሥራ አፈፃፀምና የሥራ-ተኞች መሻሻል /ልማት/ ዕቅድ ይዘትና ዝግጅትን በተመለከተ					
11	የሥራ አፈፃፀምና የሥራ-ተኞች መሻሻል /ልማት/ ዕቅድ ሳይነጣጠሉ ለእያንዳንዱ ሥራ-ተኛ በሚገባ ታስቦበት እንዲዘጋጅ ተደርጓል።					
12	በሚገባ የታሰበባቸውና ከመ/ቤቱ አጠቃላይ የሥራ ውጤት ጋር በቀጥታ ትስስር ያላቸው የመ/ቤቱ ግቦች ተዘጋጅተዋል።					
13	የሥራ-ተኞች የሥራ አፈፃፀም እቅድ ከእያንዳንዱ ሥራ-ተኛ ምን እንደሚጠበቅ በግልፅ የሚያሳዩ ከመሆናቸውም በላይ ከመ/ቤቱ ግቦች ጋር የተሳሰሩ ናቸው።					
14	የእያንዳንዱ ሥራ-ተኛ የሥራ አፈፃፀም እቅድ ይዘት ለመ/ቤቱ አጠቃላይ የሥራ አፈፃፀም ውጤት ሊኖረው የሚችለው አስተዋፆ በሁሉም ዘንድ በግልፅ ይታወቃል።					
15	የሥራ አፈፃፀም እቅድ ለሥራ-ተኞች በሚዘጋጅበት ጊዜ በሥራ-ተኛው የእቅድ አፈፃፀም ቅድሚያ የሚሰጣቸው ጉዳዮች በሚገባ ተጠነው ግምት ውስጥ አንዲገቡ ከመደረጉም በላይ ሥራ-ተኛውም ሆነ አመራሩ አውቀዋቸዋል።					
16	የተፈለገው ውጤት በሥራ-ተኛ ደረጃ፣በሥራ ክፍል ደረጃ ወይም በአጠቃላይ በመ/ቤት ደረጃ መገኘትና ያለመገኘቱን ለማረጋገጥ በሚያስችል መልኩ በሥራ አፈፃፀም እቅድ ዝግጅት ወቅት የመጀመሪያ ደረጃ መለኪያዎች በግልፅ እንዲቀመጡ ተደርጓል።					
17	በሥራ አፈፃፀም እቅዱ ውስጥ ግልፅ የሆኑ ደረጃዎች ወይም ስታንዳርድ የተቀመጡ በመሆኑ ሥራ-ተኛው የሥራ ውጤቱን በምን ያህል ደረጃ እንደፈፀመው ለመገመገም ያስችላል።					
18	የሥራ-ተኞች የሥራ አፈፃፀምና የመሻሻል /ልማት/ እቅድ በሥራ-ተኞችና በሥራ ኃላፊዎች /አለቆች/ በአግባቡ ተይዟል/ዶክመንት ተደርጓል/።					
	የሥራ አፈፃፀም አመራር በመ/ቤቱ መዘርጋትን በተመለከተ					
19	በእርሶዎ መ/ቤት የተዘረጋው የሥራ አፈፃፀም አመራር በሚገባ የታሰበበትና በሥራ አመራሩ ከፍተኛ ትኩረትና ክትትል የሚደረግበት ነው።					
20	በመ/ቤቱ የሥራ አፈፃፀም አመራር የተጀመረው ከበላይ ኃላፊዎች ሆኖ ደረጃ በደረጃ ወደሥራ-ተኛው እንዲወርድ የተደረገ ነው።					
21	የሥራ አፈፃፀም አመራር ከመተግበሩ በፊት የተቀረፀው ማእቀፍ ሊያሰራ የሚችልና የማይችል መሆኑን ለማየት በተወሰኑ የተመረጡ የሥራ ክፍሎች ላይ እንዲሞከር ተደርጓል።					
22	የሥራ አፈፃፀም አመራርን ያላማና ጠቀሜታ በተመለከተ ለሥራ-ተኛውና ለማኔጅመንቱ ግንዛቤ የሚያስጨብጡ ጽሁፎች ተዘጋጅተው እንዲሰራጩ ተደርጓል።					

