



**Addis Ababa University
School of Graduate Studies
College of Business and Economics**

**Meritocracy vs. Elitism in Ethiopian Civil Service:
The case of three (3) Selected Federal Ministries**

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Abstract

The purpose of this study is to assess the status of merit based recruitment and the dimension of elitism in the Ethiopian Civil Service system and their impacts on organizational performance in the case of Ministry of Civil Service, Ministry of Trade and the Ministry of Information and Communications Technology. In light of this, using qualitative approach, primary data collected through questionnaires administered and interviews conducted with secondary data from government documents, reports and proclamations reviews were used to make the paper sound. This study is limited to status of meritocracy and dimensions of elitism in the selected 3(three) federal ministries. In these ministry organizations, there are about 749 employees with the exception of security personnel, drivers and janitors. These are selected as target population for the study and using simple random sampling, 75 people (10% of the population) were selected to fill descriptive questionnaires [out of which only 69(92%) of them completed and returned these questionnaires]. Moreover using purposive non-probability sampling, 8 respondents of top management officials from the selected federal ministries and 8 key informants from political parties, scholars and practitioners in the civil service were conducted for interview. The collected data has been analyzed qualitatively and quantitatively using statements, tables and percentages. Survey findings and document analysis show that the Ethiopian civil service has clearly stated rules calling for merit based appointment. However key informants and questionnaire respondents revealed that, practically political membership and loyalty is given weight for advertized civil service jobs. Key informants also revealed that the ruling party EPRDF has established its own network throughout the civil service system to control the civil service for its own purpose. Document analysis and key informant interview showed that, staff appraisal is most of the time not based on competence to jobs. Furthermore key informant interview and questionnaire responses revealed that, some of the political elites fused in the civil service system are less competent. Survey finding also revealed that, political dominance in the civil service system is posing impediments for the organizational performance in the selected federal ministries. The researcher has concluded that merit based recruitment, promotion, transfer and remunerations are weakly practiced. There is high dominance of political elites in the civil service. These all negatively affect organizational performance in the selected federal ministries and the Ethiopian civil service in general. The researcher has finally recommended that, recruitment should be only merit based; political interference should be avoided from the civil service.

Acronyms

CPA	Central Personnel Agency
SCO	Civil Service Organization
CSRP	Civil Service Reform Program
CSTRC	Civil Service Transformation and Research Centre
EPRDF	Ethiopian People's Revolutionary Democratic Front
FDRE	Federal Democratic Republic Of Ethiopia
FGD	Focus Group Discussion
HFTP	Hiring, Firing, Transfer, Promotion
HR	Human Resources
HRD	Human Resources Development
HRM	Human Resources Management
ICT	Information Communication Technology
KII	Key Informant Interview
MCB	Ministry of Capacity Building
MCIT	Ministry of Communication Information Technology
MCS	Ministry of Civil Service
MoT	Ministry of Trade
PSC	Public Service Commission
ROPA	Result Oriented Performance Appraisal
SAP	Structural Adjustment Program
UNECA	United Nations Economic Commission for Africa

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Introduction

1.1. Background of the Study

To cope up successfully with today's rapidly changing global economic environment, organizations continually need to improve their performance by reducing costs, innovating products and processes and improving quality, productivity and speed to market. The people who make up an organization, human capital is considered one of the most important resources. However, human quality, i.e., how the human capital is managed is more important because many other sources of competitive success are less powerful than they used to with quality human capital.

Human resource management, one of the important areas in public administrations, aims to ensure that the organization obtains and retains the skilled, committed and well motivated workforce it needs. It involves the operation of recruitment and selection procedures, management development and training activities linked to the needs of the business. Successful human resource policies and practices may increase organizational performance in different areas such as productivity, quality and financial performance.

The Civil Service in any country is the backbone for any government responsible for implementation of core national policies and action plans. Civil Services of a given country to be able to cope up with to date national and international development endeavours, need to be modernised. Merit based recruitment and promotion practices are correlated with the effectiveness of the Civil Service.

Meritocracy can be commonly defined as selection of the most efficient individual for a specific job (Daniels, 1991). To ensure that the civil services of a given country is on board to formulate and design national policies effectively and efficiently with long run vision and mission of the nation, it need to be recruited, promoted and paid based on merit: the most competent, experienced and neutral politically and committed. Otherwise, non-merit based recruitment and promotion of civil servants engages recruitment with corruption, with political affiliations and other biased relations. These types of civil servants are characterized as inefficient, political personnel, corrupted, or the like, which eventually underperform their bureaucratic assignments of the respective offices.

The civil services of Africa and other developing nations are characterized by large, underpaid and politicized personnel, which are also plagued with corruption, misallocation of resources, inefficient service delivery, recruitment and promotion of unqualified staff (Shepherd, 2003 quoted in Costantinos, 2014).

It is apparent that, Ethiopia as one of the developing African countries, there is no reason that the Ethiopian civil service could be free from such unmeritorious characteristics. In Ethiopia, the term civil service denotes to '*non-political*' or '*permanent executive*' that is recruited to serve the government in the implementation of policies through the management and conduct of governmental affairs. (Meheret & Chanie, 2000)

Menilik II institutionalized the modern Ethiopian civil service in 1908 by adopting modern names from developed countries. However, the way the "civil service" institution administered was in very traditional ways and their structures too. There was no law determining whom and in which rule or system to recruit and administer. The then ministers were recruited based on marital, blood relations, or any other affiliations with the then feudal elites. These feudalist elite were free to recruit whomever they want and could dismiss whomever they hate.

It was since the 1961/2 when the "Central Personnel Administration" was established based on law and proclamation, that the modern civil service, which functioned, based on rules and regulations started in Ethiopia. By then, in response to the popular resentment and popular revolutions against the unjust, biased and dictatorial administration of the feudalist and imperialist elites, laws determining all civil service organizations of the Ethiopian government on how and by which standard to recruit, remunerate, promote and generally administer and develop their employees were formulated (CSTRC, 2013).

However, besides had modern names as ministry and were led by rules and proclamations, practically, these civil service offices of the then Ethiopia were not ready to serve the development and democratic interest of their people, rather to serve the interest of the ruling elite minority. During the *Dergue* regime too, there was no any reform for modernization the civil service; the civil servants were serving the military government as political tools to control the people they were supposed to serve. It was after 1991, since the FDRE government was established that reforming the missions and arrangements of the civil service got priority. Since the EPRDF's government come to power, series of reform programs and sub programs took place to modernize the Ethiopian

civil service- to make it instrument for effecting national development , to be establishment of democratic administration and to basically change the institutional administrations and arrangements and to review their human resource managements (ibid).

Among these reforms, the civil service reform is one of the huge reforms, which have brought remarkable positive achievements on the structure of the civil service institutions and on national development too (ibid). However, the status of the Ethiopian civil service is yet to meet the desired national development goals to respond the global call for improving the policy environment for sustainable development and poverty reduction. It is therefore necessary to assess how the civil service has matured to be meritorious and have neutral and competent civil servant to determine performances of the civil service organizations positively to achieve sustainable development and poverty reduction.

The researcher chooses this topic because he has developed a strong personal interest and high enthusiasm for the subject. As a matter of his interest on the subject, he continuously gave attention to the phenomenon in different circumstances and always follows how ethnic and political connections, clientilism and elitism, etc prevail in the civil services and how they are affecting national development tracks. He has strong belief that meritocracy can bring positive effect on organizational and ultimately national objective performance. For all these reasons, he identified and chose the subject matter of the study area and the place where the study is proposed to take place. This is with the conviction to learn by throwing some light for future detailed studies which will help to tackle human resources development and development policy formulation and implementation challenges and to achieve policy objectives in order to national development agenda.

1.2. Research Problem

A civil service is a key institution to effect governmental policies and programs. Effectiveness of one government is mainly measured based on the effectiveness and efficiency of its civil service; and popular interest can mainly satisfied if there is effective and efficient civil service. Effectiveness and efficiency of civil service can also be measured based on availability of sufficient and competent civil service to meet popular interest and national development goals (CSTRC, 2013).

The civil service organizations however to recruit and retain competent, committed and motivated civil servants, its recruitment and selection method need to be meritocratic. Meritocratic recruitment,

remuneration and promotion are vital for having competent and neutral civil servant, which is considered critical for performance of civil service organizations.

- Meritocracy particularly in the selection of most efficient individual for a specific job exists when a society or organization is governed by: a principle of job placement that awards jobs to individuals on the basis of merit;
- A principle specifying the conditions of opportunity under which the job placement principle is applied; and
- A principle specifying reward schedules (salary, benefits, etc.) for jobs (Daniels, 1991, p. 154) and not any bias based on race, ethnic, political or any relations.

By the 1990s, civil services of many countries were not professional in any sense of the word. It was an era where public administration lost its linkages to national development as ministries were reduced to appendages of political power elites. The bureaucrats were politicized to the core and political patronage undermining ethical and professional values (Mutahaba 1989), which many developing countries' civil services are characterized still today (Shepherd, 2003 quoted in Costantinos, 2014).

Civil servants that have clearly spelled-out functions manage Ethiopian bureaucracy. The short-run and long-run development programs can only be achieved by the civil service, which is dependent on the quality of human capital in the civil service. However, even though many reforms done on the civil service and capacity building focused civil service organizations aiming to overcome its deep-rooted developmental problems, the civil service organizations seem challenged in attracting competent, autonomous and impartial professional bureaucrats.

To tackle its deep-rooted developmental problems, Ethiopia needs to improve the competence of its public bureaucracy and keep them politically neutral (Desta, 2010) and to build a competent and professional bureaucracy, recruitment and promotion must be based on merit rather than on ethnic affiliation and political patronage (Mesay, 2010).

Even though government functionaries and technocrats are assumed to be recruited on merit basis and are expected to serve competently, the institutions in which they operate are not autonomous, strongly influenced by the ruling elite. Higher positions in many governmental departments are assigned according to an ethnic-based quota system' (Desta, 2011). The high political intervention does not allow the autonomy of the bureaucratic sphere. The bureaucracy is serving as an extended

organ of the political machinery, thereby undermining impartiality and professionalism, and working based on political patronage and, ethnic affiliation (Mesay, 2010).

In Ethiopian bureaucracy, even bureaucrats recruited based on merit, due to the perception held by the public, willingly or unwillingly the state expects them to operate in conformity with their ethnic or political affiliation rather than in pursuit of the goals of their organization. Because of this, important government initiated development plans are delayed or totally aborted, as functionaries lacked the professionalism and commitment. This desire to fulfil the political agenda introduces the temptation for corruption (Desta, 2010).

Many unpublished sources, the media and part of the public also talk that the Ethiopian bureaucracy is composed of employees recruited based on politically, ethnically or other bias for political and related benefits based on patron client relation among bureaucrat employees and employers. These result in an inefficient, biased, corrupted civil servants and low performing public organizations.

1.3. Research Questions

This research work has tried to answer the following questions:

1. To what extent is the civil service in the selected civil service organizations recruited meritoriously?
2. What is the legal framework of the civil service and its potential impact on the development of merit based appointment?
3. What are the dimensions of elitism in the selected civil service organizations?
4. What is the impact of elitism on organizations in the selected civil service organizations?

1.4. Objectives of the Study:

The general objective of the research is to assess the extent of meritocracy and elitism in the Civil Service of Ethiopia

The specific objectives of the study are assessing:

1. The status of meritocracy in the Civil Service of Ethiopia;
2. The legal framework of Ethiopian civil service on meritocracy;
3. The extent of elitism in the Civil Service of Ethiopia;
4. The effects of elitism on organizations in the selected civil service organizations of Ethiopia; and
5. Finally, the research has suggested the probable and possible solutions to the problems as recommendations.

1.5. Significance of the Study

This study could serve as important input for the selected federal ministry offices to identify how their human resource management looks like in terms of merit based recruitment and their appraisal system.

Since it is the first research work to be documented concerning status of meritocracy and elitism in the civil service, it had identified some gaps and had made recommendations. This will help the practitioners in the civil service, future researches and policy makers as reference for further research and policy review.

This will also serve the academicians as a reference literature. Finally but not least, this work has served as partial fulfilment for his Master of Art Degree in Public Administration.

1.6. Scope of the Study

This study was delimited on the assessment of meritocracy and elitism and their effects on organizational performance of three (3) selected federal ministry organizations of Ethiopian Government. These are the Ministry of Communication and Information Technology, Ministry of Civil Service, Ministry of Trade out of the 20 ministry organizations run under the civil service; and all categories of employees in these organizations are to be included, except these security, drivers and cleaners, which their information on the research topic is less critical. For this study, the

research has assessed company documents like annual reports and performance reports and evaluations from 2010 up to currently available.

1.7. Organization of the Study

This study is organized into five main chapters. The first chapter consists of the introduction of the paper, statement of the problems, objectives of the study, research question, scope and significances of the study. Relevant literatures related to the study are reviewed in Chapter two. Chapter three has focused on methodology: description of the study area, sampling techniques and sample size, methods of data collection and analytical techniques. In Chapter Four, results obtained from respondents and different data sources are clearly presented, discussed and analyzed. Finally, Chapter Five came up with summary of key findings, conclusions and recommendations of the study.

1.8. Limitation of the Study

The main problem during the survey period was, reluctance of respondents to respond requested information freely. Most interview respondents and questionnaire respondents prefer secure place to entertain questionnaires. The intention of the researcher to conduct FGD failed and diverted in to KII mainly for two reasons. First, these targeted respondents prefer to give key informant interview to focus group discussion. Second, the researcher found inconvenient to get different important stakeholders from the media, political parties, scholars and civil service practitioners in one table.

Chapter 2

Conceptual Frame Work and Review of Literatures

2.1. Introduction

The focus of this research is on assessing the status of meritocracy and elitism in the Ethiopian civil service. In the first part of this chapter, the researcher put Conceptual frame work; working definition of key concepts like, meritocracy, elitism, bureaucracy, civil service, organizational performance, etc. He then reviewed some relevant theoretical and empirical literatures. The historical development of the Ethiopian civil service, its status in relation to meritocracy and politicization of the civil service, are reviewed. As such, literature on the measurement and determining factors of public sector organizational performance are reviewed. Reviewing merits and de-merits of meritocracy and elitism in civil service and their effect on organizational performance is also covered.

2.2. Theoretical Review and Basic Concepts

2.2.1. Human Capital

Human capitals refer to processes related to training, education and other professional activities in order to increase the levels of knowledge, skills, abilities, values, and social assets of an employee, which yield to the employee's satisfaction and performance, and eventually on a firm performance. According Schultz (1993), the term "human capital" is as a key element in improving a firm assets and employees in order to increase productive as well as sustain competitive advantage. To sustain competitiveness in the organization human capital becomes an instrument used to increase productivity.

Human capital in particular is the stock of knowledge implanted in one firm's collective capability to extract the best solutions from its individual employees (Bontis, 2001). It can be defined as the cumulate of the workforce's skills, experience, capabilities, and implicit knowledge (Edvinsson and Malone, 1997). Dess and Shaw (2001) described Human capital as one of the nucleus components of intellectual capital and is a critical resource in all types of businesses like software development, management consulting, and financial services. Rastogi (2000) also stated that human capital is an important input for organizations especially for employees' continuous improvement mainly on knowledge, skills, and abilities.

Scholars, businesspersons, managers, organizations, and nations progressively more recognize that high levels of skill and competence are crucial to future security and success of any business. It is well understood that as individuals acquire more education and training during a lifetime, human capital makes the production of goods and services, as well as innovations in the marketplace. Currently, such linkage between human capital elements and economic development is well established, the economic value of human capital cannot be questioned (Seleim and Ashour, 2006).

Seleim and Ashour (2006) provided evidence that certain types of human capital indicators have a positive and statistically significant relationship with firm performance. Furthermore, they suggest that employees most influence organizational performance with some distinct capabilities such as a high level of intelligence, creative ideas, initiation, ambition, and inimitability. Seleim and Ashour showed their findings that, superstar developers in software firms are able to introduce unique and smart software products and services that achieve attraction, satisfaction, and retention of customers locally and internationally. They also possess the skills, knowledge, and talent to meet the international standard for efficiency and design, which can help their firm in creation of various other new products that may not have been planned by the firm initially.

The ever-changing market competition requires all sectors to strive for superior competitive advantages through strategic business plans, which integrate creativity, and innovativeness, which is essentially important for their success. Undoubtedly, human resource input plays a significant role in enhancing firms' competitiveness (Barney, 1995). Many studies were carried out on human capital and their importance on firm performance and evidently, human capital enhancement results in greater competitiveness and performance of firms (Agarwala, 2003). Meantime, there is a significant relationship between innovativeness, one quality of human capital and firm performance under the human capital philosophy (Lumpkin & Dess, 2005). Thus, the definition of human capital is referred to as the knowledge, skills, competencies, and attributes embodied in individuals that facilitate the creation of personal, social and economic well-being, and finally embody the firm they work with these knowledge, skills, competencies, and related attributes which are key for its sustainability.

2.2.2. Human Capital and Organizational Performance

There is a large and growing body of evidence that demonstrates a positive linkage between the development of human capital and organizational performance (Philip and Somboon, n.d.). The emphasis on human capital in organizations reflects the view that market value depends less on

tangible resources, but rather on intangible ones, particularly human resources. Recruiting and retaining the best employees, however, is critical. The organization also has to leverage the skills and capabilities of its employees by encouraging individual and organizational learning and creating a supportive environment where knowledge can be created, shared and applied.

2.2.3. Organizational Performance

Organizational performance is vaguely defined concept. Intuitively, and in practice, the performance of an organization is perceived as the capacity to deliver basic goods and services, and to provide a suitable policy and regulatory environment for development to take place. Thus, there is a direct link between organizational capacity and its performance. Staff – its merits, motivation and the ways it is managed in a specific organizational context – is crucial with its performance.

Performance, in the context of organization, is a broad concept frequently used synonymously with productivity, efficiency, effectiveness, and competitiveness, it a subject of study for social science from different disciplinary perspectives. For example, labour productivity is the concern of labour economics. Within this perspective, how to extract labour from labour power, one of Weber's most fundamental insights, is seen as a main concern of management (Harrison, 1997).

Organizational performance is an end result of the effectiveness and efficiency of the actions that an organization undertakes (Neely, Gregory and Platts 1995). Effectiveness refers to the achieved outcomes in relation to strategic objectives/goals and customer requirements the organization planned. Efficiency on the other hand refers to how economically the organization's resources are utilized by an activity such as a business process to produce a given output or to deliver a given service. These two performance dimensions can be seen as external and internal reasons for pursuing a specific activity, that is, effectiveness with a primary focus on customers' reason, and efficiency with a primary focus on internal (organizational) operations and processes. Organizational effectiveness and efficiency can be measured using both financial and non-financial indicators (Venkatraman and Ramanujam 1986). Financial performance indicators include profit, rate of return and costs, while non-financial performance indicators are customer satisfaction, market share, learning and innovation, new service/product introduction, product/service quality, flexibility, responsiveness and service/product delivery (ibid).

