

M.A. ALI

PERFORMANCE MANAGEMENT IN THE PUBLIC  
SECTOR: A COMPARATIVE STUDY ON SOMALIA AND  
TURKEY



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Approval of the Institute of Social Sciences

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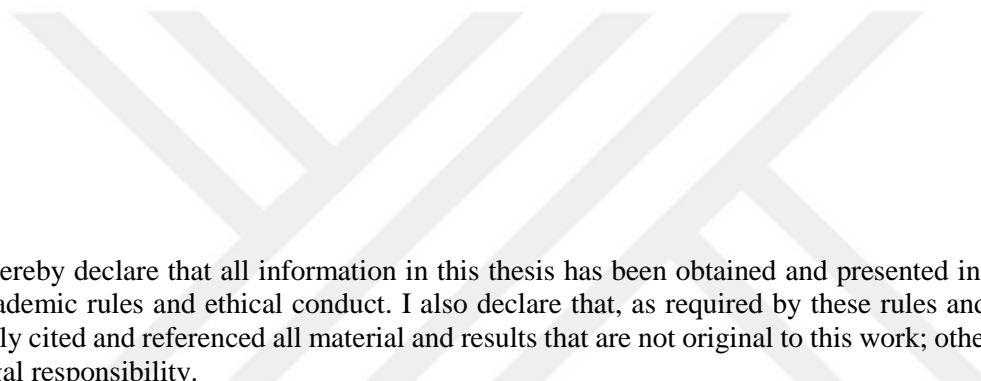
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## ABSTRACT

### PERFORMANCE MANAGEMENT IN THE PUBLIC SECTOR: A COMPARATIVE STUDY ON SOMALIA AND TURKEY

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This thesis aims to explore the performance management systems in the public sector of Somalia and Turkey, discuss the differences and similarities between the two systems focusing on the process and legal base of performance management, identify challenges that both countries face and provide relevant recommendations to solve challenges. The study found that differences mainly lays on the historical timeframe for the application of performance management, the scope of application, the degree of formality, the legal basis, and the performance management reforms being undertaken and finally, ongoing efforts to further modernize the performance management system. In Somalia, the study found that the practice of performance management is less systematic, limited in scope, and is hugely below the standards. There are many challenges including lack of regular payment, insufficient funding, corrupt staffing practices, lack of proper strategic directions and clearly defined job descriptions, inadequate capacity building and trainings, constant staff changes and inadequate work facilities. In this regard, the study recommends introducing a comprehensive formal performance management system, establishing clear performance indicators, measures, targets and guidelines, developing clear staffing policies and job descriptions and finally, providing enough funding and facilities.

In Turkey, the study found the practice of performance management is relatively systematic, and the reform efforts of the system were ongoing since 1968. It has legal basis and guidelines and defined performance targets and measures. However, there are challenges that are totally different from those faced by the government institutions. These challenges can be summarized as environmental, organizational, and personnel barriers. The study recommends to develop comprehensive performance management systems, review civil service law and review the motivation systems.

**Keywords:** Performance, management, system, public sector, Turkey and Somalia

## ÖZET

### KAMU SEKTÖRÜNDE PERFORMANS YÖNETİMİ: SOMALİ VE TÜRKİYE'DEKİ DURUMLA İLGİLİ KARŞILAŞTIRMALI BİR ÇALIŞMA

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Master Derecesi., Siyasi Bilimler ve Kamu Yönetimi Bölümü

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Bu tez Somali kamu sektörü ile Türkiye kamu sektöründe performans yönetim sistemlerini araştırmayı, performans yönetiminin süreç ve yasal temeli üzerine odaklanarak iki sistem arasındaki farklılıkları ve benzerlikleri tartışmayı, her iki ülkenin karşı karşıya kaldığı sorunları belirlemeyi ve bu sorunları çözmek için gerekli önerilerde bulunmayı amaçlamaktadır. Bu çalışma esas olarak performans yönetiminin uygulanması, bu uygulamanın kapsamı, resmîyetin derecesi, yasal temel ve üstlenilen performans yönetimi reformları ve son olarak da performans yönetim sistemini çağa daha uygun hale getirmek için devam eden çabalar ile ilgili tarihsel zaman çerçevesi üzerinde önemle durmaktadır. Bu çalışma Somali'de performans yönetim sisteminin daha az sistematik ve kapsam olarak da daha sınırlı olduğunu ve büyük ölçüde standartların altında bulunduğunu göstermiştir. Düzenli ödeme yapılmaması, yetersiz finansman, yozlaşmış işe alma uygulamaları, uygun stratejik yönlendirmelerin ve açıkça belirlenmiş iş tanımlarının olmayışı, yetersiz kapasite geliştirme ve eğitim faaliyetleri, sürekli kadro değişiklikleri ve yetersiz çalışma olanakları dahil pek çok sorun vardır. Bu bakımdan bu çalışma kapsamlı bir biçimsel performans yönetim sisteminin yürürlüğe konulmasını, açık performans göstergelerinin, ölçülerinin, hedeflerinin, ilke ve esaslarının tesis edilmesini, açık istihdam politikalarının ve iş tanımlarının oluşturulmasını ve son olarak yeterli finansmanın ve olanakların sağlanmasını önermektedir.