3. የስራ አፈፃፀም አመራር ስርአት ትግበራን በተመለከተ

የዚህ መጠይቅ ቀጣዩ ክፍል የስራ አፈፃፀም ምዘናን ዋና ዋና ክፍሎች (elements) ከግምት ውስጥ ያስገባ የስራ አፈፃፀም አመራር በመ/ቤቱ መዘርጋቱን ለመፈተሽ ነው።

ተ.ቁ	የጥናት ጥያቄዎች	1	2	3	4	5
	የስራ አፈፃፀምና የመሻሻል /ልማት/ እቅድን በተመለከተ					
23	የስራ መሪዎች /አለቆች/ በእቅዱ ወቅት ከሰራተኛው የሚጠበቀውን ግልፅ ያደረጉ ሲሆን ሰራተኞችም የሚጠበቅባቸውን በሚገባ ተረድተው ለመፈፀም ተስማምተዋል።					
24	የሰራተኞች የስራ አፈፃፀም እቅድ የተዘጋጀው በሰራተኛው አጥጋቢ ተሳትፎና ስምምነት ከመሆኑም በላይ ለእያንዳንዱ የተሰጠው እቅድ ከመ/ቤቱ ሰፊ ተልዕኮና ስትራቴጂካዊ አላማዎች ጋር በቀጥታ የተሳሰረ ነው።					
25	የሰራተኞች የስራ አፈፃፀም እቅድ ከተዘጋጀ በኋላ ከባቢያዊ ሁኔታዎች ሲያስገድዱ እንዲሻሻል ተደርጓል።					
26	በመ/ቤቱ ውስጥ የስራ አፈፃፀም አመራር በመዘርጋቱ ሰራተኞችና አመራሩ ከውጤታማ አፈፃፀማቸው፣ ከአጋጠሙ ችግሮችና ውድቀቶች ለመማር መልካም ዕድል ፈጥሮላቸዋል።					
27	የስራ ኃላፊዎች /አለቃዎች/ የስራው ውጤቶች ከሚጠበቀው ውጤት በሚያንስበት ጊዜ ተገቢውን የማስተካከያ ርምጃ ይወስዳሉ /ለምሳሌ፣ ማለማመድ፣ የስራ ላይ ስልጠና ወዘተ./።					
28	የስራ ኃላፊዎች /አለቃዎች/ የስራ አፈፃፀም ምዘናን የሚጠቀሙበት በስራ አፈፃፀም አመራር ማእቀፍ ውስጥ ሆኖ በየጊዜው ስለስራ አፈፃፀም በእርሶና በኃላፊዎች መካከል ለሚደረገው የስራ ላይ ውይይት እንደሚጠቃላቸው ነው።					
29	የስራ መሪዎች /አለቆች/ የስራ አፈፃፀም ግምገማን (performance review) የወደፊት የስራ ውጤትን የሚያሻሽልና የሰራተኞችን መሻሻል በሚያመጣ መልኩ ይረዱታል ወይም ይተገብሩታል።					
30	የስራ ኃላፊዎች /አለቃዎች/ ስራዎን የሚከታተሉትና የሚመዘኑት የእርሶዎች የስራ ውጤት እንዲሻሻል በማሰብ ነው።					

31. ከቅርብ ጊዜ ወዲህ በእርሶዎች የስራ ክፍል ተግባራዊ እየተደረገ ያለው የስራ አፈፃፀም አመራር የሰራተኞችን የስራ አፈፃፀም አሻሽሏል ወይም እያሻሻለ ነው ብለው ያምናሉ?

32. ከላይ በተ.ቁ 31 ለተጠቀሰው ጥያቄ መልሶ አላሻሻለም ከሆነ ምክንያቱ ምን ይመስሉዎታል?

33. የሥራ አፈፃፀም አመራርን በትክክል ተግባራዊ ለማድረግና ዋነኛ ዓላማውን ማለትም የሥራተኞችን የሥራ አፈፃፀም በማሻሻል የመ/ቤቱን አገልግሎት ለማሻሻል እንዲያግዝ ለማድረግ ምን ቢደረግ ይሻላል?

34. እባኮዎ ተጨማሪ አስተያየት ካሎዎት ከዚህ በታች ቢገልፁት።

በጣም አመሰግናለሁ

DECLARATION

I confirm that this thesis is my original work and has not been presented for a degree in any other university, and that all sources of material used for the thesis have been duly acknowledged.

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