Organizational performance is a highly aggregated concept that camouflages the performance of various business processes contributing to overall organizational performance. It can also be

measured at both the process level and overall organizational level (Ray, et al, 2004). Kim and Mahoney (2008) also admitted these two levels of measuring organizational performance. They describe process level outcome, often by measuring efficiency, based on realized process performance, using both financial and non-financial measures of cycle time, costs of delivering the services, quality of service delivery and customer satisfaction. They also determined overall organizational performance according to the effectiveness of attaining strategic objectives and goals, profit, rate of return and cost. Kassahun, (2012), summarized mostly considered dimensions organizational performance of few scholars as the following.

Table 2.1: Dimensions and Indicators of Organizational Performance.

Scholars	Dimensions		Indicators
	Business process	Organisational performance	
Kim and Mahoney, 2008	✓		Customer satisfaction
		✓	Organisational growth (revenue, employee size and value added)
Kohli &Hoadley, 2006	✓		Customer satisfaction and capacity utilisation
		✓	Profitability
Melville et al., 2004	✓		Operational efficiency (speed, flexibility, cost and quality)
		✓	Financial performance and market share
Ray et al., 2004	✓		Customer service performance (quality of service, retention ratio, complaint ratio)

Source: Kassahun, 2012

For the sake of this research work, organizational performance is seen on the angle of how organizations are achieving their designed goals are effectively and efficiently achieved.

2.2.4. Meritocracy

Definitions: The term “meritocracy” was first introduced by Young (1958) in his book titled “*The Rise of the Meritocracy, 1870–2033*” and, in contemporary period, it is used to describe a social order in which richness and social position are obtained, mainly, through competition and proved competencies. In this sense, appointments done and the duties assigned are on the bases of abilities and talent and not on the bases of wealth (plutocracy), origin, family connection (nepotism), class privilege (aristocracies), the right of the first born, popularity (democracy) or due to other key factors concerning social position or political base (Ani and Florin, 2010).

Ani and Florin (2010) used the term meritocracy also to describe that society, apparently perfect, in which social position, wealth, the respect of others are obtained mainly by only merit, talent and not inherited. To access a position with responsibilities and social prestige, it should be by competition, the fight, the position that has to be won and not received.

Young (1958) also defined meritocracy with social focus to describe a competing society that accepts inequitable gaps of income, wealth and social position taking into consideration the talent, the merit, competencies, motivation and effort.

In its broadest sense, “meritocracy” meant the rule of those that deserve in which individuals are ranked according to some individual worth or merit. In contrast to group-based egalitarian models,³⁹ meritocratic models assume that ability can be quantified, separated from the social context, and attributed to the individual, can be attributed as combination of intelligence, studies, training, maybe attitude and effort. When operating within this framework, one can define merit in different ways.

For example, Young (1958) defined merit = IQ + effort. He has asserted that modern educational system has brought a change; meant that it is not the class and the origin environment, which are on first level, but a system in which employment, promotion, and the career of an individual shaped on the bases of the abilities derived from education.

According to Daniels (1991), the economic system of perfect competition guarantees for perfect meritocracy particularly in the selection of the most efficient individual for a specific job. Meritocracy exists when a society is governed by the following three principles:

- A principle of job placement that awards jobs to individuals on the basis of merit;
- A principle specifying the conditions of opportunity under which the job placement principle is applied; and a principle specifying reward schedules (salary, benefits, etc.) for jobs (Daniels, 1991), which emphasizes the value of reward for a job.

The merit principle in the public service entails the appointment of the best person for any particular job,

- Through HFTP practices based on explicit merit rules
- Rules that are publicly understood

- Decisions that can be challenged if breach are suspected (Therkildsen and Tidemand, 2007)

According to (Therkildsen and Tidemand, 2007) merit systems can (broadly be divided into as career systems and position based systems. The aim in the career systems is to ensure that initial entry to the civil service is based on the knowledge of the candidates, generally as indicated by a relevant university degree or other equivalent academic credentials for the given job. Subsequent mobility and promotion can then allow movement within the civil service accordingly. The aim in the position-based systems on the other hand is on selecting the best-suited candidate for each position to be filled, whether by external recruitment or via internal promotion or mobility. Closed career systems make appointments through promotion from within the civil service. Position-based systems allow more open access, with lateral entry being relatively common. Therkildsen and Tidemand, (2007) in their report titled “Staff Management and Organizational Performance in Tanzania and Uganda” showed that one of the aims of the public sector reforms in both the Tanzanian and Ugandan is to move towards a position-based system.

Therkildsen and Tidemand, (2007) specified criteria for assessing merit in two ways; narrowly including educational qualifications and work experience (together with age), and more inclusively, merit typically includes criteria like “professionalism”, “integrity”, and “political impartiality” on the other hand.

The ‘neutral merit’ implied by Weber may be an ideal that many countries anywhere in the world do – or want to - achieve. For ‘neutral merit’ may not however be sufficient to enhance organizational performance. On the Danish job market, for example, the scope and quality of applicants’ professional and social networks (often called ‘responsive merit’ kinds of competencies) are increasingly regarded as key qualifications in many positions in both the public and the private sector. (Ibid)

Governments operating under diverse and often conflicting conditions have good reasons to look for staff that is both loyal and sympathetic to its visions, is part of relevant networks, and has the required technical skills. Obviously, such requirements make the borderline between merit and patronage less distinctive than many proponents of technical merit would like. (Ibid)

2.2.5. Elitism

Elitism is the belief or attitude that some individuals or social or political groups, who form an elite—a select group of people with a certain ancestry, intrinsic quality or worth, higher intellect, wealth, specialized training or experience, or other distinctive attributes—are those whose influence or authority is greater than that of rest. These are whose views on a matter are to be taken the most critical or carry the most weight; whose views or actions are most likely to be constructive to society as a whole; or whose extraordinary skills, abilities, or wisdom render them especially fit to govern (encyclopaedia, 2014).

On the other hand, the expression *elitism* may be used to describe a situation in which power is concentrated in the hands of a limited number of people while the mass population is subject to them. Expressions like anti-elitism, egalitarianism, populism and political theory of pluralism are converse to the term of elitism. Elite theory is the sociological or political science analysis of elite influence in society, which regards pluralism as a utopian ideal. Elitism also refers to situations in which an individual or group of individuals assumes special privileges and responsibilities with him/her self or themselves in the hope that this arrangement will benefit humanity or themselves. Elitism is closely related to social class social stratification, in which the whole society is stratified as upper group with minority group, which are dominants-the elites, and lower group, which composes the mass society, with almost null power to influence. Members of the upper classes are sometimes known as the social elite. The term *elitism* is also sometimes used to denote a group of people claiming to possess high abilities or simply an in-group or cadre grant themselves extra privileges at the expense of others. This form of elitism may be described as *discrimination*. (ibid)

The term *elitism* in politics is often used to describe people as being out of touch with the average Joe. This shows us that the alleged elitist person or group thinks they are better than everyone else; and, therefore, put themselves before others. However, an elite is not always seen as truly elite, but are only privileged. Elitism can also be viewed as something necessary for creating patterns of good intellectual or professional performance; though it can also be used for maintaining conditions of lack of competition and privilege (Encyclopaedia, 2014).

Rigorous study of or great accomplishment within a particular field; a long track record of competence in a demanding field; an extensive history of dedication and effort in service to a

specific discipline or a high degree of accomplishment, training or wisdom within a given field could be the common attributes of elites (ibid).

Many social science scholars underpin the fact that in American politics, political power is held by small and wealthy group of people with similar values and interests and coming from similar privileged backgrounds. Most of the top leaders in all or nearly all key sectors of society are seen as recruited from this same social group, and elite theorists emphasize the degree to which interlocking corporate and foundation directorates, social interaction tend to link together and facilitate coordination between the top leaders in key government organizations. These power elite can effectively dictate the important government policymaking and dominate the activities of major organizations in society by virtue of their control over the economic resources of the major business and financial organizations in the country. Their power is emanated from their personal economic resources and their positions within the top management big corporations, and does not from their ability to garner mass support through working for interests of broader social groups. Elitist theoreticians broadly share the view that it is these few thousand "movers and shakers" who really run the country and determine the basic directions of public policy, certainly not the manipulated and powerless ordinary mass society (Johnson, 2005).

This shows us that, with elitist system, public policy decisions are or should be made essentially according to the ideals of the elites- minority proportion of the subject population, which is in contrary to pluralism, in which public policy decisions are or should be the result of the struggle of forces exerted directly or indirectly, by large populations.

The elite are the most powerful people within any national political system. They can be commonly characterized as "the people who make or shape the main political and economic decisions: ministers and legislators, owners and controllers of media and major business enterprises and activities, large property owners, upper-level public servants, senior members of the armed forces, police and intelligence services, publicly prominent intellectuals, lawyers and doctors. This also include— more variably – influential socialites and heads of large trades unions, religious establishments and movements, universities and development NGOs and in most developing countries, governing elites tend to be especially powerful to influence national policies and other government activities. The later often command a particularly large slice of the national income, and the influence that goes with it (Hossain and Moore, 2002:p-4).

Overall, in the central idea of elitism shows average citizen's inadequacies. As a consequence, democratic systems must rely on the wisdom, loyalty and skill of their political leaders, not on the population at large. The political system is divided into two groups: the elite- political entrepreneurs,

who possess ideological commitments and manipulative skills; and the mass citizens at large, which is apolitical clay of the system, a much larger class of passive, inert followers who have little knowledge of public affairs and even less interest (Jack, 1966).

In Africa, elites have habitually been associated with the formal political institutions of the state. As to Chandra (2006), those who have the capital to launch a political career tend to be ‘elites’; i.e. upwardly mobile middle class individuals, better educated and better off than the voters whom they seek to mobilize. She outstandingly uses the term ‘elite’ interchangeably with the terms ‘politician’, ‘candidate’, ‘incumbent’, and ‘entrepreneur’ (Chandra 2006). However it should be noted that the term ‘elites’ is (often) used differently from the term ‘middle classes’; as it is frequently used to describe the people engaged in business activity – an entrepreneurial class, a branch of the elite but not same as ‘political elite’. This middle class is absent in African countries – it is the missing middle that donors were keen to promote in the era of structural adjustment, which seen as one cause for the failure of SAP.

In Ethiopia too, we are far to reach the middle class- ‘economic elite cluster’, though there has been feudalist middle class during the emperor regime, which is now faded up, there is only political elite. Therefore, in this research work, when say elites we meant political elite, which are prevailing in different echelons of the government system.

Elites in Africa are actually enmeshed in vertical cleavages, communal or faction-based, and have to maintain vertical networks of subordinates who exert a kind of continuous blackmail on the elites (Daloz 1999). Elites in Malawi are provided with security through their employment as ministers, principal secretaries, heads of civil society organizations or parastatals and others invest in private security (Chipiliro, 2010). These networks are maintained through an informal and constantly renegotiable logic (Daloz 1999).

The important point is that, there are different elite blocks; they are divided by ethnicity, functionality, politics and economics. At the same time, an important characteristic of elites in Africa since decolonization is that both politics and economics have been almost entirely linked to the state. Elites have, therefore, developed within (or in close proximity to) the state.

Elites in Ethiopia are regarded as dictators and tyrants owing to “the politics of exclusion” which the government purposefully uses (Merara, 2003).

2.2.6. Political Elites

The term political elite means many things to different writers. A very general definition describes the political elite as: Those with large shares in the distribution of power -- whether through elective or appointive office, or indeed whether through influence exercised without office (Dunner, 1964).

A political elite is a group of people, corporations, political parties or any other kind of civil society organization who manage and organize government and all the manifestations of political power: Higley (2008) defined Elites as persons who, by virtue of their strategic locations in large or otherwise pivotal organizations and movements, which are able to affect political outcomes regularly and substantially. When come to this research work, political elites is to represent these political appointees and key position holders in the civil service system recruited in relation to political membership and loyalty.

2.2.7. Civil Service

The term **civil service** can refer to either a branch of governmental service in which individuals are employed (hired) based on professional merit as proven by competitive examinations; or the body of employees in any government agency other than the military. It is a person in the public sector employed for a government department or agency.

Civil service is an agent for the provision of public service and policy formulation and implementation, of which its professional competence is key requirements of good governance. Effective accountability, transparency of relevant information, appropriate participation and predictability of public administration based on the rule of law—all require a sound core of public administrators. An accountable, transparent, competent and well experienced civil servant is necessary for good governance. (Costantinos, 2014)

“These essences of good-governance are strongly correlated with a competent and strong civil service that is an integral part of the good governance movement. An adequate civil service is an impetus for the flourishing of good governance. It is also well understood that corruption occurs as a result of many factors including failure to implement government proclamations and directives, the absence of strict legal system to punish power abuser and incompetent civil servants failing to discharge their

duties. Hence, establishing strong and genuine civil service is perceived as the tool to fight against impediment of governance reform.” (ibid, in Costantinos, 2014:p-17)

The common challenge of good governance in many nations is **de-professionalization**: the recruitment of personnel for public service based on political, religious and ethnic considerations rather than on merits and competence. This policy of selective recruitment based on political, religious and ethnic basis could only their ascribed qualifications of ethnic background or political loyalty, and no competence for organizational performance (Costantinos, 2014).

2.2.8. Bureaucracy

Bureaucracy is the set of regulations drawn by governments to control activity, usually in large organizations and governments. It is represented by a standardized procedure that dictates the execution of all processes within an institution, division of power, hierarchy and relationships. It is an administrative structure and set of regulations in place to control (rationalize, render effective and professionalize) activities, usually in large organizations and government, of which its efficiency is influenced by the environment in which it operates (Peter, 1971).

Bureaucracy is a concept in sociology and political science referring to the way in which the administrative execution of legal rules is socially organized. Bureaucracy is an administration system, which is described with well defined division of administrative labour among personnel and offices. It has a personnel system with consistent patterns of recruitment and linear careers, a hierarchy among offices, so that the authority and status be differentially distributed among personnel, and formal and informal networks that connect the organizational personnel to one another through flows of information and patterns of cooperation (Țierean and Brătucu, 2009).

The idea about impartial professional civil servant/bureaucrat is not new, where its fundamental concept is laid by Max Weber. Max Weber, the most important exponent of bureaucracy has described it, as bureaucracy is technically superior to all other forms of organization and hence indispensable to large, complex enterprises (Weber, 1966). According to the concept, a professional civil servant operating in the bureaucratic machinery is politically neutral, impartial, paid a decent salary, recruited and promoted on merit, and does not have property or business interests that conflict with the fair performance of its duties and acts according to the code of ethics (Adamolekum, 1993 cited in Ackerman, 1999).

Graham gives a complete description of bureaucracy by noting that “it is the most rational and developed form of administration” without which the management of the modern state is unimaginable as it knows how the machinery of the government operates and how to make the system work (Graham , 2008). A government is less likely to be able to implement the state policies on its own; it is obviously delegated to competent bureaucratic officials, who are capable to execute “government decisions into policy outcomes” (Hollyer, 2009).

Examples of everyday bureaucracies include governments, armed forces, corporations, some non-governmental organizations (NGOs), hospitals, courts, ministries and schools. The term **“Bureaucrat”** is used to describe the employees in public bureaucracies who are selected based on **merit** through the **civil service system** to implement public policy, make administrative rules, and engage in administrative adjudication in their respected offices. Max Weber described bureaucracy in the following characteristics. A formal hierarchical structure, management by rules, organization by functional specialty, an “up-focused” or “in-focused” mission, purposely impersonal, employment based on technical qualifications and predisposition to grow in staff "above the line " (Weber, 1966).

In the context of Ethiopia, the term bureaucracy denotes the members of the civil service, which includes the “*non-political*” or “*permanent executive*” recruited to serve the government in the implementation of policies through the management and conduct of governmental affairs (Meheret & Chanie, 2000). It excludes elected officials, legislators, judiciary, armed forces or federal police (Federal Civil Servants Proclamation No. 515/2007, Article 2, Section 1).

Meritocratic Bureaucracy:

For elites and state institutions to play leading roles in steering the economy, the developmental state needs to be relatively autonomous, independent from demanding bark of any special interest groups (Nordlinger, 1987). A developmental state is more effective and efficient as it is managed and run by autonomous professional elites than a predatory (parasitic) state (Evans, 1994).

Selective meritocratic recruitment and long-term career rewards for the works of bureaucrats is important for effectiveness and efficiency of institutions. The skills and knowledge they acquire allow the bureaucrats to carry out their administrative duties with no major interruptions from politicians. For example, remarkable economic growth in Malaysia reveals the positive impact that a professional and comparatively meritocratic bureaucracy contributes to economic growth, if the economic decision-making is insulated from political pressures (Desta, 2008.).

In the Ethiopian polity, the bureaucracy is managed by civil servants, functionaries that are primarily recruited on merit with clearly defined functional obligations to serve competently. These civil servants are required to attend various on job trainings or off job training somewhere else to upgrade their professional standards and skills. However, the institutions within which the various functionaries operate are not autonomous. They are strongly influenced by the ruling elite, the bureaucracy is using an extended organ of the political machinery (Mesay 2010), thereby undermining impartiality and professionalism, and distributing favourable treatment on the basis of political patronage and, ethnic affiliation. Majority positions in governmental departments are also assigned according to an ethnic-based quota system (Desta, 2011, 2012).

“Though the bureaucrats are recruited on the basis of meritocracy, due to the perception held by the public, willingly or unwillingly they are expected to operate in conformance with their ethnic affiliation rather than in pursuit of the goals of their organization. Because of this, instead of transparency, the desire to fulfil the wishes of the political agenda introduces the temptation for corruption that has become endemic in the functioning of the Ethiopian bureaucracy. Despite this, some of the government-initiated development plans were very rational and if systematically implemented they could successfully achieve their intended goals. But, many fruitful projects were unduly delayed because the functionaries lacked the professionalism and commitment needed to mobilize the limited resources of the nation for development” (Desta, 2010:p-7).

Thus, according to Desta (2010, 2011, 2012), in order for achieving the national development agenda, the civil service needs to improve the competence of its public bureaucracy and keep them politically neutral. Furthermore, in order to build neutral, competent and professional bureaucrats, recruitment and promotion must be based on merit rather than on ethnic affiliation and political patronage (Mesay, 2010).

The bureaucratic set-up of African countries is characterized by a complicated net works of patron client relations, with a patron giving a decent position in the government in exchange for a client’s political support. This is extremely widespread and spreads out in waves from the centennial figure of the system. The political elite make every effort to maintain control over the state apparatus as government job is regarded as collateral for political support or at least for not opposing. Hence, professional experts in the state apparatus, remain mute and indifferent because of job insecurity. (Mutahaba, 1989 and UNDP, 1998 cited in Costantinos, 2014)

While the Ethiopian government is recruiting competent professionals available in the labour market, placing the right persons at the right positions has not been possible, attributed largely to the lack of a more competitive procedure of recruitment, selection and good induction system.(ibid)

The African bureaucracy is characterized by ‘overhead bureaucracy’, i.e. a method of controlling civil servants by making them accountable to the will of elected politicians (UNECA, 2010).