Türkiye'de ise bu çalışma performans yönetim sistemi uygulamasının göreceli olarak iyi olduğunu ve sistemi yenileme ve daha iyi hale getirme etme çabalarının 1968 yılından beri devam ettiğini ortaya koymuştur. O yasal temellere, esas ve ilkelere ve tanımlanmış performans hedef ve ölçülerine sahiptir. Bununla birlikte Somali kamu sektörünün karşılaştığı sorunlardan tamamen farklı sorunlar da vardır. Bu sorunlar çevresel, örgütsel ve kişisel engeller olarak özetlenebilir. Bu çalışma kapsamlı performans yönetim sistemi oluşturulmasını, devlet memurları yasasının ve özendirme politikalarının gözden geçirilmesini, performans yönetim sürecinde yöneticilerin ve personelin eğitilmesini ve bununla ilgili istihdam politikalarının yeniden değerlendirilmesini önermektedir.

**Anahtar Kelimeler:** Performans yönetimi, kamu sektörü, Somali, Türkiye

## **DEDICATION**



To My Parents

&

To the People of

Somalia

and

Turkey

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## CHAPTER ONE

### INTRODUCTION

Every institution exists for accomplishing specific objectives and targets regardless of the nature of its structure and activity. Accordingly, government is an enormous institution that is responsible for realizing the well-being of its citizens. The government institutions are challenged by having the responsibility to meet dissimilar and conflicting needs of citizens composed from outsized heterogeneous groups. On top of that, inefficiency in service delivery is a matter that public institutions have been struggling with. Public institutions operate in a very competitive situation where huge and radical changes in technology, management, science, economics and politics are experienced.

The increasingly growing expectations in contemporary society as well as the economic crisis in the world have touched every sector including the public institutions. The altering social structure and increasing demand of citizens makes citizens' satisfaction gradually more significant and relevant matter to the public sector achievement (Daunoriene & Zekeviciene, 2015). The pleasure of citizens is one of the main goals for every government and that obligates on the government to listen its citizens and understand their needs. The satisfaction of citizens can be reached by confirming the performance of the services provided to meet their expectations and the performance of the provided public service can be measured by assessing citizens' perception toward the service quality (Denhardt & Denhardt, 2000).

Consequently, many reforms have been undertaken by governments across the world. These reforms were mainly initiated to enable public administrations provide faster and better service in terms of quality, efficiency and sensibility. Therefore, performance management practice has been one of the lasting heritages of the public sector reforms in the last two decades. Performance management has been introduced in many public institutions to improve the efficiency and to ensure transparency in public decisions and the use of public funds. It also links a performance oriented governance and accountability to institutional stakeholders such as government, funding bodies, audit agencies and the broader citizens.

Under those circumstances, the public sector has become a field of study for many academicians in the last two decades and performance has become a major theme in management theory and practice. It has received an extended debate about the role, scope and performance of the institutions. Consequently, a new public management was presented in several public institutions. The most important aspect of the new public management has been the emphasis on performance improvement to ensure the success of the efforts of public institutions in achieving the desired results. Thus, performance analysis in the public sector gradually became a significant tool for the allocation of public resources especially in the periods of financial crises.

The public sector have applied a range of performance management tools intended to inspire the public administrators and citizens to drive public service performance upwards. Governments have gradually placed their reliance on the power of performance management by using a target-setting and performance information across the policy fields to improve a performance planning and management methods in public the public institutions. Performance management comes with a comprehensive, systematic and multipart approach of the performance problems. It compels to carry out a regular review and assessment on the attained performance standards and performance trajectories as well as taking applicable corrective action toward the points where the deviations from the desired standards are noticed. Effective performance management is important to accomplish sustainable and constant public finances to advance the public's confidence that tax revenues are being used effectively.

As a result of a combination of internal and external effects including the ambition and the candidacy status of Turkey for the full membership of the European Union and the loan stemming agreements with international organizations such as IMF and the World Bank; Turkey undertook extensive and comprehensive legal and structural reforms to rise the accountability, efficiency, capacity and performance of its public sector. In spite of that, researches show that the presumed benefits remain questionable and that there are many barriers, challenges and problems in implementing Performance Management in the public sector of Turkey.