2.3. Merits and De-Merits of Meritocracy

It is when a professional civil servant operating in the bureaucratic machinery is politically neutral, impartial, paid a decent salary, recruited and promoted on merit, and does not have property or business interests that conflict with the fair performance of its duties and acts according to the code of ethics that meritocracy realized (Adamolekun, 1993 cited in Ackerman, 1999:69).

As government is unable to implement the state policies on its own, it is obviously delegated to competent bureaucratic officials, who are capable to execute government decisions into policy outcomes (Hollyer, 2009). However, what makes bureaucracy high quality and impartial is when it is autonomous and not pressured by any political preferences and any external pressure and indeed should have clear mechanisms for bureaucratic features (e.g. recruitment, competitive salary, career rewards).

Meritocracy ensures that a hired individual has a set of required competences to fulfil job requirements; long-term career rewards also encourages competent people to join(stay with their organization) and perform well and, finally competitive salary makes corrupt behaviour less attractive as the cost of being caught would be high (Evans and Rauch, 1999,2000).

By providing their expertise and information, the bureaucrats play vital role in both implementation and formation stage of policies, thus having an important effect on the political process (ibid, 2009). Therefore, it is key instruments in the management of the public sector.

The agents implementing those policies and laws are civil servants who are politically neutral, impartial and do not pursue their own self-interest to retain power or benefits and act according to the code of ethics. Thus to be more specific and complement the existing definition, corruption involves the *violation of impartial principles* by a holder of public office to achieve private gain (Kurer, 2005; Rothstein & Teorell, 2008).

Despite very few attention given to the bureaucratic structures within cross country variations comparing other variables (for example, GDP, rule of law, human development etc), it has been

argued that bureaucratic features are one of the ways to promote impartiality among civil servants that positively affect curbing corruption (Azizakhon Kataeva, 2011).

Previous studies found a strong relationship between bureaucratic features and high quality of government. To name few, Evans and Rauch (1999, 2000) found a positive relationship between bureaucratic elements and economic growth. Henderson et al (2003) examined the relationship between state bureaucratic capacity and poverty reduction confirms as effective bureaucratic features could significantly reduce the level of poverty through effectiveness of services the competent government machinery provide and therefore would improve the level of quality of government. Dahlstrom, Lapuente and Teorell (2011) revealed that bureaucratic feature, such as meritocratic recruitment reduces the level of corruption. Nielsen, Therkildsen et al. (2005) also proved through empirical research that there is strong link between meritocracy and organizational performance.

Therefore, literature overall shows that meritocracy has positive effect on governance quality, in reducing poverty, corruption and enhances organizational performance.

2.4. Merits and De-Merits of Elitism in Civil Service

By politicization of the civil service, we mean the substitution of political criteria for merit-based criteria in the selection, retention, promotion, rewards, and disciplining of members of the public service (Peters and Pierre, 2004).

Actually, the public service is inherently a political creation, and inherently involved in politics, simply because it is the structure that delivers *public services* to the citizens – it plays a role in determining who gets what from the public sector. While any institution is concerned with issues of governing can never be made fully apolitical, it has to be removed from the more direct forms of partisan control (ibid).

From the above literature we can understand that, the degree of politicization in civil service system seems subjective and politics and civil service are inseparable; therefore we can review the extents civil service are politicized or not.

The public sector over the past several decades has been that the public service has become more politicized, viz: members of the public service forced to pay greater attention to politics than they did in the past. In addition, it appears that politicians in elective offices are investing greater time and energy in ensuring that the members of the public service are compatible with their own partisan

and policy preferences (Peters and Pierre, 2004). Even in countries such as the United States countries with “good” deal of latitude for political appointment to administrative positions, there is a sense that these political control structures over the bureaucracy (Light, 1996).

A concern arising from this definition of politicization is that in some ways political criteria may be more important for ensuring democratic values in governing than are conventional merit values. One standard critique (Rose, 1976) of conventional bureaucracies is that the permanent, career public service is not sufficiently responsive to changes in the priorities of their political leadership.

Replacing permanent employees with more responsive politicized public employees may actually improve the correspondence between electoral results and policies (Peters, 2000). Following from this point, we must ask whether governments should really be content with civil servants who have few commitments to policy or even to the government or should it should appoint political public servants. The “responsive competence” of public servants is especially important for political systems attempting to implement basic changes within the administrative system.

Politicians may also politicize the public service in order to change policy. It is often argued by ministers that when they assume their post in a ministry they are confronted by a cadre of public servants, the whole skeleton of the civil service system, who are committed to a certain way of doing things. The capacity to make at least some appointments is a means of addressing this problem and of perhaps being able to put a particular stamp on policy (Peters and Pierre, 2004).

It is when political leaders could appoint whomever they wish to public bodies, that we could say there is politicization of the public service. Politicians are investing more time and energy in politicizing the civil service now than in the recent past. For example, there had been an increase in political meddling in administration, even in the northern European countries with reputations for more effective systems of merit appointment (Dudek and Peters, 1999).

The most obvious reason is that politicians want to be able to control what their government organizations do. During policy change also, as these political leaders are assumed front line accountable for every deeds in the state and their political party could only sustain with popular support so that they should get policies of their interest implemented.

Just as there are a number of assumptions about the causes of politicization, so too are there a number of assumptions about the consequences of those changes in the manner of selecting public

employees and in the manner in which these employees are managed. As already noted, the majority of those consequences are assumed negative. In terms of administrative criteria, a political or other interest group led administrative system is assumed to be less efficient than the neutral competence associated with the merit system.

The connotations of the term is almost always negative, bordering on corruption, disintegration of bureaucracy, de-professionalization, and totally incapacitating the professional civil servants and also incapacitating government offices in achieving national development agenda. However, a positive connotation could be there with politicized bureaucracy where greater political commitment may energize the public service in a way that may not be possible with a more neutral public service (Dudek and Peters, 1999).

An elite interference with whatever type of elites, whether political or social, if these elites are committed to positive change in the state, if these elites are competent enough to positively influence policies, steer the human capital well; there could be positive impacts. Therefore, when we confront the issue of politicization we not only have the empirical challenge of identifying the nature and extent of political involvement, we must also assess the real impact of any changes on the legitimacy and effectiveness of the political system. However, unconvincing pressure with low understanding of the task has no importance than obstruction to work.

2.5. Organizational Performance and its Determinants

Human relations theory in organizational studies provides us that, organizational performance is enhanced through the people working in it. This is in turn achieved through best Human resource management. Therkildsen, et al., (2007) hypothesized the linkages between organizational performance and HRM based on the following argument:

$$\text{Organizational Performance} = \text{Merit} + \text{Motivation} + \text{Management} + \text{Context}$$

To improve organizational performance, staff must be hired, fired, promoted and transferred on basis of merit principles. Nevertheless, employees without motivation (intrinsic and/or extrinsic) will not work towards fulfilling organizational mandates. In addition, the organization's management must help to structure work in an appropriate manner and to encourage cooperation, communication and meaningful jobs for the employees (ibid). However, organizational performance also depends on the situation in which the organization operates – its 'enabling environment' and

the norms prevailing in that environment (self-interest, dedication to family and ethnic group, patronage, service to the country, etc), financial resources for investment and implementation, competitive pressures and accountability mechanisms, etc. Merit based recruitment of staff alone does not enhance performance if employees are not motivated; staff management – and the political, economic context - may influence staff motivation; etc.

Involvement of all staff in important decision making also enhances organizational performance as if they involve they get sense of ownership of the system they are working in. This active involvement could also create Shared understanding of vision, mission, and objectives among all staff. The sense of ownership and shared understanding of vision, mission, and objectives of staff in their organization enhance commitment of individuals to facilitate the implementation process. This commitment of staff will enhance organizational performance (Armstrong and Baron 2002, Commonwealth Secretariat, 1996).

2.6. Effects of Meritocracy and Elitism on Organizational Performance

More recently, efforts have been made by HRM scholars to try to establish implications between HRM and performance. Many have examined and showed that good human resource policy can contribute to improving organizational performance, so much so that ‘the impact of human resource management on performance has become the dominant research issue in the field (Guest, 1997).

2.6.1. Meritocracy and Organizational Performance

For the sake of this research work, we needed to show how meritorious civil service affects organizational performance in the public institutions. Several older or newer studies (Weber, 1947; Young, 1958; & Dench, 2006) establish and determine a direct connection between meritocracy and civil service development. Weber (1947) identified seven factors that govern a bureaucratic organization: rules, specialization, meritocracy, leadership, separate ownership, impersonality and accountability. These preoccupations and many others lead us to the conclusions that for public sector performance, meritocracy is an important and actual element.

Regarding the existence of merit based appointment in the civil service system, it is however debatable and sometimes compromised by some internal and international organizations’ policies

like difference on local and international staff, regional and political categorizations of staffs, etc. There are a series of features that are debatable at least from legal point of view that are based on merit for promotion in civil service, where promotion in civil service is through the evaluation of civil servant performance. As a principal rule civil servant evaluation, is established with the purpose to check the competence of and enhance the professional capacity of civil servants. To this effect, there should be an objective correlation between civil servant career and the requirements of civil service position. It is to nurture civil servants with better professional performance. A motivational system through a reward system for civil servants can obtain special results in their activity. These include identification of the need for training for civil servants in order to improve the results of the accomplished activity. (Matei and Popa, 2010) to this way trained, evaluated and promoted civil servants with real competence for right duty can certainly manage their assigned duties, which ultimately positively affect performance of the organization they work for.

HRM deals with how organizations manage their staff to improve their performance. It deals with the hiring, firing, promotion and transfers of staff; the use of monetary and non-monetary rewards to motivate employees; and the management of work within the organization (the extent of teamwork, job flexibility, participation in decision making, etc) (Therkildsen, et al., 2007).

Organizational performance, although not a precisely defined concept, is assessed in terms of the results that an organization achieves in relation to its objectives. In principle, it can be measured at the output, outcome or impact level, and, less rigorously, as the organization's compliance to rules.

Human relations theory in organizational studies provides us that, organizational performance is enhanced through the people working in it. This is in turn achieved through best Human resource management. To improve organizational performance through improved HRM practices, staff must be hired, fired, promoted and transferred on basis of merit principles (Therkildsen, et al., 2007).

Human Resources Management is the process of attracting, developing and maintaining a talented and energetic workforce to support organisational mission, objectives and strategies (Johnston, 1998) and administrative activities associated with human resources planning, recruitment, selection, Orientation, training, appraisal, motivation, remuneration etc. are in the domain of human resources management.

2.7.Ethiopian Civil Service and the Legal (Policy) Framework Governing It

The Ethiopian bureaucracy is managed by civil servants that have clearly spelled-out functions. The government civil servants are by and large supposed to be recruited on meritocracy and are expected to serve competently and neutrally in comply with international civil service rules like the UN civil service law and other laws. The currently effective rule under implementation for the Ethiopian civil service is the “FDRE Proclamation No. 515/2007 -Federal Civil Servants Proclamation”, which made effective to address the problems identified during the implementation of proclamation No. 262/2002. Every aspects of the Ethiopian civil service is supposed to function in accordance with this proclamation and the FDRE ministry of civil service follows up the implementation of every civil service institutions to apply accordingly. According to this proclamation, the civil service minister prepares a salary scale to be applicable to the Civil Service in general and submits the same to the Council of Ministers, and supervises its proper implementation upon approval. The ministry also upon permission of the Council of Ministers and based on the specific nature of a government institution, shall study salary scales and submits the same to the council.

Upon approval, it supervises their proper implementation and when necessary the Agency shall undertake periodical revisions of salary scales based on economic changes and other relevant conditions and submit it to the decision of the Council of Ministers. The proclamation also says that all positions of equal value shall have equal base salary and periodical salary increments to civil servants shall be based on their performance evaluation results: if civil servants obtaining an evaluation result of satisfactory or above satisfactory shall be entitled to a salary increment to be made every two years (FDRE Proclamation No. 515/2007).

Concerning to selection and recruitment of new staff, the human resource planning of each civil service organization shall be to enable a government institution to take measure to meet the objective specified in the strategic plan and to forecast its human resource demand. In addition, it is to acquire human resource in the right number and type, to develop and properly utilize it, monitor and evaluate its result and make corrective measures from time to time. Accordingly, the proclamation 515/2007 of FDRE declares, while filling vacancies in the civil service, there shall be

no discrimination among job seekers or civil servants because of their ethnic origin, sex, religion, political outlook, disability, HIV/AIDS or any other ground. A vacant position shall be filled only by a person who meets the qualification required for the position and scores higher than other candidates do (ibid).

Concerning remunerations in the Ethiopian civil service proclamation, any newly appointed civil servant shall be paid the base salary as fixed by the civil service salary scale for the position he/she is appointed. However, promotion shall be given for according to their performance in enhancing the work government institutions with a view to motivate the employees (FDRE Proclamation No. 515/2007).

Transfer in the civil service system, according to the FDRE civil service proclamation provides that, whenever necessary, based on a transparent procedure, a government institution may transfer a civil servant to another similar position of an equal grade and salary or to another place of work within the government institution. This can happen among other government institutions also, whenever necessary and when the recipient and sender government institutions as well as the civil servant so agree, transfer a civil servant to a similar position of equal grade and salary from other government institution by notifying the Agency can be done (ibid).

According to this proclamation, the purpose is to enable civil servants to discharge their duties effectively in accordance with the expected level, quality standards and time and expense. It is evaluate civil servants on continuous basis and identify their strengths and weaknesses with a view to improve their future performance, to identify training needs of employees and to give reward based on result; and to enable management to make its administrative decisions based on concrete evidence, performance appraisal on the civil servant is made in a transparent manner. A civil servant based on career development could be trained to improve his/her capability and attain better performance or to prepare him/he for higher responsibility (ibid).

With regard to appointments, promotions, and career development of public servants ... merit was rarely applied in Chad, Ethiopia, Niger, and Kenya, in contrast to Ghana, South Africa, Tanzania, Namibia, Botswana, Uganda and Senegal where public service personnel decisions were becoming increasingly anchored on merit (Kauzya and Balogun, 2005).

Implementation capacity is a key instrument to steer the development process. Besides the prevailing structural and institutional problems in Ethiopia, the economy has been faced with implementation capacity challenges. In line with the development strategies, the Government has developed different mechanisms to strengthen and sustain the country's implementation capacity, capacity of the civil servant, which is a key to build on the on-going democratization process. The Civil Service Reform Program and Good Governance packages, some of the mechanisms are therefore for further ensuring efficiency, effectiveness, transparency and accountability at all level the state machinery (MoFED, 2010).

“a developmental state should be staffed by highly qualified, professional government elites (i.e., insulated from the political process and not influenced by politicians, workers or the corporate class through the political process) who are given sufficient latitude to develop initiatives and operate effectively; selfless in designing strategic visions, planning innovative processes, formulating appropriate policies and implementing plans to transform their societies; a catalyst bureaucrats for efficiently executing the developmental (industrialization) goals of the nation...” Dadzie (2012:p-19).

2.8. Nature and Characteristics of the Ethiopian Civil Service

In Africa, governance is largely typified by expansion, patronage, and authoritarian rule. Bureaucratic rationality is also compromised by the high degree of centralization in decision making within the political executive (Bratton and van de Walle, 1997). However, by the end of the 1980s, a new breed of civil servant began to emerge within a changing political context that included greater demands for public sector efficiency, institutional capacity and wider democratization.

The civil service of Ethiopia in Ethiopia is not immune from politics and the public sector has not been able to either retain or attract capable people. Several studies conducted in this sector indicate that the civil service in Ethiopia has suffered from political clientilism. The biggest challenge during both the past and the present regimes of Ethiopian governments is that the civil service suffers from extreme politicization. There is no clear distinction between the civil service and political leadership or at least the boundary is fluid. The assumption is that political parties and governments come and go but the civil service is to remain to serve governments as an institution. Yet the policy of the imperial and the military regime that politicized the civil service and the current government's overshadowing of the reform process by political considerations and not merit in reforming this sector seem to have left this institution in confusion (Assefa, unpublished).

According to Girmay (2012), in Tigray region regardless of the institutional framework in place, the promise to make the civil service a neutral policy implementer was highly repressed by unnecessary political interference, poor separation of power, poor accountability system, ill networking in the civil service and poor inspection from top executives of the state (Girmay, 2012). Politicization of civil service has potential danger that undermines merit based employment and promotion, jeopardizes bureaucratic integrity, and it harmfully affects the professional quality of civil servants and its decision making processes (Pashaj, 2010).

Girmay (2012) added, in the regional government system there are competing interests to create an autonomous civil service on the one hand and the need to tightly control the civil services through party loyalist were observed on the other hand (Girmay, 2012).

“... despite attempts to subject it to political control; the Ethiopian Civil Service has manifested a fairly high degree of resilience in terms of asserting and defending its professional integrity. However, it is recognized that the detrimental impact of these 'external pressures' on the Public bureaucracy continues to constrain it from satisfactorily delivering basic essential services to the Ethiopian Public.” (anonymous author, unpublished)

Assefa (unpublished) said that, recruitment, retention and the promotion to higher levels in the Ethiopian civil service is very much influenced by membership in political party and political affiliation both for political positions and even to assume non political positions. Even some higher institutions that used to have modest autonomy lost it already as they are lead by central committee members of the incumbent party. This shows that merit is relegated so that civil servants lack fertile ground for accomplishing the mission of the developmental state they assigned to. Building the capacity of the civil service and flourishing with merit to the system have a significant effect in improving the capacity of the state, unless development plan could be naïve. The ideal civil service brings technical expertise to the government owing to education, training and tenure it enjoys. Some of the challenges thus (Assefa, unpublished).

2.9. Empirical Review

Human capitals, i.e., training, education and other professional activities in order to increase the levels of knowledge, skills, abilities, values, and social assets of an employee, is an important element in performance ones firm. Furthermore, for competitive success of that firm, human quality, i.e., how the human capital is managed is more important.

Human resource management, one of the important areas in public administrations, is concerned to ensure that the organization obtains and retains the skilled, committed and well motivated workforce it needs. Organizations for their competitive success need to have quality human capital.

Since the EPRDF come to power, with the intention to modernize its civil service, the FDRE government identified prevalence of the deep institutional constraints to basic functions such as policy making and public service delivery. It then identified outmoded civil service legislation and working systems, absence of medium term planning and budgeting framework, inefficient financial and personnel management controls, inadequacy of civil service wage and inappropriate grading systems, and poor capacity for strategic and cabinet-level decision making as profound organizational challenges in the civil service both at federal and regional levels (AH Consulting, 2010). The civil service reform among other reforms programs and sub-programs was then intended to solve these challenges.

Incompetent top leaders in the civil service, low performance of civil servants, inefficient service delivery, inappropriate utilization of public resources, and unethical practices in service delivery were also identified other challenges during the implementation of the civil service (Adebabay, 2011). This further calls for introduction of the concepts of NPM to strengthen the working systems, improve organizational effectiveness and rapidly develop human resource in the public service (Ministry of Capacity Building, 2004).

Public management as a discipline acknowledges the contributions of civil servants to development and intensification of public interest. To realize this, a competent, neutral from any affiliation or bias and autonomous civil servant recruited based on merit is vital. According to Peters and Pierre (2004), the civil service systems have some level of political involvement by upholding the merit foundation. This notion is observed in Ethiopia. As to the FDRE Proclamation No. 515/2007, both political appointment at the top and the merit system have a legal foundation. The political appointment in the region helps the government of the day to translate policies created by elected

officials into sector specific details so that they can be implemented. In addition to that, they are mandated to oversee the execution of policy to ensure that the results go in line with the expected outcomes. As affirmed by Pashaj (2010), politically appointed officials assist to secure the chain of accountability.

The Federal Civil Servants' Proclamation No. 515/2007 clearly stated the merit principles. The merit based HRM statement declares recruitment, promotion and transfer to be on merit after fair and open competition, to treat staffs and applicants fairly and equitably, to provide equal pay for equal work and reward first-rate performance, to maintain high standards of integrity to guarantee public interest, to manage civil servants efficiently and effectively, to retain or separate civil servants on the basis of their performances, to educate and train staff and to protect employees from improper internal or external influence among others.

However practically, this merit principle is highly challenged. HRM in Tigray Region is more engaged in drafting regional Proclamations, Rules, Regulations and Guidelines than implementing accordingly. During the implementation of the intended merit principles, there exist unnecessary political meddling in recruitment, selection and promotion, ill networking in appointment, poor rewarding system, lack of skill gap analysis, politicization of the civil service and lack of clearly stated timeframe in monitoring and evaluations of the major challenging factors of HRM Miruts (2014). The negative pressure in ones HRM can have direct impact on ineffective civil service organizations' performance. This is because civil servants assumed to be meritoriously recruited, promoted, remunerated and transferred are of the crucial assets of it. Concerning transfers in the civil service, Paulos (2007) revealed that, states inter-organizational transfer selection is made based on personal contact and promotion is being made not on individual performance

Moreover, the civil service of Ethiopia is politicized. HRM are inspired based on political dogmatism instead of merit based HRM (Fisseha, 2014; Miruts, 2014). Even the CSR was primarily intended to restructure the civil service organization to skip from having a politicized civil prevailing in the time. Because politicized civil service is cause for organizational conflict and impede the socio-economic and political development process, amplify corrupt practices and power maltreating, and finally a cause for anarchism, which finally took to nation towards failure (Miruts, 2014).

Miruts (2014) in his findings in the Tigray region of Ethiopia showed that, the civil service was bear-out that, a politicized which lacks the essential characters and practical capability for that it

stands for , there are unnecessary political interference against the merit based HRM, there is a broken promise of de-politicization. Due to this, the merit practice in Tigray was violated. This politicization is a deliberate action of the ruling party EPRDF to gain political support by controlling the bureaucracy. Civil servants to hold the coordinator positions in local government offices are supposed to be a party member. For example candidates for primary or high school directors after they pass an entrance exam after they hold that position they are also expected to be a party member [if they were not] because they will have additional task to influence the nonparty members in the school to join partisanship. A competent nonpartisan civil servant might not acquire those positions. Moreover, the process coordinators at Woreda level in the region are assigned only if they are party members. Overall, political affiliation in the civil service of Tigray is a deep root practice. This is [a Politicized civil service] argued to kill citizen's expectation and badly attack professionalism (Peters and Pierre, 2004). This could be compromising to organizational performance and effective implementation government policy. Miruts (2014) also identified that, unnecessary political interference, poor separation of power and poor accountability are of the most fertile grounds for civil service politicization in Tigray region.

Evan (2008) said that, politicization of the bureaucracy in countries like Bangladesh, Yemen and Ethiopia among others directly undermined implementation of merit based human resource management especially the pay, recruitment and promotion. The civil service in Ethiopia is not immune from politics and the public sector has not been able to either retain or attract capable people. (Assefa, 2014).

“In some institutions the reform agenda was a means to avoid „unwanted technocrats” and replacement by political loyalists. Instead of insulating this sector from politics, EPRDF indeed attempts to swell its size by increasing its members in the civil service. There are indicators that the recruitment, retention and the promotion to higher levels is very much influenced by membership in political party and political affiliation even to assume non political positions. Even some higher institutions that used to have modest autonomy lost it already as they are lead by central committee members (of the party). If merit is relegated then how is the civil service going to deliver the minimum services let alone of accomplishing the mission of the developmental state? Building the capacity of the civil service and injecting merit to it will surely have a significant effect in improving the capacity of the state, else the mission of the developmental state is at risk (Assefa, 2014:p-10).

Regarding discipline handling in the civil service system, Aliyou (2005) while discussing the situation in the civil service in Basona Worana Woreda in North Shoa Zone, showed that, the grievances handling committees are not doing well up to their expectation as they are nominal, inefficient, and lack capacity. They have no capacity to protect when the rights of civil servants are suppressed; rather accept the order of the authorities. The grievances handling committees also lack impartiality and transparency. The grievance handling committees and inspection units at the Woreda level are totally paralyzed due to lack of practical power to enforce its responsibilities and decisions. As a result, inefficient civil servants are not dismissed because they are Pro- EPRDF; others dismissed simply because they did not support the ruling party; there is clear revenge and hatred during the discussions; efficient workers were dismissed; even corrupted members of the ruling party were not dismissed, etc (Aliyou, 2005). Guddeta (2013) also showed that, the perpetuation of political corruption on the part of the incumbent government in Ethiopia, significantly aborted the country's democratization process, eroded the country's rule of law and prevail a politicization of the country's civil service system.

Regarding performance appraisal in the civil service system, Tegegne (2008) while conducting his paper on *Human Resource Management Function In Ethiopia: Focus on Civil Service in Southern Regional Government*, he revealed that there is low practice of HR performance appraisal at woreda and zonal level and there is low performance of the employees because of lack of extensive training on HRM, ignorance of HRM by the top-level management and lack of HRM professionals. In addition, experts trained in different specializations such as Language, Education, and Accounting are assigned for these management professionals' positions. Furthermore, misplacement of professionals, misuse of power, lack of ethics, absence of continuous support and supervision, lack of accountability and lack of proper guidelines are related problems for low practice of HR performance appraisal at woreda and zonal level and there is low performance of the employees (Tegegne, 2008).

(Tegegne, 2008) added also that, well performing employee will be entitled for good reward if not he/she can't get any reward. however, employees are rewarded based on their performance, it creates resentment up on their task and hence influence service delivery, which also shows there is no reliable grievance handling management.

The main problems in Ethiopian civil service performance appraisal system are the absence of transparency in managing employee performance and weak follow-up of corrective measures (Solomon, 2005).

Furthermore, Tegegne (2008) said that, lack of commitment, hatred from employees as the assessment system is new, misunderstanding of employees that ROPA as a political agenda than a management approach and in most organizations are other reasons for weak appraisal and weak awareness of civil service organizations.

Reward system is one means of attracting and retaining potential employees. However, as Tegegne (2008), in CSA and sector bureaus of the SNNPRG, the link between performance and reward was not strong the current salary scale is minimal to improve service delivery. As Paulos (2007) also argued, the structures of the Ethiopian public sector pay system are uniform in most of the institutions, except those who were administered by career-based payments, like Health and Education Bureaus professionals. For the remaining civil service professionals' salary scale has based on their position and seniority.

Chapter Three

Methodology of the Research

This part of the study outlines the research design used, data sources and data gathering tools applied to the study, target population and sampling method and method of data analysis of the research study. To find sufficient and relevant information about the topic, the study employed a descriptive type of research, and survey method was used for this research because it is an appropriate method for assessing current status of meritocracy and elitism in the selected federal ministries and for collecting original data from target population. This was because, it is important to portray an accurate events or situations.

3.1. Research Design

The study followed a mixed of qualitative and quantitative-qualitative research models to obtain deep information on the issue. Qualitative approach is a source of well grounded, rich descriptions and explanations of processes occurring in local contexts (Miles and Humberman (1994). Thus, I believe that I could obtain the opinions, feelings and perceptions of respondents regarding the status of elitism and meritocracy in the Ethiopian civil service. Within the qualitative approach, explanatory, descriptive and exploratory approaches were used to bring forward and to clarify and define the actual phenomenon. Furthermore, it was to establish relationships between phenomenon (variables) in the selected area; and in the quantitative-qualitative (in which descriptive questionnaires were used) approach, descriptive and explanatory approaches were used to reveal, clarify and define the actual situation in the study area.

3.2. Sources of Data

Quantitative and qualitative data were collected from both primary and secondary sources. Primary as well as secondary types of data were gathered for the analysis of the study. The importance of collecting and considering primary and secondary as well as qualitative and quantitative data was used to triangulate and supplement the diverse data generated from different sources which in return is used to make the data and the result of the research reliable.

Primary data were obtained from questionnaires and interviews from respondents, unpublished documents and minutes from the selected ministry organizations, and direct observation of the researcher student. Secondary data were obtained from related published documents, archives and official web sites of the selected ministry organizations, annual reports from relevant organizations and proclamations.

3.3. Population and Sample

Sampling is usually to select representatives from the large population, which is powerful and determinative mechanism of the total study because the information to be gained from the sample is considered as the representative of the total population. It is also very important that sampling frame have to be as comprehensive as possible; to minimize information distortion. The target population for this study included all on post employees of the selected three (3) ministry organizations, excluding security guards, cleaning workers, drivers and short term non professional workers, because necessary information for the study can be obtained from the included population. Care has been taken to be all-inclusive by classifying the population into major occupational categories (stratification of workers based on their job classification) i.e. Professional Science, Administration, Sub-professional, Clerical and Fiscal and Technical. Bearing in mind that the methodology would avail equal chances of being selected among the stakeholders, respondents were selected from each stratum randomly. In these included target population in all the three ministry organizations, there were 749 employees. Both probability and non-probability sampling methods were employed in the sampling and selection process. Simple random sampling was applied as a typical method of probability sampling technique to select employees as respondents while purposive sampling methods was used as a key non-probability sampling tools in selecting face to face interview and key informant interview respondents. Using simple random sampling, 10% (75 employees) were taken as sample for the descriptive information, questionnaires, open ended and close ended questions and using purposive non probability sampling, 8 people (high level management staffs with relevant knowledge of HRM from each ministry organizations) were included for face to face interviews. In addition, 8 people were conducted for key informant interview from Scholars, political parties and practitioners in the civil service with relevant knowledge on the HRM situations and performances in the Ethiopian civil service as a whole using purposive selection.

3.4. Data Collection Method and Tools

For this study, primary and secondary data comprising quantitative and qualitative data information were collected through variety of methods and tools. The ways these data were gathered is described as follows:

3.4.1. Primary Data Collection

Primary data are first hand data collected from primary sources. In this study, primary data were collected from sample employees, top managements and key informants. The primary data can be either quantitative or qualitative. The researcher has collected the primary data at the time of field survey. Questionnaires, face to face interview with top managements and KII were the most important methods used to collect the primary data.

To collect necessary information from the sample population, sample survey was carried out using questionnaire. One set of questionnaire containing mostly close-ended types were designed and administered to a total of 75 employees (out of which only 69 completed and collected correctly). The questionnaires were prepared in English. Instead of translating the English version in to Amharic, the researched used oral interpretation to make the questions simple, clear, and understandable to respondents. The survey was also conducted through face to face interview between the respondents and interviewer. Of course, the pilot test (pre-test) was conducted prior to the survey. This has helped the researcher to see whether there were any difficulties in relation to questionnaire and to modify based on the feedback of the pre-test or to check the reliability and validity of the data that the researcher collected.

The other data collection method that was used in this research is KII which is used to collect qualitative data. The information gathered through KII was used to triangulate and complement the data collected through other methods. Politicians, scholars and civil service practitioners with better knowledge and understanding about the status of Meritocracy and Elitism in the Ethiopian civil service were selected and contacted to obtain the relevant information. In this study the Key informants were Politicians, scholars and civil service practitioners. The researcher was an interviewer for KII. Open-ended discussion was undertaken to gather the required information from the informants.

3.4.2. Secondary Data Collection

The secondary sources of data were gathered from official websites of the selected federal ministries, different FDRE proclamations, working directives and manuals, human resource data and other literatures of different published and unpublished materials.

3.5. Data Analysis

The study used both qualitative and quantitative approaches and qualitative and quantitative information was generated to get clear understanding about the problem. Quantitative data generated from the survey questionnaire were analyzed using SPSS application. Descriptive statistics like frequencies and percentage were applied to facilitate meaningful analysis and interpretation of research findings on these data. The results of processed data were presented in tables to give clear understanding of the issue quantitatively and analyze qualitatively.

Qualitative data were explained, analyzed and presented through description and interpreting the situations deeply and contextually so that the level of elitism and meritocracy in these selected three ministry organizations were revealed.

Chapter Four

Data Presentation and Analysis

4.1. Introduction

This chapter deals with presentation and discussion and interpretations and analysis of the data collected in the fieldwork to answer the basic research questions of the study. The basic research questions are:

1. To what extent is the civil service in the selected civil service organizations recruited meritoriously?
2. What is the legal framework of the civil service and its potential impact on the development of merit based appointment?
3. What are the dimensions of elitism in the selected civil service organizations?
4. What is the impact of elitism on organizations in the selected civil service organizations?

To answer these research questions, data were gathered through questionnaires, interviews, key informant interviews and document review. All data are systematically presented, discussed and analyzed here under each topic of the basic research questions.

Questionnaires were distributed to employees of the three selected ministry organizations at all level from clerk to top management officials. Questionnaires were distributed to 10% (75 employees) out of these 749 employees in the selected three (3) ministry organizations, excluding security guards, cleaning workers, drivers and short term non professional workers. Sixty nine [69 (92%)] of the total questionnaire distributed to respondents have been properly completed and returned. However the rest (8%) were reluctant for various reasons to complete such questionnaire.

In addition, 16 People with relevant knowledge of HRM in the Civil Service, which Composes 8 top management officials from the selected Ministry organizations, and 8 key informants from scholars, politicians were approached with face to face Interview. Furthermore, different relevant documents from these ministry organizations and other scholarly documents are reviewed. Observations of the researcher are also included as source for this research work. This chapter is divided in to seven sub topics according to research findings in order to answer the research questions as follows:

1. Introductions
2. Background descriptions of study areas
3. Respondents Profiles
4. The status of merit based recruitment in these selected civil service organizations;
5. The legal framework of the FDRE civil service and its potential impact on the development of merit based appointment;
6. The dimension of elitism in the selected civil service organizations;
7. The impact of elitism on organizational performance in the selected civil service organizations.

4.2. Background Descriptions of the Study Areas

4.2.1. The Ministry of Communications and Information Technology

Information and communications technology (ICT) in Ethiopia is in its infancy, which needs to be developed and effectively managed, as is key for improvements in the system of production, management and distribution of overall goods and services. The importance of ICT to all sectors, regions and all administrative echelons in building capacity, for a free flow of information and its accessibility to institutions and individuals(transparency), to facilitate for training, modest expansions in communications, to coup up with challenges of development and globalization arising from social and economic development needs is crucial.

Amongst the objectives of the ICT is the development of human resources, democratization, service delivery and good governance. Successful utilization of ICT by government institutions across the country requires procurement of hardware, the establishment of enabling legislation and regulations, development of human resources, and the promotion of community based information systems and services. As civil service institutions will directly benefit from the use ICT in terms of, among other things, of creating and maintaining database that support their operations, enhance service delivery, record-keeping and case processing, etc. ICT, one of the sub-programmes of the CSRP in Ethiopia is in turn important for the implementation of the CSRP equally as implementation of the CSRP will greatly contribute to the successful achievement of the objectives of the ICT by way of providing

training in the field, facilitating effective procurement of necessary ICT inputs. (Ethiopian five-year action plan _volume 1, no date)

In a relatively large country such as Ethiopia, ICT should make a major difference in the geographic dispersion of economic activities, as it permits efficient control and co-ordination between widely dispersed business and administrative units. Decentralisation requires fast processing and transmission of information between hierarchal levels, or between systems and sub-systems of government. Such activities to be effective and economical, it requires a smooth flow of information and resources between and amongst various echelons of government -- from federal to regional and local, and vice versa. It is also an important tool for strengthening institutions in the justice sector, as well as for achieving transparency and more efficient functioning of institutions in the sector. Certainly, ICT would be indispensable for reform of the justice system, which requires modern technology to automate record-keeping and case-processing, among other things. Indeed, national capacity building programmes and the economy etc (ibid).

It is recognizing the critical role of information and communication technology (ICT) in the national development of the country that the government of Ethiopia established the Ministry of Communication and Information Technology (MCIT) in 2010. The ministry is an apex institution, which spearheads the ICT development of the nation by way of developing policy instruments, designing various programs, mobilizing resources, guiding and monitoring implementation (MICT, 2014).

The Vision of MICT

The vision of the MCIT, in Conformity with the national development vision- to transform Ethiopia from a country associated with poverty to a middle-income economy and society with deep-rooted participatory democracy and good governance based on the mutual aspirations of its peoples- is to make every aspect of Ethiopian life ICT assisted.

The Mission of MICT

In conformity with this vision, its mission is to develop, deploy and use information and Communication Technology to improve the livelihood of every Ethiopian, and optimize it's (of ICT) contribution to the development of the country (MICT, 2014).

The major responsibilities of the Ministry are:

- ➡ Implement Communication and Information Technology policy by formulating short, medium and long-term Communication and Information programs,
- ➡ Monitor and evaluate implementation of Communication and Information Technology projects and programs,
- ➡ Develop frameworks for the development of Communication and Information Technology in sectors such as Agriculture, Industry and Commerce, Education, Health, etc. and
- ➡ Formulate projects and programs to guide Communication and Information Technology development with focus on strengthening on-going initiatives in all the sectors aimed at improved service delivery and enhancing good governance.(ibid, 2014).

To this end performance of this ministry/ organization will be measured primarily by the depth and breadth of ICT assisted life beneficiary organizations and Ethiopian citizens at front based on relevant documents.

4.2.2. Ministry of Civil Service

The Ethiopian Government has established the Ministry of Capacity Building (MCB) as the focal point for supervising, co-coordinating and guiding implementation of national capacity building initiatives. Its establishment is in response to the global call for improving the policy environment for sustainable development and poverty reduction, which has taken the centre-stage with shifts in the global development paradigm in recent years. Nevertheless, capacity building is also, and perhaps more fundamentally, an issue of sound governance, bureaucratic transparency and accountability. The role of the MCB is to deal with the problems and challenges presented by deficiencies in human and institutional capacity, which constituted the weakest link in past development efforts and economic performance, as well as to ensure good governance by empowering citizens at all, levels (5-Year action plan of MCS).