In contrast to the experience of Turkey, the public institutions of Somalia faced a total collapse during the civil war - in terms of physical infrastructure and human resources – that started in 1991 and lasted until 2000. However, Somalia is now on a path to emerge from collapse, fragility and prolonged instability. As a result of several barriers including the struggle of the Somali government with terrorist groups and its very limited financial sources, the public institutions have not received enough attention in terms of rebuilding and strengthening their capacity. The purpose of this study is to report and discuss the findings of a multi-case study that examines how the public sector administrations of Somalia and Turkey apply Performance Management. It aims to compare the performance management systems used by the public institutions of Somalia and Turkey and to find out the limitations that both countries face in the application of these systems.

The study focuses on the following comparative framework which basically forms the performance management systems in the public sector:

- Performance Management Application
- The Legal Base of the Performance Management System
- Setting Strategic Goals
- Developing Performance Targets
- Developing Performance Indicators
- Developing Job Description
- Performance Evaluating System
- Motivation and Reward System
- Disciplinary Policies
- Performance Management Challenges
- Performance Management Reforms



The study is trying to receive an answer for what kind of performance management tools and techniques are employed to account efficiency and quality measures in the public service of Somalia and Turkey? How does the existing laws influence performance? How much effective are the currently applied performance management systems and what kind of challenges are facing the performance management in the public sector of Somalia and Turkey? It finally suggests some recommendations that can help both governments to overcome the existing gaps and challenges.

The researcher used qualitative method - a semi structured in-depth interview and focus group discussion to answer the research questions and achieve its objectives in the case of Somalia. The interview and the focus group were conducted through telephone. The target population of this study was thirty two heads of human resource departments of established Ministries and other public institutions of Federal Government of Somalia. Purposive sampling was used because the target population of this study is one group, heads of human resource departments that share similar characteristics. A sample of ten heads of human resource departments were selected based on their accessibility, readiness and the expertise and qualitative thematic narrative analysis was used to analyze the data.

This study contains six chapters. The first chapter gives a brief summary of unresolved issues, conflicting findings and current concerns in the field of performance of management in the public sector. The chapter briefly describes the background of the study, the existing gaps and problems, aims of the study and key research questions that are to be answered by the study. And finally, this chapter briefly highlights chapters of the study and its contents.

Chapter two is divided into two sections: section one discusses the concept of performance, while section two discusses performance management. Section one comprehensively deliberates the different definitions of performance, distinction between performance and productivity, the most cited aspects of performance, and divergent views of scholars on which performance concepts of these aspects should be labeled as performance. In addition, this section discusses the levels of performance including the institutional performance, team performance and finally, the individual performance.

Section two focuses on performance management. This section combines the management of institutional performance with the management of individual performance. It highlights the definition and development of performance management theory. Enough emphasis was put on the differences of performance management and the organizational behavior management concepts. Moreover, this section substantially focuses on the concept of performance measurement, its classifications and dimensions, its historical development and how it relates to the quality and the performance of service delivery. The concept of performance indicators, its dimensions, and its connection with performance management and the institutional outcomes are elaborately discussed. Finally, the arguments of scholars against overemphasis of performance indicators on post-controls and past performance are described in this section.

The third chapter is about the performance management in the public sector and contains four sections. Section one discusses the historical development performance management in the public Sector. This section highlights the motives that led many countries to introduce performance management in their public sectors and multi-dimensions of public performance including economic, human resources and environmental factors as well as social justice. Finally, it presents brief summary on classifications of the public services.

Section two is about conceptual framework of public performance management. Prerequisites for introducing performance management, basic elements that are necessary for every performance management system and levels of performance management systems – macro and micro levels – are comprehensively highlighted in this section. The section further discovers some challenges that are commonly faced in the process of performance management in the public sector as it also describes different types of performance measurement risks in the public sector. Finally, the section discusses the commitments from the public sector officials that performance management needs.

Section three is about performance management process. This section discusses the stages of management cycle and performance management phases including strategic planning, defining targets and performance indicators, implementation and the use of post-implementation evaluation result. Section four describes the most widely used performance management systems in public sector. The section discovers three systems that are useful to the public sector, namely management by objective performance management, competence based performance management and outcome based performance management. It briefly summarizes the concepts, process and benefits of each of these three performance management systems.

Chapter four describes study design, study population, sampling selection procedure, sample size, data collection tools, and data analysis. Chapter five explains the performance Management in the Public Sector of Somalia and Turkey. It provides an overview of performance management in both countries, the legal basis of performance management in both countries. In addition, this chapter briefly discusses the performance planning and evaluation processes as well as the uses of performance evaluation results in both countries. Finally, the chapter presents the main performance management challenges that both countries face.