Although better achievements were recorded in macro-economic performance for a couple of years, yet systematic constraints in human and institutional capacity, poor economic management and governance, inadequate accountability and transparency remain amongst core problems that act as impediments to sustainable growth and poverty reduction. Although there undoubtedly are pockets

of relatively effective performance in government, public sector capacity at present are unable to meet the challenges presented by sustainable growth and poverty reduction much less those of globalization. Weaknesses in public sector capacity is therefore a point of great concern (ibid)

Series of reform agenda were held in response the pervasive deficits in capacity have hampered the ability of the state to secure the fundamentals of poverty reduction and democratic development including responsive service delivery, citizen empowerment, and good governance (Ministry of Capacity Building, 2004).

Modern administrative system in Ethiopia, which is believed, established on the first decade of the 20th century during the reign of Emperor Minilik II who appointed nine Ministers. This marked the beginning of European style Ethiopian modern administration. However, it lacked personnel rules and regulations which led upon the goodwill of the then government officials and their clergies, which then been resulting dissatisfaction, frustration and anger among the majority of the people until 20th mid-century (MCS, 2014).

At the realm of Emperor Haile Sellasse the emperor had come up with an initiative to form an organ called “Central Personnel Agency” (C.P.A) in June 1963, with objectives of demark the right and obligation of government personnel and to give central leadership under uniform rules and directives to all public servants in Ethiopia. However, the Military junta had converted Central Personnel Agency to Public Service Commission (P.S.C) with new organizational Structure. However, after the downfall of the military regime, the provisional government with proclamation No 41/1993 had set up the Civil Service Commission with aspiration to carry out the civil service sector in a new modus way. At the end of 2005, the Ethiopian government had established a ministry of Capacity Building to execute and build the capacity of the civil service (ibid).

At this juncture, the Ministry of Civil Service which is the composition of the former Ministry of Capacity Building and Federal Civil Service Agency. These two organizations then merged, reformed as ministry of civil service by the proclamation 691/2010. The Ministry of Civil Service is working industriously with the vision to see a civil service, which effectively and ethically achieves its mission by 2020. Its mission is to create effective and efficient civil service in order to serve nations, public and citizens based on the principles of integrity, transparency, and accountability to flourish the democratic developmental government policies and objectives across the nation, shouldering a main goal to establish merit based efficient and effective civil service.

The main duties and responsibilities of the federal ministry of Civil Service include -

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

4.2.3. Ministry of Trade

The Ministry of Trade, though has been functioning for long time with different names, was re-established in August 1995 under the proclamation No 4/1995 issued to provide for the definition of powers and duties of the executive organs of the Federal Democratic Republic of Ethiopia (FDRE).

The Ministry was again reorganized with a proclamation No 411/2004 issued to amend the reorganization of the executive organs of the Federal Democratic Republic Ethiopia Proclamation No 256/2001. With this proclamation and by other laws, the Ministry has been given the power to supervise and coordinate five government institutions that are involved in the promotion & development of trade, industry and investment activities of the nation. The Ministry of trade, with the vision to **“secure globally competitive trade sector that would be well founded on the basis of consistent development and mission to ensuring social benefit through establishing transparent, fair and competitive trade system and generating foreign exchange earnings”** is currently organized under one minister. It has implementing departments, five support services, one Civil Service Reform office and trade branch office that enable the ministry to perform effectively its duties and responsibilities vested with it. (Ministry of Trade, 2014)

The powers and duties of the Ministry of Trade according to (Ministry of trade, 2014) are to:

- a) promote the expansion of domestic trade and take appropriate measures to maintain lawful trade practices;
- b) create conducive conditions for the promotion and development of the country's export trade and extend support to exporters;
- c) establish a system that enable to ascertain that export or import goods are sold or bought at the appropriate price; make follow ups in collaboration with the concerned executive bodies, and take measures in accordance with the law against those who export or import by under invoicing;
- d) establish foreign trade relations, coordinate trade negotiations, sign and implement trade agreements;
- e) establish and follow up the implementation of comprehensive system for the prevention of anticompetitive trade practices; provide protection to consumers in accordance with the law;
- f) provide commercial registration and business licensing services, and control the use of business licenses for unauthorized purposes;
- g) undertake and submit to the Council of Ministers price studies relating to basic commodities and services that have to be under price control and, upon approval, follow up the implementation of same;
- h) establish the legal metrological system of the country, regulate its enforcement and coordinate the concerned regulatory bodies;
- i) control the qualities of export and import goods; prohibit the importation and exportation of goods that do not comply with the requirements of the standards, and work in collaboration with the concerned organs;
- j) control the compliance of goods and services with the requirements of mandatory Ethiopian standards, and take measure against those found to be below the standards set for them;
- k) cause the coordinated enforcement of standards applied by other enforcement bodies, organize and direct implementation review conferences;
- l) organize the trade data of the country, and disseminate same to the concerned bodies;
- m) Encourage the establishment of cooperative societies, including those of consumers, and chambers of commerce and sectoral associations, and strengthen those already established.

4.3. Respondents Profile

4.3.1. Age Group Sex of Respondents

Table 4.1: Age Group and Sex Ratio of Respondents

Description		Number	Percentage
1. Sex	Male	55	80%
	Female	14	20%
	Total	69	100%
2. Age group	18-29	29	42%
	30-40	13	18.8%
	41-50	15	21.7%
	51-60	10	14.5%
	Above 60	2	3%
	Total	69	100%

Source: survey 2014

The above table shows the majority of the respondents, 80 % (55 of 69) are males, while only 20 % are female, which shows male dominance in all the selected civil service organizations. Concerning to age of respondents, 29 people (42%) of the respondents are between age group of 18-29, 13(18%) and 15(21.7%) of these are between 30-40 and 41-50 Years age group respectively. While 12(17.5%) of the are above 51 Years of age this shows as that majority (more than 60 %) of the respondents are below 40 Years of age, which is young age group. This table jointly showed us that the selected civil service organizations are young male dominated.

4.3.2. Educational Level, Year of Service and Positions of Respondents

Table 4.2: Educational Level, Year of Experience and Position Levels of Respondents

1. Educational level	Grade 12 or below	0	0
	10+1, 10+2 or 10+3	0	0
	Certificate	0	0
	Diploma	2	3%
	BA/BSc/BED	52	77.5%

	MA/MSc/MED	13	18.8%
	PhD	2	3%
	Other	0	0
	Total	69	100%
2. Year of service	5 years and below	26	37.6%
	6-10 years	10	14.5%
	11-15 years	7	10%
	16-20 years	5	7.2%
	21 years and above	21	30%
	Total	69	100%
3. Current position in the organization	Junior Expert	42,	60%
	Senior expert	10	14.5%
	Director	7	10%
	Team leader	5	7.2%
	Clerk	5	7.2%
	Total	69	100%

Source: survey 2014

Table 4.2., above show us that, 52 (77.5%) and 13(18.8%) of the respondents are Bachelors Degree and Masters Degrees Holders respectively, while 2 (3%) and 2 (3%) of the respondents are Diploma and PhD holders respectively. Concerning year of service of respondents, 26(37.6) of the respondents have served for less than 5 years,10 (14.5%),7(10%) and 5 (7.2%)of the respondents have served for 6-10 years, 11-15 years and 16-20 years respectively, while 21 (30%) of the respondents have served for more than 21 Years. When we see the current positions of respondents in their respective organizations, 42 (60%) and 10 (14.5%) of the respondents are junior experts and senior experts respectively, while 7 (10%) and 5(7.2) of the respondents are directors and team leaders respectively. The rest 5(7.2%) of the respondents are clerk staffs.

From this table, we observe that the target respondents are dominated by bachelor and master holders junior and Senior experts, while their stay in their respective orgs is dominated by new entrants (37.6 %) and by who have stayed long time i.e., 21(30%) who stayed for more than 21 Years. From this, it can be inferred that even if selected civil service organizations do recruit

qualified civil servants, there is high turnover of recently recruited staffs while these very seniors are relatively stable.

4.3.3. The Way Respondents Join Their Organizations and Their Internal Mobility

Table 4.3: How Respondents Join Their Organizations and Staff Mobility

1. The way staff join his/her office	Advertisement recruitment	62	89.8%
	Direct selection from my former university/ college/ office	2	3%
	Transfer from other organization as promotion/ demotion/ punishment/ favor, etc	3	4.3%
	Politically appointed/ ethnically represented/-----	2	3%
	Other	0	0
	Total	69	100%
2. The way you gain your current position in this ministry organization (to show movement within organization, i.e., promotion, demotion, etc.)	Through work performance in the form of promotion	29	42%
	Through the recommendation of boss	0	0
	Through long year service year in the organization	0	0
	Directly recruited	40	58%
	Demotion	0	0
	Transfer	0	0
	Total	69	100%

Source: survey 2014

As shown in table 4.3, almost 62(90%) of the respondents are joined their organization though advertized recruitment while 2 (3%) of them are directly selected from college/ university. 3(4.3%) are transferred from other organizations and the rest 2(3%) respondents are political appointees. The table also shows, 29 (42%) of the respondent got their current position as promotion based a performance while the rest 40 (58%) respondents are directly appointed in their current position. From a table we can observe that most civil service organizations appoint their employees through advertisement and majority of employee do not get promotion as 58% of the respondents are in the position they are recruited when they join the organization. Over all the profile of respondents is

heterogeneous composition of all positions of all levels, which shows the representative of the sample population selected.

4.4. The Status of Merit Based Recruitment in the Selected Civil Service Organizations

4.4.1. Recruitment, Promotion, Transfer and Remunerations in the Selected Civil Service Organizations

Table 4.4: The Status of Merit Based Recruitment

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. Recruitment is transparent and fair based on competence of employees	2(3%)	2(3%)	2(3%)	23(33.3%)	40(58%)
2. All jobs are advertised	0(0%)	6(8.7%)	1(1.5%)	31(45%)	31(45%)
3. Candidates selected on merit	5(7.2%)	5(7.2%)	10(14.5%)	18(26%)	31(45%)
4. Transfers are transparent and fair based on competence of employees	10(14.5%)	7(10%)	18(26%)	26(37.7%)	8(11.6%)
5. promotions are done transparently and fairly based on competence of employees	5(7.2%)	10(14.5%)	10(14.5%)	38(55%)	6(8.7%)
6. Remuneration is fair and based on competence of employees	3(4.3%)	36(52%)	26(37.7%)	4(6%)	0(0%)
7. All in all our ministry organization is able to have best quality human capital to enhance its organizational performance	7(10%)	26(37.7%)	28(40.5%)	7(10%)	1(1.5%)

Source: survey 2014

Table 4.4 shows us that, 63(91.3%) of the respondents agree and strongly agreed that recruitments in these selected civil service organizations is transparent fair and based on competence, 62(90%) agreed that all jobs are advertised and 71 % agreed that candidates are selected based on merit. This is in conformity with face-to-face interview response from top management officials of the selected civil service organizations. Key informant interview and literatures however revealed that though most jobs in the civil service are advertised, political loyalty is given due weight in selecting among candidates which gives better chance of employability for party members of incumbents party . This shows us that merit based recruitment is not practical at all (challenged).

Concerning transfer, promotion and remunerations of civil servants, 49% and 63.7% agreed that transfer and promotion respectively in these selected organizations are transparent and fair based on competence. However, some respondents were neutral and others disagree to this. Respondents on their opinions also revealed that, transfers to better posts and promotion are influenced by recommendation of near bosses based on 'good behavior'. When answering if remuneration paid to employees is transparent and fair based on competence, 56.3% of questionnaire respondents and all category face-to-face interview respondents revealed that there is no faire and relevant remuneration to competence in the selected and most civil service organizations. Top government management official respondents also underline the problem with remunerations is a big concern in majority of civil service organizations.

While answering if the selected civil service organizations are able to have best quality human capital to enhance organizational performance, 49.3 % of the respondents disagree while 40.5 % of the respondents kept neutral. This show us that almost half of the respondents agree that civil service organizations are unable to have best quality human capital while these 40.5 % didn't like to express it. Furthermore, interview respondents from top management officials revealed that, the selected civil service organizations advertise jobs and recruit best available employees from the labor market. However, they are unable to retain them. From this, it can be inferred that, the civil service organizations cannot afford for the competence of the talented staffs. This led to turn over of qualified human power, which very affects organizational performance.

4.4.2. Factors Affecting HFTP in the Selected Civil Service Organizations

Table 4.5: Factors Affecting HFTP in the Selected Civil Service Organizations

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. Recruitment based on personal favors	36(52%)	13(18.8%)	13(18.8%)	5(7.2%)	2(3%)
2. Ethnic background influence employment	20(29%)	13(18.8%)	20(29%)	6(8.7%)	10(14.5%)
3. Social/economic background or any personal connection and favoring influence employment	20(29%)	17(24.6%)	18(26%)	7(10%)	7(10%)
4. Political background influence employment	10(14.5%)	23(33.3%)	13(18.8%)	16(23.2%)	7(10%)
5. Transfers based on personal connection and favoring	10(14.5%)	18(26%)	23(33.3%)	13(18.8%)	5(7.2%)
6. Promotions are based on personal connections and favors	10(14.5%)	27(39%)	23(33.3%)	7(10%)	2(3%)
7. The ethnic background of employees influence the likelihood of promotion	10(14.5%)	20(29%)	23(33.3%)	14(20%)	2(3%)
8. The political relation/ background of employees influence the likelihood of promotion	5(7.2%)	20(29%)	26(37.7%)	13(18.8%)	5(7.2%)

Source: survey 2014

Table 4.5 above shows if personal connection, ethnic background, social, economic back ground, and political back ground influence employability in the civil service. Forty nine(70.8%), 33(47.8%) ,

37(53.6%) and 33(47.8%) of the questionnaire respondents agreed that employment in the civil service organizations is free from influence of personal connection and ethnic background, social (economic) or political connection respectively as the FDRE proclamation 515/2007 concisely put it. Most interview respondents from top management of selected offices also confirmed that the FDRE proclamation 515/2007 bind the rule of the recruitment policy in any civil service organizations. The inspection directorate of the FDRE ministry of civil service does inspection against violation of this rule. However, key informant interview revealed that, the impact of personal favors and social /economic back ground is not Severe; political background being political member of the ruling party and ethnic back ground which is thought to be result of ethnic federalism- highly influence employment. The face-to-face interview also underlined that most valuable position in the civil service organizations are filled with political members of the ruling party.

From this, it can be assured that, recruitments in the selected Ministry organizations are influenced by some interest groups from politician and ethnic groups.

Meanwhile the research assessed the effect of personal connection, ethnic background and political affiliation on transfer and promotion. On average of 33%-70% of the respondents show that these factors didn't affect promotion and transfer, 10%-23% said these factors are given value in promotion and transfer, where as significant portion of respondents (average of 23.3%) kept neutral from expressing their witness. This can show that there is reluctance of employees.

Many respondents on their opinions have however indicated that, political support (character) is one determinant for promotion than competence in work. This also shows there is favoritism for member of political parties. Though key informant interview confirm this problem, top management official respondents argued this saying there is only competence based transfer and promotions.

4.4.3. Competence and Autonomy of Civil Servants

Table 4.6: Competence and Autonomy of the Civil Servants

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. There is democratic and rule based environment for recruiting, promoting, transferring and remunerating civil servants.	10 (14.5%)	5 (7.2%)	7 (10%)	45 (65.2%)	2 (3%)
2. Our ministry organization calls for accountability, transparency and participation of all civil servants in policy making.	7 (10%)	10 (14.5%)	5 (7.2%)	37 (53.6%)	10 (14.5%)
3. Development policies are managed by competent, professional and neutral civil servants	16 (23.2%)	7 (10%)	20 (29%)	24 (34.8%)	2 (3%)
4. Civil servants are solely recruited based on merit to work autonomously from any political, patron, or elite influence.	10 (14.5%)	16 (23.2%)	15 (21.7%)	23 (33.3%)	5 (7.2%)
5. The civil servants do work based on their profession neutrally from any influence or inclinations.	16 (23.2%)	18 (26%)	13 (18.8%)	20 (29%)	2 (3%)
6. The civil servants are competent enough to formulate/manage/or implement organizational policies in conformity with national development policy.	7 (10%)	13 (18.8%)	31 (45%)	13 (18.8%)	5 (7.2%)

Source: survey 2014

Table 4.6 shows the competence and autonomy of civil servants in the selected civil service organizations. The first part assesses if there is democratic and rule based environment for recruiting, promoting, transferring and remunerating civil servants and if there is good environment for accountability transparency and participations of all civil servants in policy making. Around 68% of the respondents agreed that there are clearly stipulated rules and values calling for conducive and democratic environment for recruiting, promotion, transfer and remuneration and high advocating for transparency, accountability and participation of all employees in policy matters, while 21.7-24.5% of the respondents disagreed on this.

Office documents and interview with management officials also show that there is rule based conducive environment which engages every employees at all level to evaluate and add inputs on policies formulated. However, civil servants only put opinions on and implement developed policies. Nevertheless, they are not engaged in policy making as politicians develop policies at high levels.

Forty & half percent (40.5%) of the respondents agreed that civil servants are recruited based on merit to work autonomously based on their profession. Thirty eight percent (38%) of the respondents disagree on these opinions of respondents and face-to-face interview with management show that, political leaders always closely monitor civil servants and political agents guide and bind the civil service. Furthermore face-to-face interview with top management officials in the selected civil service organizations revealed that, though there is no competency problem with their employees to implement organizational policies, there is big problem with their attitudes, and loyalty. Therefore, there is need of close follow up and guidance. From this, it can be inferred that, civil servants in these selected civil service organizations are less autonomous as they are controlled though they are competent to discharge their expected deliverables.

4.4.4. Human Resource Planning

Table 4.7: Human Resource Planning in the Selected Civil Service Organizations

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. Vacant posts filled timely and efficiently	6(8.7 %)	40(58%)	13(18.8%)	5(7.2%)	5(7.2%)
2. There are many unfilled vacant positions in our ministry organization	5(7.2%)	5(7.2%)	13(18.8%)	10(14.5%)	36(52%)
3. The transfers made improve organizational performance	5(7.2%)	34(49%)	8(11.6%)	20(29%)	2(3%)
4. Incompetent staff is fairly and transparently avoided or moved to a post of his/her capability	7(10%)	28(40.5%)	20(29%)	13(18.8%)	1(1.5%)

Source: survey 2014

In terms of filling vacant positions in the selected civil service organizations, more than 66% of the respondents disagreed that the civil service fills vacant positions timely and agreed that there are many unfilled vacant posts, while 18.8% and 14.5% respectively remained neutral or disagreed on this. Review of human resources documents in the selected civil service organizations and interview responses from top managements revealed that because of some transfers and high turnover, there are many unfilled vacant positions, which are tried to be covered by the available human power.

This shows that, the selected civil service organizations are under shortage of human power and workload is on the limited available work force, which is sign of weak human resource planning and management.

More than 56% of the respondents disagree that transfers of employees made in the selected civil service organizations improve organizational performance, while 32% agreed on this and 11.6% of the respondents remain neutral. Survey findings also revealed that, the problem with transfer is,

there is no on time replacement for transferred employees, and newcomer staffs need trainings on system of the organization and on their positions too. This also creates for instability of offices and gaps in work coverage.

As survey questionnaire and interview with management of civil service organizations revealed, most of the time when there is incompetent civil servant, different on job and off job training is given to him/her and termination of incompetent civil servant in government offices is very rare, but moving within office. 60% of the respondents disagree with the notion that incompetent staffs are transparently avoided or moved to post of their capability, they also said, they can't avoid incomplete staff in a situation where civil service organizations are run out of employees because of turnover.

In contrary to the logic with performance appraisal, the available less competence employees are upgraded in to the position of vacant posts when civil service organizations fail to retain competent employees from the labor market. From the table above it can be inferred that, there are many unfilled vacant positions and vacant positions are held by less qualified staffs in the organizations.

4.4.5. Reward and Employees' Motivation

Table 4.8: Reward and Employees' Motivation

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. Remunerations is sufficient as compared to competence and contributions of employees	23(33.3%)	27(39%)	9(13%)	9(13%)	1(1.5%)
2. All civil servants are satisfied with their payments so that they can work with good motivation.	38(55%)	22(31.8%)	7(10%)	1(1.5%)	1(1.5%)

Source: survey 2014

As shown in table 4.8 above, more than 72% of the respondents showed that in the selected civil service organizations there are no sufficient remuneration packages as compared to competence of employees, while 13% remain neutral and 14.5% said there is sufficient salary. Interview from

managements of selected organizations also confirmed that, the big challenge to civil service organizations at nation level and in the selected civil service organizations in particular is in sufficiency of remuneration, other types of incentives compared to current labor market, and the private enterprises demand. This demotivates civil servants as 87% of the respondents responded by saying that civil servants are dissatisfied with the low salary and de-motivated on their work places. Interview respondents also confirmed that, “Because of this many leave to work to private companies or better paying organizations and the remaining staffs also are unhappy and spend their time in browsing the Internet and reading other agency vacancies while in offices”.

From this, the research can infer that, civil service organizations are paying less salary for high jobs compared to labor market in the country, which de-motivates its staffs. This in turn causes high turnover and corruptive behavior of staff.

4.4.6. How Disciplinary Measures are Handled

Table 4.9: Disciplinary Measures vs. Fairness and Merit

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. Transfers done as penalty	5(7.2%)	1(1.5%)	21(30%)	26(37.7%)	16(23.2 %)
2. Staff Discipline is managed fair and transparently	5(7.2%)	10(14.5%)	7(10%)	38(55%)	7(10%)
3. Disciplinary cases influenced by personal connections and favors	10(14.5%)	18(26%)	23(33.3%)	16(23.2%)	2(3%)
4. Corrupt staff is fairly and transparently disciplined	13(18.8%)	10(14.5%)	26(37.7%)	13(18.8%)	7(10%)
5. Disciplinary actions took place improved organizational performance	2(3%)	33(47.8%)	23(33.3%)	10(14.5%)	1(1.5%)

Source: survey 2014

In each of the selected civil service organizations, there is a disciplinary committee, which also provided in the federal civil servants proclamation No. 515/2007, which hears. This resolves disciplinary cases in each civil service organizations.

Survey results show that, 65% of the respondents at least agreed that staff disciplines are managed transparently while 30 % of them remain neutral and 8.7% of them disagree. However key informant interviewee's and opinions of questionnaire respondents revealed that the discipline committees are most of the time amateur, not impartial not autonomous. They are mostly influenced by directions from boss of their organizations and have not full power to manage serious cases. Key informant interview revealed that the big challenge here is some discipline cases do linked with other parties (collogues) so that sabotage against these case is done, which 26.2% of the respondents confirmed that disciplinary cases are influenced by personal connections; while 33% (significant No) of the respondents kept neutral and 40.6% of them opposed this. This shows us that respondents are redundant to reveal or afraid of the cause.

In the case of corruptions, top management interviewees replied that, the FDRE government is seriously working to make Ethiopia a corruption free country. In all civil service organizations, especially in all ministry organizations, there is ethics and anti-corruption directorate. These offices give anti-corruption lessons and follow-up corruptive activities. Some serious corruptive cases are held in court and other few also judged by law, However, key informant interview findings indicate that, some politically sensitive corruption cases remain unrevealed (hidden) and sometimes transfer of some suspects in to another government offices is done as measure. This was also confirmed by 60% of the respondents while answering to question, "Transfers are done as penalty" while 30% of the respondents kept neutral on this and 8.7% of them disagreed. This can no longer avoid corruption or penalize the corrupted official if corruptive activities are not revealed to public and judged by law. Such disciplinary measures can no longer improve organizational performance. 50.8% of the respondents disagree with the idea "the measures took on disciplinary cases improve organizational. Performance" while 33.3% kept neutral and 16% of the respondents agree on this.

From this, it can be inferred that, corruptive acts linked with politicians did not need to be revealed or serious investigation and measures are not taken against such situations. In addition, chiefs of organizations influence decisions of discipline committees. Political leaders, which indirectly show

political or other nexus with political leaders, can save from liability. On the other hand, transfers made as penalty again penalizes the recipient public organization.

Most of the time, such un-ethical conducts and jammed working environments are not likable by professional bureaucrats. However if they cannot influence the working environment, they can passively stay in the organization for the sake of their salary or leave the organization when the opportunity for alternative employment arises.

4.5. The Legal Framework of the FDRE Civil Service and its Potential Impact on the Development of Merit Based Appointment

The legal ground in effect on the Ethiopian civil service governing the overall HRM and HRD, is the federal civil service proclamation No.515/2007. This proclamation came in to being in lieu of proclamation No. 262/2002, to address gaps seen during the implementation of proclamation No. 262/2002.

This document determines the overall mandates of government institutions and rights and duties of civil servants. According to this document, the term “civil servant” describes permanent employees of federal government institutions except:

- government officials with the rank of state minister, deputy director general and their equivalent and above;
- Members of the House of Peoples' Representatives and the House of the Federation;
- federal judges and prosecutors;
- members of the Armed, Forces and the Federal Police including other employees governed by the regulations of the Armed forces and the Federal Police; and
- Employees excluded from the coverage of this Proclamation and governed by special regulations.

According to the FDRE proclamation No.515/2007, every vacant position to be filled by a new civil servant shall be advertised. Only a person who meets the qualification required for the position shall fill a vacant position in the civil service and scores higher than other candidates do. There shall be no discrimination among job seekers or civil servants in filling vacancies because of their ethnic origin, sex, religion, political outlook, disability, HIV/AIDS or any other ground. Notwithstanding to this however, in recruitment promotion and deployment preference shall be given to: female candidates, candidates with disabilities; and candidates from less represented nationalities, having equal or close scores to that of other candidates. However, whenever there is shortage of professionals in the labor market, a government institution may solicit graduates of higher educational institutions for recruitment in cooperation with the institutions (ibid).

Any appointment obtained based on false representation regarding educational qualification or work experience or made by unauthorized person or in contravention of this Proclamation, regulations and directives issued hereunder shall be nullified by the decision of the head of the government institution. An official or member of a committee who intentionally or negligently authorizes unlawful appointment, promotion, salary increment or other benefits too is also liable under the relevant criminal and civil law (ibid).

Organizations promote civil servants to motivate them in order to enhance the performance of government institutions. Any civil servant, who has completed his probation, may compete.

Whenever found necessary a government institution can transfer a civil servant to another similar position of an equal grade and salary or to another place of work within the government institution based on a transparent procedure. Transfer of a civil servant, according to the FDRE civil servant proclamation No. 515/2007 is on the agreement of the three parties; the sender organization, the recipient organization and the staff him/her self.

FDRE civil servant proclamation No. 515/2007 authorizes the FDRE ministry of civil service to issue directives on performance evaluation. It shows that civil servant performance evaluations should be carried out in a transparent manner with the purpose to:

- Enable civil servants to effectively discharge their duties in accordance with the expected level, quality standards and time and expense;
- Evaluate civil servants on continuous basis and identify their strengths and weaknesses with a view to improve their future performance;

- Identify training needs of employees;
- Give reward based on result; and to
- Enable management to make its administrative decisions based on concrete evidence.

As a result of this, a civil servant may be terminated from his/her job due to inefficiency where his/her performance evaluation result is below satisfactory for two successive evaluation periods despite exerting all his/her knowledge and ability to accomplish his/her work.

A government institution according to the FDRE civil service proclamation No.515/2007 shall establish a disciplinary committee, which shall investigate disciplinary charges brought against civil servants, and thereby submit recommendations to the concerned officials. The objectives of disciplinary penalty shall be to rehabilitate a delinquent civil servant when he can learn from his mistakes and become a reliable civil servant or to discharge him/her when he/she becomes recalcitrant. Depending on the gravity of the offence, disciplinary charges can range from simple penalty of oral warning up to rigorous penalty of dismissal.

The FDRE Ministry of Civil Service is in charge of supervising the implementation of this proclamation and regulations and directives issued hereunder.

4.5.1. Rules of Hiring, Firing, Transfer, Promotion and Remunerations

Table 4.10: The Rules of Hiring, Firing, Transfer, Promotion and Remunerations,

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. Rules for hiring, firing, transfer, promotion and remunerations are well known	2(3%)	17(24.6%)	10(14.5%)	35(50.7%)	5(7.2%)
2. Rules for hiring, firing, transfer, promotion and remunerations have changed frequently (is dynamic).	13(18.8%)	31(45%)	19(27.5%)	5(7.2%)	1(1.5%)

Source: survey 2014

Survey results in table 4.10 showed that 57.9 % of the respondents said the rules of hiring, firing, transfer, promotion and remuneration are well known while significant no (27.6%) of the

respondents) argued this and 14.5 % kept neutral. This shows us that, there are clearly known rules and directives under which employees can function.

Key informant interview and interview with managements of selected civil service organization revealed that, the civil service laws in effect are static and outdated. They are not dynamic which changed with time and situation changes. For example, they cannot consider the current labor market and economic situation. 63.8 % of the respondents indicated that these rules are static and not dynamic, while 27.5 % of the remained neutral and 8.7 % argued pro this rule. All group of respondents also pointed out these rules need to be reviewed and improved on time in reaction to economic situations in general and in relation to labor market situation in particular.

4.5.2. How Clear and Unbiased is the Hiring, Firing, Transfer, Promotion and Remunerations Practice?

Table 4.11: Clarity and Autonomy in Hiring, Firing, Transfer, Promotion and Remunerations,

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. politicians interfere too much in hiring, firing, transfer, promotion and remunerations of the organization	5(7.2%)	31(45%)	18(26%)	10(14.5%)	5(7.2%)
2. The Present hiring, firing, transfer, promotion and remunerations rules are difficult to follow	7(10%)	31(45%)	16(23.2%)	13(18.8%)	2(3%)
3. All in all the current hiring, firing, transfer, promotion and remunerations rules of our ministry organization is ideal	10(14.5%)	18(26%)	24(34.8%)	16(23.2%)	1(1.5%)

Source: survey 2014

In contrary to the FEDR civil service proclamation No.515/2007, literatures and survey findings indicate that politicians interfere in the hiring, firing, transfer and promotion processes of the

selected civil service. 42.2 % of the respondent showed this while 26% remain neutral and 21.7% opposed this idea.

Fifty five (55%) of the respondents revealed that, the current hiring, firing, transfer, promotion and remuneration are difficult to follow. Because, there is no standard to use, the involvement of politicians in appointing, evaluating and promoting are not clear and do not follow even the proclamation No 515/2007. For example ,there is no clear boundary between posts of political appointees and civil servants, there is no clear management team or body stated to nominate or appoint political appointees (there is no clear understanding who nominated some bodies), there is no clear (relevant) standard for political positions etc. For example, there is no distinguished body for political appointments for positions below Minister, state minister, Director and Deputies; which is being done without clear standards. Around 78.2 % of the respondents and key informants also confirmed this.

The findings in previous parts of this study show that the current rule of hiring, firing, transfer and promotion is not to date, does not consider timely situations and weak to succeed at having quality human capital. Its practicability is worse and directives derived” out of it” are far to produce neither good human capital nor good organizational performance. Survey result on this revealed that 40.5% of the respondents said, the current hiring, firing, transfer and promotion are not workable while 34.8% remained neutral and 24.7% supported it

From this, two inferences can be derived. One, the directives on hiring, firing, transfer and promotion does not consider situation on the ground, so that they are not workable, second is, these unwritten processes of hiring, firing, transfer and promotion (elites interferences) shade the horizon of merit based appointments.

4.6. The Dimensions of Elitism in the Selected Civil Service Organizations

The literature part of this study showed that, the bureaucratic set up of African countries is characterized by a complicated net works of patron client relations, in which the political elite make every effort to have dominance in every aspect to the country. They use the government apparatus for their political purpose. There is no way that Ethiopian bureaucracy could be free from this syndrome. According to key informant interview with politicians, scholars and practitioners the particular elite block fused in the Ethiopian civil service is political elite, the incumbent party's political elite.

The political elite have well established chains within the civil service system from Federal up to Kebele level. FDRE Proclamation No 515/2007 provides the positions of Minister, State-Minister, director general of agencies and heads of regional bureaus for political appointees.

Key informants from political parties and civil service practitioners have however revealed that, practically positions of Minister, state Minister, directors, heads of divisions and deputies at federal level; positions of head regional bureau, head of divisions, heads of division in Zone, heads of woreda offices and kebele are held by political appointees. Main criteria for these positions are political loyalty and political membership. Furthermore Key informants indicated that, for recruitment of bureaucratic positions up to level 9 in the civil service actually need recommendations from political bosses.

The ruling party, EPRDF has its own cell organ within the civil service organizations. As to key informants from the civil servants and political parties, these cell organs in the civil service organizations make meetings at least once a week (every Friday). These close sessions of the cell discuss critical issues of their offices which are then proposed to management of their office. This group of management of which most of them are party members adopts the important idea they discuss. The party controls civil service offices through these cell organs.

In addition, all civil service offices have established one to Five and developmental army arrangements in which better performer party members play leading role, which most key informant and top management interviewees agreed on.

Table 4.12: Dimension of Elites in the Civil Service System

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. Staff is hired based on <u>tribal affiliation and home area</u> *	20(29%)	33(47.8%)	10(14.5%)	5(7.2%)	1(1.5%)
2. Staff is hired based on political connections	13(18.8%)	21(30%)	16(23.2%)	1(1.5%)	18(26%)
3. Staff is hired based on social connections	13(18.8%)	32(46.4%)	20(29%)	2(3%)	2(3%)
4. These political elite in the civil service use their office for political purpose.	7(10%)	5(7.2%)	16(23.2%)	31(45%)	10(14.5%)

*=the region or ethnic candidate originated.

Source: survey 2014

Survey findings showed us that, tribal affiliation and /or social connection doesn't affect while new staff is hired, as 76.8% and 65.2% disagree to the questions "tribal (home area) affiliation or social connection respectively affect recruitment. On the other hand, 48.8% of the respondents revealed that staffs in the selected civil service organizations are hired based on political connections, while significant no (23.2%) remain neutral and 27.5% of the respondents argue this.

We can infer two things from this. One is there is dominance of political elite in the management of the organizations and they also favors for political members. This looks like fertile ground for political elites to recruit staffs based on their interests. Key informant interview has also revealed that "political appointees could and do bring a staff they like from anywhere to their office". Second inference is the only prominent elite block in the civil service system is political elite and no social or ethnic elites.

As key informant interview indicated above, political elite in civil service organizations do use their office for political purpose, 59.5% of the respondents agreed on this.

This showed us that; civil service organizations are highly politicized and are being used as political organizations where political elite dominate the whole system and every aspect of the civil service organizations is under their control.

4.7. The Impact of Elitism on Organizational Performance in the Selected Civil Service Organizations

It is inherent that public service institutions are not fully apolitical institutions as they work in implementing & managing political decisions. Civil service institutions can never be totally free from politics but need to be autonomous from direct from of political control (Guy peters and Jon Pierre, 2004).

Interference and control of political elite in civil service prevails both in developing and developing nations. Political interference may be more important for ensuring justice than a conventional merit system can value.

The main concern here is what looks like the impact of the elite in organization performance in the selected civil service organizations. The competence and mission of the elite to interfere in the civil service organizations can examine this. Committed and talented political elite can positively enhance organizational performance and vice-versa.

4.7.1. Role of Political Elite in the Selected Civil Service Organizations

Table 4.13: Role of Political Elite in the Selected Civil Service Organizations

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. There is high pressure from political elite on the working environments of the civil servants.	2(3%)	23(33.3%)	10(14.5%)	18(26%)	16(23.2%)
2. The political elite in our ministry organization are free from corruption and rent seeking activities.	13(18.8%)	15(21.7%)	32(46.4%)	7(10%)	2(3%)
3. All political elite in our ministry / organization are competent enough to accomplish their duty.	10(14.5%)	23(33.3%)	18(26%)	18(26%)	1(1.5%)
4. The political elite in our ministry organization are committed to achieve organizational goals for positively affect national development.	5(7.2%)	10(14.5%)	22(31.8%)	31(45%)	1(1.5%)
5. The political elite in our ministry organization work closely (cooperatively) with the civil servants.	13(18.8%)	13(18.8%)	10(14.5%)	31(45%)	2(3%)

Source: survey 2014

Survey result showed that 49% of the respondents agreed that there is high pressure of political elite on working environment of civil servants while 36.3% disagree and 14.5% of the respondents remain neutral. The interference and dominance of political elite is also confirmed by the key informant interviews and justified that, policies are always developed from the politicians and for

effective functioning in the current context of Ethiopian Civil service, controlling and steering role of the elite is critical.

Literatures showed us that, the elite in African nations are corruptive and inefficient. In Ethiopia too, there have been situations where some high level politicians are highly corrupted while other lacks competence. Significant number of respondents (46.4%) kept neutral for the question demanding whether political elite in these selected civil service organizations are corruptive and /or rent seekers” and 40.5% argued it while 13% said they are corruptive and/or rent seekers. Key informant interview and interview response from top management also revealed that, though it is difficult to generalize, government has identified as government offices are caught corruptive and rent seekers, which are one of the big headaches for the national development initiative.

Concerning competence of political elite in the selected civil service organizations, 48% of the respondents said they are less competent while 26% kept neutral and 27.5% respondents said they are competent. Key informant interview from practitioners revealed however that, political elite, especially those political appointees (many of the time) lack knowledge and know how on how to handle the job they are deployed to. They are only assigned because of political loyalty but with insufficient trainings.

This shows us that there is problem of incompetency with some political elite in the selected civil service organizations.

While assessing commitment of the political elite to achieve organizational goals and ultimately enhance national development, 46-54% of the respondents agreed that political elite are committed, 31.8% remained neutral while 21.7% respondents said they are not committed. Opinions of questionnaire respondents and interview respondents revealed however that, commitment of these political elite is bound to only eagerness (of wish) to achieve these imposed goals by any means. They lack sufficient knowledge on how to achieve and get achieved these.

This shows us that, political elite in these selected civil service organizations lack not only expertise on implementation but also lack of how to get jobs done (leadership).

Key informants from civil servants revealed that, though the political elites are eager to coordinate civil servants and to create conducive working environment, their lack of knowledge of technical works and on working on this with subordinates posed collusion with technocrats. Survey result also shows 48% of the respondents agreed that political elite work cooperatively with the civil servants

while 37.6% of the respondents disagree with this and 14.5% remain neutral. Questionnaire respondents justified that, political elites don't dispute with technocrats deliberately; but because of their eagerness to see jobs done.

4.7.2. Competence of Elites and Civil Servants in the Selected Civil Service Organizations

Table 4.14: Competence of Elites vs. Civil Servants in the Selected Organizations

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. The civil servants have dominant role as compared to the elites in policy implementation.	7 (10%)	26 (37.68%)	7 (10%)	28 (40.5%)	1 (1.5%)
2. The civil servants have better expertise as compared to the elites in policy formulation.	1 (1.5%)	1 (1.5%)	10 (14.5%)	33 (47.8%)	25 (36.2%)
3. The civil servants have better expertise as compared to the elites in policy implementation.	1 (1.5%)	5 (7.2%)	10 (14.5%)	43 (62.3%)	10 (14.5%)
4. Directives and goals of our ministry organization are formulated by the civil servants	20 (29%)	26 (37.7%)	11 (15.9%)	10 (14.5%)	2 (3%)
5. Policies, directives and goals of our ministry organization are formulated by the political elite.	1 (1.5%)	15 (21.7%)	7 (10%)	26 (37.68%)	20 (29%)
6. Solicitations and discussions of strategic plan and other quality objectives to our ministry organization are submitted from every level of the planning staffs.(it is participatory)	2 (3%)	5 (7.2%)	13 (18.8%)	46 (66.6%)	3 (4.3%)

Source: survey 2014

Survey result in table 4.14 above shows that, 43% of the respondents agreed that civil servants have dominant policy implementation as compared to political elite where as 47.7% disagreed on this 10% kept neutral on this. Concerning to competency, 77-84% of the respondents agreed that civil servants have better competence than those political elite in these selected civil service organizations

in policy formulation and implementations while 14.5% remain neutral and 3-8.5% opposed to this. This shows us that these political elite have lack of technical and political knowledge & skills.

While answering question “who formulate directives and goals of the selected civil service organizations, 66.68% of the respondents revealed that, these are formulated by elites while 17.5-23.2% said they are prepared by the civil servants. However face to face interview and survey questionnaire respondents revealed that, formulated policies, directives and goals are presented for the whole staff step by step to give comment & evaluate whether it is workable or not. 71% of the respondents agreed that solicitations and discussions of strategic –plan and other quality objectives to the selected civil service organizations are submitted from every level of the planning staffs, so that it is participatory while 18.8% remain neutral and 10.2% argue this.

From this, the research can infer that, more power is concentrated with the elites. Even works, which can normally be prepared for deriving policies in to office level that can be prepared lay experts, are held with these elites, which need high expertise of the experts.

4.7.3. Nature of the Staff Performance Appraisal

According to its power provided by proclamation No, 515/2007, Article 31 sub Article 3, the FDRE Ministry of civil service have prepared civil servants performance appraisal directive by march 2012.

Interview respondents from practitioner said that, this directive had errors as it used behavior as major criteria for evaluating staff performance. However, to correct errors in that directive, new directive is prepared ready to be presented for the HPR for ratification (Yet official). This to be applied appraisal system is intended to introduce job evaluation and grading, which allow equal payment for same job. However, other interviewees said that, “the main criteria for appraisal is attitudinal /behavior and not knowledge or expertise. There is no problem with competence; a problem with loyalty, commitment, attitude towards work, sense of belonging and ethical free from any corrupt behavior and rent seeking”.

This give less value to competence of civil servants and in this way incompetent worker with good behavior can get higher result than any one competent staff. Table 4.15 below showed that, 66.5% of respondents disagree that the appraisal system is open, foster culture of openness and trust, enhance staff performance and organizational performance, while 29% agreed with this.

Table 4.15: Staff Performance Appraisal in these Selected Civil Service Organizations

Item	Responses				
	SD	D	N	A	SA
	N (%)	N (%)	N (%)	N (%)	N (%)
1. Appraisal system in our ministry organization is open, and fosters a culture of openness and trust and staff performance and ultimately organizational performance.	28(40.5%)	18(26%)	3(4.3%)	18(26%)	2(3%)
2. Good result in the appraisal system of Our ministry organization is the basis for promotion	2(3%)	3(4.3%)	10(14.5%)	28(40.5%)	26(37.7%)
3. The way that promotions are done has improved the performance of our organization	28(40.5%)	13(18.8%)	20(29%)	3(4.3%)	5(7.2%)

Source: survey 2014

Good result in the appraisal system is the basis for promotion of employees. Survey result in the above table show that 78.2% of respondents agree on this while 14.5% remained neutral and 7.3% disagree with this idea. This was confirmed by all interview respondents.

The key point here is, does this appraisal system and promotion improve organizational performance of the selected civil service organizations? Survey result shows, 59.3% of the respondents said that this appraisal system and promotion does not improve organizational performance, while 29% kept neutral and 11.5% said it improves organizational performance.

Key informant interview with practitioner result also show that, the main ingredients in this appraisal are good behavior, ethics, fighting rent seeking & teamwork. Three (3) parties do this staff performance evaluation: the staff member, peers and the next supervisor. The organizations do this

appraisal twice a year. This system is open to abuse because of personal relations among peers and next supervisors. In addition, the key informant interview indicated that there is weak record keeping in many organizations, which can create a ground for abuse.

On the other hand, in the previous sections of this study, we saw that there is no problem of competence with staffs of the selected civil service organizations; but problem with attitude, sense of belongingness and rent seeking, which is caused with insufficiency of rewards and un-conducive working environment.

Therefore, this appraisal system is deliberately brought to mute these claims and signs of claims of staffs, which can no longer be a solution for organizational performance.

4.7.4. Effects of Interference of Political Elite in the Civil Service

Table 4.16: Effects of Interference of Political Elite in the Civil Service

Item	Responses				
	SD	D	N	A	SA
	N(%)	N(%)	N(%)	N(%)	N(%)
1. Interference of the political elite is crucial for raising organizational performance.	7(10%)	34(49%)	10(14.5%)	16(23.2%)	2(3%)
2. The political elite in the civil service are impediments for raising organizational performance.(they negatively affect)	2(3%)	23(33.3%)	5(7.2%)	23(33.3%)	16(23.2%)
3. These political elite in the civil service bend organizational policies and strategies in to their political ideology.	2(3%)	10(14.5%)	18(26%)	26(37.68%)	13(18.8%)
4. Civil servants are forced to obey elites' direction on their work.	5(7.2%)	7(10%)	12(17.4%)	27(39%)	18(26%)
5. Civil servants are afraid of their job security if they resist elites' influence to work autonomously their bureaucratic responsibilities.	5(7.2%)	18(26%)	7(10%)	23(33.3%)	16(23.2%)

Source: survey 2014

The above table shows the effects of interference of political elite in the civil service. 56.5-59% of the respondents said that interference of political elite is an impediment for organizational performance while 26-36% of the respondents argue this. The supporters of Political interference in the civil service argued that, unless the political elite interfere, control and facilitate, at least for their political gain, public services can no longer effectively run. This can give ground for carelessness,

negligence, weakness of institution. On the other hand, questionnaire respondents and key informant interview indicated that, these political elite should better concentrate on political decisions concerning organizational policies and in creating good working environment instead of interfering in the civil servants work with less technical knowledge. This can only create a problematic rather than facilitations.

From this, it can be inferred that most political elite in the selected civil service organizations lack technical expertise in the work. This could create conflict between the technocrats use to do their implementation works with political elite wish to be.

Key informant interview findings indicate that, political elite in the civil service bend organizational policies and strategies inconformity with their political advantage instead of organizational development priority. 56.48% of the respondents also confirm this while 26% respondents remain neutral and 17.5% opposed this. From this, it can be said political interest get priority over national development agenda in which civil servants could be forced to do in conformity with this. Survey result revealed that, 65% of the respondents agree that civil servants are forced to obey the elites' directions during their work while 17.4% remain neutral & 17.2% opposed. Key informant interviews with practitioners and political parties also confirmed this. From this, it can be inferred that, as (Merara, 2003) said Ethiopia political elite are dictators. Furthermore civil servants feels job insecurity while try to persist against prioritizing political agenda over their professional work for national development. 56.5% of the respondents also agreed that, civil servants are afraid of their job security to work autonomously from elite influences on their works.

4.7.5. Overall Status of Human Capital in the Selected Civil Service Organizations

Overall, under this elitist situation and existing human resources management, could these selected civil service organizations be able to constitute adequate human capital, quality civil servants, quality top officials and policy makers is another important question. It is through this that any organization could achieve good organizational performance (see literature part).

However, keeping previous findings (like bad recruitment, promotion, transfer, remunerations and other working environments) in mind, and high turnover, the selected civil service organizations could not have best quality civil servants. Results shows 66.6% of the respondents (in table 4.17

below) and interview with management also confirm this while 17.4% respondents remain neutral and 16% of the respondents in the same table oppose this.

Table 4.17: Overall Nature of the Human Capital in the Civil Service Organizations

Item	Responses				
	SD	D	N	A	SA
	N(%)	N(%)	N(%)	N(%)	N(%)
1. All in all our ministry organization is able to have best quality civil servants	13(18.8%)	33(47.8%)	12(17.4%)	10(14.5%)	1(1.5%)
2. All in all our ministry organization is able to have best quality top officials	13(18.8%)	23(33.3%)	18(26%)	14(20%)	1(1.5%)
3. All in all our ministry organization is able to have best quality policy makers	8(11.6%)	23(33.3%)	23(33.3%)	13(18.8%)	2(3%)

Source: survey 2014

Concerning top officials, 52.1% of the respondents indicate that the selected civil service organizations are unable to have best quality top officials, while significant no (26%) remain neutral and 21.5% respondents opposed this. Face to face, interview with management officials and HRM documents of the selected organizations also indicate that because of similar reasons as other civil servants, there is high turnover in top officials in to private sector or other better paying institutions or better working environment. The document review also revealed that, there are unfilled vacant posts for top positions. The researcher has also observed that many offices with only secretary and sometimes secretary with junior officers but looking for head of teams or departments, which are key for proper policy implementations.

When we see on policy makers, though it's political role to assign policy formulators, interview respondents indicated that, the top officials (top politicians) are best qualified policy makers. However, there are many unfit political appointees at the middle, which government need to review about. Survey results showed that, 44.9% of the respondents said the selected civil service

organizations do not have best quality policy makers, while significant number (33.3%) kept neutral and 21.8% opposed to this. Respondents also point out that, government should consider competence during political appointment.

Chapter Five

Summary, Conclusions and Recommendations

5.1. Introduction

This chapter of the thesis deals with summary of findings, the conclusion drawn from the data analysis, findings and interpretation in the earlier chapter and the recommendations forwarded to concerned government officials and policy makers to take corrective actions and to prospective researchers to conduct further studies on the indicated areas in the study.

This research has assessed the status of meritocracy and elitism in the selected civil service civil service organizations. The FDRE government is industriously working with the aim to eradicate poverty and to transform the nation in to the group of middle-income country by 2020. It has signed commitments different development plans like the millennium development goals. Civil servants are therefore most essential ingredients for these development outcomes of the country, without of which positive national development cannot be achieved.

5.2. Summary

The objective of the study is to assess the status of meritocracy and elitism in the civil service of Ethiopia in the selected 3(three) federal ministries. In order to achieve the stated objective, accordingly, questionnaires, face to face interview, key informant interview, document analysis and personal interview were used to assess the situation of meritocracy and elitism contribution and their impact on performance in the selected federal ministries. Based on these the major findings are summarized as follows:-

- ➡ Most Civil Service jobs are advertised. There are clearly stipulated rules and values in the FDRE government calling for conducive and democratic working environment and for recruiting, promotion, transfer and remunerations based on merit.
- ➡ However as many questionnaire respondents expressed, political loyalty and membership of the incumbent part EPRDF give better chance of employability.
- ➡ In employment, personal connection, political affiliation, and ethnic background are determinant Character; no problem with social or economic background.

- ➡ Recommendation from near boss based on good behaviour is used as important criteria during transfer in to better positions. In promotion also political membership is weighted more instead of competence on job.
- ➡ Payments and other packages of benefits in these selected Civil Service offices are insufficient.
- ➡ Because of this, many talented Civil servants leave their organizations in to better paying organizations and good working environment, especially to the private sector.
- ➡ Political people always closely control the civil servants. Because, they don't trust them on their attitude and loyalty. Civil servants have no autonomy to do their deliverables freely.
- ➡ Mainly because of turn-over and some transfers, there are many unfilled posts in the selected CSOs. These selected CSOs are run under shortage of human power, which caused for: high work load on the remaining staff, organizational tasks are not covered and important posts are tried to be filled with available less competent civil servants.
- ➡ The less payment makes the Civil Servants dissatisfied, de-motivated and leads them to corruptive behaviour.
- ➡ The FDRE Proclamation No. 515/2007 is the overall legal basis in effect to the Ethiopian civil service. This grant for transparent hiring, firing, transfer, promotion and remunerations based on merit. It prohibits hiring, firing, transfer, promotion and remunerations based on ethnic, sex, religion, political outlook or any other relation. This Proclamation also grants for performance based appraisal and rule based discipline management. However, there is problem when put in practice.
- ➡ Policies and directives formulated based on this proclamation sometimes violate the merit based recruitment and don't go with on time situations.
- ➡ The particular elite block in the civil service of Eth is political elites, i.e., the Incumbent party EPRDF's political elites.
- ➡ The party has well established chains throughout the CS from federal level up to kebele level.

- ➡ Government offices from ministry level up to bottom, the kebele level are led by political appointees.
- ➡ Positions of top civil servants' up to *Level 9* are mostly held by politically loyal people (with political recommendations).
- ➡ The EPRDF party has established its cell organ within the civil service organizations, which makes close discussions on important issues and proposes to management to be adopted. Most members of management are also political members.
- ➡ In addition, the ruling party has introduced the 1-5 and development army arrangements in which better performing political party members play leading role.
- ➡ Majority members of recruitment teams in these organizations are political party members of the EPRDF.
- ➡ Political appointees bring any staff they like from wherever to a position they want without recruitment procedure. Political elites do use the government office for political purposes. Political elites have overall control and dominance in the civil service.
- ➡ Most political elites in the selected CSOs are incompetent in both leadership and technical knowledge (expertise). Many are appointed with only political loyalty and no working knowledge. The interference of the political elites in the overall civil service is an impediment for organizational performance. This is seen posing problem with technocrats. Because, these political elites want to do all works by themselves than get done by civil servants and sometimes they attempt to work with the Civil servants without technical knowledge of their work.
- ➡ Staff performance appraisal give less value to competence on job, rather on loyalty, attitude towards work, commitment, sense of belongingness and ethics, fighting rent seeking and teamwork. This discourages competent staffs. This appraisal give way for abuse as is done by peers and next supervisors without any recorded data. This kind of appraisal system is deliberately brought to mute claims of staffs for changes and benefits.
- ➡ Moreover, these political elites bend organizational policies and strategies in to their political advantage instead of national development priority.

- ➡ Political interest gets priority over national development agenda. Civil servants are strained to obey. Therefore, the Civil servants are not autonomous.
- ➡ Because of non- merit based recruitment, selection, appraisal, promotion, remuneration and not conducive working environment, there is high turnover of civil servants at all level.
- ➡ Therefore, selected civil service organizations are run out of quality human capital. There are many unfilled posts of all levels.
- ➡ Because many political appointees are with less competence, selected civil service organizations couldn't have best quality policy makers.

5.3. Conclusions

The Ethiopian civil service system has a clearly stated rules calling for merit-based appointments through job advertisement, transparent selection based on competence under the FDRE proclamation No. 515/2007. However practically, political loyalty is given weight in selecting among candidates for advertised jobs. This gives better access of employability to members of the incumbent party, EPRDF. This selection criterion denies public organizations the opportunity to employ many competent non-member human powers available in the Ethiopian labor market. In addition, candidates from less represented nationalities, the disabled and female candidates are provided opportunities for employment even with less competence. They are recruited at the expense of other competent candidates. While such affirmative action is good measure in a positive undertaking, the criterion should provide priority to minorities; the disabled and women only if they have equivalent qualification to other candidates with a view to ensure good capacity in government.

The legal framework for the FDRE civil service is put in different parts of the FDRE constitution directly governed by the FDRE proclamation No.515/2007. This proclamation guarantees for merit based appointment: based on qualifications regardless to sex, religion, social, political or other outlooks. This proclamation authorizes the FDRE ministry of civil service to produce a working manuals (directives) and/or rules for good human resource administration derived from it. The ministry does so. However, these directives do not contribute for the development of meritocracy. For example, the directive on employees performance appraisal published by March 2012 is not

inconformity with merit. Because appraisal is not based on competence; reward is not for competence; there is no job grading; same jobs are paid differently, etc.

Basically the staff performance appraisal give due weight to employees' attitude, loyalty, relations and cooperation with other colleagues, fighting corruption and rent seeking, team work in the one-to-five and development army grouping systems. This gives less weight to competence. Therefore, the government promotes public employees based on their attitude/ behavior and not by their competence/ profession. There is less reward for competence and more reward for those with 'good behaviors', most likely to be political members of the ruling party. This is a cause for de-professionalization of civil service and/ or cause for high turnover of best performing civil servants.

In addition, the reward (pay system) in the civil service organizations is minimal as compared to other organizations. This again cause for high turnover of best performing civil servants.

In the FDRE civil service system, the political elites of the ruling party, EPRDF have established a chain from federal up to kebele (local administration) level. Main criteria for key positions are political loyalty and membership. The party has also cell arrangements with in the civil service, which make close meetings to discuss on critical issues and then get them adopted by the management in their office. Political party members also dominate the management.

In addition, the party has established one-to-five and development army arrangements in which better performer political party members play leading role. They also use the civil service organizations for political purpose. Overall, the political elite, mainstreamed in the civil service, control every aspect of the civil service through these complicated networks.

Most of the time, the political elite appointed in the civil service are less competent. They lack both expertise and leadership capability. They might seem committed, but they are only eager to achieve assignments by any means. They lack technical knowledge. They also collide with technocrats as technocrats want to do their works professionally while these elites want them quickly finish these works by whatever a means.

In addition, these political elite bend organizational policies in conformity with their political advantages instead of national development priorities. This disables technocrats (civil servants) to implement policies neutrally for national development. This interference of political elites in policy implementation creates job insecurity among the non-political civil servants.

The selected civil service organizations have no problem to get competent labor in the labor market. However, the un-meritocratic recruitment and payment, political over control, the non competence criteria for promotion and insufficient payments and benefits in the civil service cause the civil servant to leave the civil service to other better paying organizations and better working environments. There is no fertile ground to work for competent, experienced and neutral employees. This leads to organizational failures.

Because of these reasons, civil service organizations are unable to have best quality, neutral and competent human capital. Civil services organizations are likely to be left with less competent civil servants and mostly dominated by members of the ruling political party are running the country. These all are causes for weak organizational performances.

5.4. Recommendations

From the above discussions, the following suggestions and recommendation are outlined.

- Recruitment, promotion, transfer and promotion should be based on free and fair competition based on competence; Political criteria should be totally avoided for non political positions. These functions should be done transparently based on the governing rule provided under proclamation 515/2007.
- Policies should be adopted to engage talented non political member professionals to work in different key positions;
- Clear individual performance evaluation procedure based on job should be introduced; Staff performance appraisal should only based on job performance(competence) and no other non professional criteria;
- To enable the civil service organizations retain talented civil servants (to reduce turn over), salary and other packages of benefits for civil servants should be improved;
- Any political control/influence over the civil servants should be avoided to bring better organizational performances through autonomous, neutral and competent employees;
- Avoid political party activities from the civil services to let work the civil servants neutral and autonomously;
- There should be leadership commitment to control as if policies are implemented properly;
- Political positions in the civil service system should be minimum to the maximum possible;
- Competence and relevant working background should be considered as important element in appointing for political positions.

5.5. Future Research Agenda

- Meritocracy Vs. government policy in Ethiopian civil service;
- Mechanisms for de-politicization of the Ethiopian bureaucracy;
- Critical evaluations of organizational performance measurement in Ethiopian civil service; and
- Critical evaluations of competence of political appointees in the Ethiopian civil service;

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ANNEX I- Data collection tools



Addis Ababa University

School of Graduate Studies

Department of Public Administration and Development Management

Part-I

Questionnaire to be filled by civil service employees respondents of all level

Dear respondents;

I am a second year Master's student in the department of PADM (MPA) in the University of Addis Ababa. I am conducting a study for my thesis entitled "Meritocracy and Elitism in Ethiopian Civil Service and Their Effect on Organizational Performance". The study deals with revealing the Meritoriousness and Elitist status of the civil service army, the policy ground to capacitate it, its implementation and its overall effects on organizational performances and ultimately on national development.

This questionnaire is prepared to assess the employees' attitude toward the Civil Service regarding Meritocracy and Elitism. Each of your views has a great value and great impact on the study.

Hence, I kindly request you to respond the questions full heartedly. Consider that you can give more than one choices for some of the questions. You can encircle or use thick (/) sign to indicate your choice. You don't need to write your name and all your responses are confidential and are not used other than this academic study purpose.

I thank you in advance for your kind cooperation for all the time and efforts you sacrificed to fill and return the questionnaire, that would not otherwise this study complete.

NB: For questions need explanation or any remark, please use extra paper or the back of this paper.

Section one: Personal Information

1. Sex: ☐ Male ☐ Female
2. Age group: ☐ 18-29 ☐ 30-40 ☐ 41-50 ☐ 51-60 ☐ Above 60
3. Educational Level:
 - ☐ Grade 12 or below
 - ☐ 10+1, 10+2 or 10+3
 - ☐ Certificate
 - ☐ Diploma
 - ☐ BA/BSc/BED
 - ☐ MA/MSc/MED
 - ☐ PhD
 - ☐ Other
4. Your level of your current position is
 - ☐ Political appointee
 - ☐ Senior management level
 - ☐ Senior expert
 - ☐ Junior Expert
 - ☐ Senior clerk
 - ☐ Junior clerk
 - ☐ Other (specify)._____
5. Your service years;
 - ☐ 5 year and below ☐ 6-10 years ☐ 11-15 years ☐ 16-20 years
 - ☐ 21 years and above
6. The way you join this ministry organization
 - ☐ Advertisement recruitment
 - ☐ Direct selection from my former university/ college/ office
 - ☐ Transfer from other organization as promotion/ demotion/ punishment/ favor, etc
 - ☐ Politically appointed/ ethnically represented/-----
 - ☐ Other
7. The way you gain your current position in this ministry organization

- ☐ Through work performance in the form of promotion
- ☐ Through the recommendation of boss
- ☐ Through long year service year in the organization
- ☐ Directly recruited
- ☐ Demotion
- ☐ Transfer
- ☐ Others-----

Please rate the following statements on the nature of hiring, firing, transfer, promotion and remunerations, where ratings stand as follow;

SA=strongly agree,

A=agree,

N=Neutral,

D=disagree, and

SD=strongly disagree.

Section two: The status of merit based recruitment in these selected civil service organizations

Items	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
8. Recruitment is transparent and fair based on competence of employees	SD	D	N	A	SA
9. All jobs are advertised	SD	D	N	A	SA
10. Candidates selected on merit	SD	D	N	A	SA
11. Transfers are transparent and fair based on competence of employees	SD	D	N	A	SA
12. promotions are done transparently and fairly based on competence of employees	SD	D	N	A	SA
13. Remuneration is fair and based on competence of employees	SD	D	N	A	SA
14. All in all our ministry organization is able to have best quality human capital to enhance	SD	D	N	A	SA

its organizational performance					
15. Recruitment based on personal favors	SD	D	N	A	SA
16. Ethnic background influence employment	SD	D	N	A	SA
17. Social/economic background or any personal connection and favoring influence employment	SD	D	N	A	SA
18. Political background influence employment	SD	D	N	A	SA
19. Transfers based on personal connection and favoring	SD	D	N	A	SA
20. Promotions are based on personal connections and favors	SD	D	N	A	SA
21. The ethnic background of employees influence the likelihood of promotion	SD	D	N	A	SA
22. The political relation/ background of employees influence the likelihood of promotion	SD	D	N	A	SA
23. There is democratic and rule based environment for recruiting, promoting, transferring and remunerating civil servants.	SD	D	N	A	SA
24. Our ministry organization calls for accountability, transparency and participation of all civil servants in policy making.	SD	D	N	A	SA
25. Development policies are managed by competent, professional and neutral civil servants.	SD	D	N	A	SA
26. Civil servants are solely recruited based on merit to work autonomously from any political, patron, or nay elite influence.	SD	D	N	A	SA
27. The civil servants do work based on their profession neutrally from any influence or inclinations.	SD	D	N	A	SA
28. The civil servants are competent enough to formulate/manage/or implement organizational policies in conformity with	SD	D	N	A	SA

national development policy.					
29. Vacant posts filled timely and efficiently	SD	D	N	A	SA
30. There are many unfilled vacant positions in our ministry organization	SD	D	N	A	SA
31. The transfers made improve organizational performance	SD	D	N	A	SA
32. Incompetent staff is fairly and transparently avoided or moved to a post of his/her capability	SD	D	N	A	SA
33. Remunerations is sufficient as compared to competence and contributions of employees	SD	D	N	A	SA
34. All civil servants are satisfied with their payments so that they can work with good motivation.	SD	D	N	A	SA
35. Transfers done as penalty	SD	D	N	A	SA
36. Staff Discipline is managed fair and transparently	SD	D	N	A	SA
37. Disciplinary cases influenced by personal connections and favors	SD	D	N	A	SA
38. Corrupt staff is fairly and transparently disciplined	SD	D	N	A	SA
39. Disciplinary actions took place improved organizational performance	SD	D	N	A	SA

Section three: The legal frame work of the FDRE Cs and its potential impact on the development of merit based appointment.

Items	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
3. Rules for hiring, firing, transfer, promotion and remunerations are well known	SD	D	N	A	SA
4. Rules for hiring, firing, transfer, promotion and remunerations have changed frequently (is dynamic).	SD	D	N	A	SA

Section four: The dimension of elitism in the selected civil service organizations. And finally

Items	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
4. politicians interfere too much in hiring, firing, transfer, promotion and remunerations of the organization	SD	D	N	A	SA
5. The Present hiring, firing, transfer, promotion and remunerations rules are difficult to follow	SD	D	N	A	SA
6. All in all the current hiring, firing, transfer, promotion and remunerations rules of our ministry organization is ideal	SD	D	N	A	SA
7. Staff is hired based on tribal affiliation and home area	SD	D	N	A	SA
8. Staff is hired based on political connections	SD	D	N	A	SA
9. Staff is hired based on social connections	SD	D	N	A	SA
10. These political elites in the civil service use their office for political purpose.	SD	D	N	A	SA

Section five: The impact of elitism an organizational performance in the selected civil service organizations.

Items	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree
5. There is high pressure from political elites on the working environments of the civil servants.	SD	D	N	A	SA
6. The political elites in our ministry organization are free from corruption and rent seeking activities.	SD	D	N	A	SA

7. All political elites in our ministry organization are competent enough to accomplish their duty.	SD	D	N	A	SA
8. The political elites in our ministry organization are committed to achieve organizational goals for positively affect national development.	SD	D	N	A	SA
9. The political elites in our ministry organization work closely (cooperatively) with the civil servants.	SD	D	N	A	SA
10. The civil servants have dominant role as compared to the elites in policy implementation.	SD	D	N	A	SA
11. The civil servants have better expertise as compared to the elites in policy formulation.	SD	D	N	A	SA
12. The civil servants have better expertise as compared to the elites in policy implementation.	SD	D	N	A	SA
13. Directives and goals of our ministry organization are formulated by the civil servants.	SD	D	N	A	SA
14. Policies, directives and goals of our ministry organization are formulated by the political elites.	SD	D	N	A	SA
15. Solicitations and discussions of strategic plan and other quality objectives to our ministry organization are submitted from every level of the planning staffs.(it is participatory)	SD	D	N	A	SA
16. Appraisal system in our ministry organization is open, and fosters a culture of openness and trust and staff performance and ultimately organizational performance.	SD	D	N	A	SA
17. Good result in the appraisal system of Our ministry organization is the basis for	SD	D	N	A	SA

promotion					
18. The way that promotions are done has improved the performance of our organization	SD	D	N	A	SA
19. Interference of the political elites is crucial for raising organizational performance.	SD	D	N	A	SA
20. The political elites in the civil service are impediments for raising organizational performance.(they negatively affect)	SD	D	N	A	SA
21. These political elites in the civil service bend organizational policies and strategies in to their political ideology.	SD	D	N	A	SA
22. Civil servants are forced to obey elites' direction on their work.	SD	D	N	A	SA
23. Civil servants are afraid of their job security if they resist elites' influence to work autonomously their bureaucratic responsibilities.	SD	D	N	A	SA
24. All in all our ministry organization is able to have best quality civil servants	SD	D	N	A	SA
25. All in all our ministry organization is able to have best quality top officials	SD	D	N	A	SA
26. All in all our ministry organization is able to have best quality policy makers	SD	D	N	A	SA

NB: Please write down whatever your additional say related to the above questions.(use the next free space)

Thank you very much

Part-II

Questionnaire for top managements

Dear respondents;

I am a second year student in the department of PADM (MPA) in the University of Addis Ababa. I am conducting a study for my thesis entitled “***Meritocracy vs. Elitism in Ethiopian Civil Service: The impact on Organizational Performance in three (3) Selected Federal Ministries***”. The study deals with revealing the Meritoriousness and the dimension of elitism in the civil service army, the policy ground to capacitate it, its implementation and its overall effects on organizational performances and ultimately on national development.

This interview question is prepared to assess your view of the status HRD/HRM system in your ministry organization regarding Meritocracy and Elitism and its effects on organizational performance. Each of your views has a great value and great impact on the study. Hence, I kindly request you to respond the questions full heartedly. Consider that you can/cannot answer for some or the whole questions. Your responses are confidential and are not used other than this academic study purpose. The duration for this interview is estimated to be **not more than 50 minutes**.

I thank you in advance for your kind cooperation for all the time and efforts you sacrificed to patiently stay with me for the whole interview, that would not otherwise this study complete.

Section one: Personal Information

1. Sex: ☐ Male ☐ Female
2. Age group: ☐ 18-29 ☐ 30-40 ☐ 41-50 ☐ 51-60 ☐ Above 60
3. Educational Level:

☐ Grade 12 or below
☐ 10+1, 10+2 or 10+3
☐ Certificate
☐ Diploma

- ☐ BA/BSc/BED
 - ☐ MA/MSc/MED
 - ☐ PhD
 - ☐ Other
4. Your level of your current position is
- ☐ Political appointee
 - ☐ Senior management level
 - ☐ Senior expert
 - ☐ Junior Expert
 - ☐ Senior clerk
 - ☐ Junior clerk
 - ☐ Other (specify)._____
5. Your service years;
- ☐ 5 year and below ☐ 6-10 years ☐ 11-15 years ☐ 16-20 years
 - ☐ 21 years and above
6. The way you join this ministry organization
- ☐ Advertisement recruitment
 - ☐ Direct selection from my former university/ college/ office
 - ☐ Transfer from other organization as promotion/ demotion/ punishment/ favor, etc
 - ☐ Politically appointed/ ethnically represented/-----
 - ☐ Other
7. The way you gain your current position in this ministry organization
- ☐ Through work performance in the form of promotion
 - ☐ Through the recommendation of boss
 - ☐ Through long year service year in the organization
 - ☐ Directly recruited
 - ☐ Demotion
 - ☐ Transfer
 - ☐ Others-----

Section two: interview questions for assessing the status of meritocracy and elitism in the ministry organization

1. What looks like meritoriousness of recruiting, promoting, transferring and remunerating civil servants in Ethiopian civil service organizations in general and in this ministry organization in particular?
2. To what extent your ministry organization is able to acquire competent, neutral civil servants for its needs?
3. From where and how does your ministry organization find most of its employees for its vacant positions?
4. What looks like the dimensions/role of political elites in the Ethiopian civil service organizations in general and in your ministry organization in particular?
5. What look like their role in policy formulation/ implementation in your ministry organization?
6. To what extent they are competent enough to their post of deployment?
7. To what extent they are committed to bring positive effect (development) in their ministry organization?
8. What looks like the relationship between the political elites and the civil servants in your ministry organization?

Section three: interview questions for assessing the competence of bureaucrats and elites in the ministry organization

1. What looks like the preparation of strategic plan in your ministry organization? Is it participatory and in conformity with national development agenda?
2. To what extent do your expert staffs exceed expectations in developing strategic goals and implement accordingly?
3. To what extent do all your civil servant staffs have internalized understanding of the vision, mission, core value and strategic goals of your ministry organization?

4. To what extent your civil servant staffs are competent to enforce these policies? To what extent they are given full power?
5. What looks like the role of political elites in policy formulation, implementation and their relationship with the civil servants?
6. To what extent these political elites in your ministry organization are talented (skilled) to positively influence formulated policies and lead the ministry organization they are working in?
7. To what extent these political elites in your ministry organization are free from corruption, rent seeking and other unethical conducts?
8. To what extent your civil servant staffs are motivated with the payment they are paid to implement organizational objectives?
9. To what extent your civil servant staffs are intimidated by political elites/ social or ethnic groups while doing their mandates?
10. To what extent your civil servant staffs are autonomous from pressures from political elites/ social or ethnic groups or other external forces?

Section four: interview questions for assessing the organizational performance in the ministry organization

1. To what extent your ministry organization was able to satisfactorily achieve its vision, mission and strategic goals in the last four years?
2. What are the strong points which helped your successful achievements?
3. What looks like the effects of competence, neutrality and ethicality of your civil servants in performance of your ministry organization?
4. Were the bureaucrats qualified enough, neutral, and committed to positive change to bring good organizational performance? Were they competent to plan, assess and implement policies?
5. What looks like the role of political elites on achieving vision, mission and strategic goals of your ministry organization in the last four years?
6. What looks like their qualifications and commitment on achieving goals and in directing the civil servants to implement designed goals?
7. What were the weak points which impede your success in achieving your organizational vision, mission and strategic goals?

8. What were the reasons related to human resources management/ human resources development for your weak achievement?
9. What is your overall opinion on the competence, autonomy, neutrality and motivations of the civil servant?
10. What is your overall opinion on the role, competence, commitment of the political elites?
11. What do you suggest to enhance the performance of your ministry organization?

Thank you very much

Part -III

Interview Questionnaire for key informants: practitioners, scholars, media and political parties.

Dear respondents;

I am a second year student in the department of PADM (MPA) in the University of Addis Ababa. I am conducting a study for my thesis entitled “***Meritocracy vs. Elitism in Ethiopian Civil Service: The impact on Organizational Performance in three (3) Selected Federal Ministries***”. The study deals with revealing the Meritoriousness and the dimension of elitism in the civil service army, the policy ground to capacitate it, its implementation and its overall effects on organizational performances and ultimately on national development.

This interview question is prepared to assess your view toward the Civil Service regarding Meritocracy and Elitism. Each of your views has a great value and great impact on the study. Hence, I kindly request you to respond the questions full heartedly. Consider that you can/cannot answer for some or the whole questions. Your responses are confidential and will not be used for other than this academic study purpose.

The duration for this interview is estimated to be **not more than 35 minutes**.

I thank you in advance for your kind cooperation for all the time and efforts you sacrificed to participate in this interview, that would not otherwise this study complete.

Questions:

1. What looks like meritoriousness of recruiting, promoting, transferring and remunerating of civil servants in Ethiopian civil service organizations?
2. To what extent Ethiopian civil service organizations are able to acquire competent, neutral civil servants for their needs?
3. From where and how does Ethiopian civil service organization find most of their employees for vacant positions?
4. What looks like the dimension and role of political elites in Ethiopian civil service organizations?
5. What look like their role in policy formulation/ implementation in their respective ministry organization?
6. To what extent they are competent enough to their post of deployment?
7. To what extent they are committed to bring positive effect (development) in their respective organization?
8. What looks like the relationship between the political elites and the civil servants in most ministry organization?
9. What looks like the relationship between the senior experts and the political elites in most civil service organizations?
10. What do you suggest to enhance the performance of the civil service organizations in relation to merit based recruitment and payment and de-politicization of civil service?

Thank you very much

Declaration

I, the undersigned, declare that this thesis is my original work and has not been presented or submitted partially or in full by any other person for a degree in any other university, and that all sources of materials used for the purpose of this thesis have been duly acknowledged.

Declared by:

Name: Kidane Gebrehiwot

Signature_____

Date_____

Confirmed by Advisor

Name: Costantinos BT. (PhD)

Signature_____

Date_____