Chapter six is about comparative analysis of performance management systems in both countries. It looks at differences as well as similarities of performance management systems in both countries and presents a brief analysis on the legal basis, performance planning and evaluation process, performance management reforms undertaken and the challenges that hinder the performance management system in both countries. In addition, there is a separate section that summarizes the main conclusions and suggests some key recommendations for both countries to reform their public performance management systems.

## CHAPTER TWO

### THE CONCEPTUAL FRAME WORK OF PERFORMANCE MANAGEMENT

This chapter contains two sections. Section one focuses on the concept of performance, while section two concentrates on performance management. Section one mainly presents the performance definitions and the different views of scholars on which performance concepts should be labeled as performance. It highlights three levels of performance including the institutional, team and individual levels. Section two focuses on performance management. It highlights the definition and development of performance management theory and differentiates it from the concept of performance measurement. Section two also enlightens the performance indicators and how it relates to the quality and the performance of service delivery.

#### **2.1 Performance**

The term “performance” has more than one meaning and it is necessary to shed the light on the performance meaning that has been intended in the study. The term “performance” is used in this study to mean “work performance” and performance management concept cannot be understood without comprehending it (Ozer, 1997). The concept of work performance is an elusive which has no consensually agreed definition among the authors in general (Koopmans et. al., 2011). To perform is to produce valued results and the performer can be an individual or a group of people engaging in a collaborative effort (Elger, 2007; 1).

Illmer (2011) defined performance as the outcome of actions over a specified period of time. Beyond those definitions, Campbell (1990) defined performance as the behaviors or actions that are related to the organization’s objectives. On the other hand, Viswesvaran and Ones (2000) identified performance as the combination of the above definitions by defining it as measurable actions, behavior and results that workers engage which are associated and contribute to the goals of the organization. Authors agree that performance has two aspects; behavioral aspect which is related with the actions conducted in the work; such as driving a bus, teaching students, printing books and so on.

The second aspect is outcome aspect which is related to the result of the behavioral aspect and the results of activities which have been done such as the distance cut by the bus driver, the students' improvement of knowledge, the quantity of books printed and etc. (Sonnentag & Frese, 2001; Sonnentag, Volmer & Spsychala, 2008). Therefore, authors do not have the same judgment about which performance concepts of these two aspects should be labeled as performance (Sonnentag & Frese, 2001). In many conditions, the behavioral and outcome aspects are connected experimentally, but they are not totally related because the outcome aspect of performance moreover depends on aspects other than the individual behavior (Sonnentag & Frese, 2001).

Koopmans et al. (2011) suggests that work performance should be differentiated from work productivity as they are used indistinguishably in the writings. Thus, work performance is broader theory than work productivity which is limited to the input and output ratio. Koopmans et al. (2011) proposed that it is also significant to draw a distinction between causal variables and the indicators of work performance. Causal variables verify or forecast a worker's level of work performance, while the indicators are evidences of the work performance. For instant, job satisfaction is considered a determinant of work performance, where work excellence is an indicator of work performance. However, the working definition of performance is the achievement of a desired result in the course of series of behaviors and actions which are associated with the organizational goals. This definition combines the outcome and behavioral aspects of performance and it considers to those actions and behaviors which are relevant to the organizational goals.

## **2.1.1 Performance Levels**

### **2.1.1.1 Organization Performance**

Institutional performance management is the process of identifying the highest strategic priorities of an organization and transforming these priorities into strategic output and outcomes (Buyukkilic and Coskun, 2002). Norton and Kaplan (1996) portrayed organization performance in four dimensions of exploring employee skills, customer relationship, innovation, use of technology and customized products.

Institutional performance management is an important tool for accountability from one side and transparency in ensuring transparency for the other side to manage the organizations according to their efficiency principles (Gokus, Bayrakci & Taspinar, 2014). While this management system is being established, performance indicators such as efficiency, efficiency, frugality, profitability, quality, innovation, and quality of working life can be examined (Buyukkilic and Coskun, 2002).

#### **2.1.1.2 Team Performance**

Team is two or more people who are interdependent and moving together to reach predetermined goals (Eren, 2001). In team performance, the performance of the team is managed differently from the individuals who make up the team. Because the team is a coordinated formation in which people with different experiences, tendencies, abilities and behaviors carry out activities aimed at achieving a common purpose (Akgun, et al., 2004). Team performance management is considered to be the ability to bring together different individuals with different capacities within the organization to come up with collective thinking. Most organization of the heads believe that in order to achieve the set out goals, there is a need for a coordinated action which is what brings about team performance. When employees think together, they generate purposeful and pragmatic action. Albrech (2003) pointed out the difficulty in working with intelligent people as a team. He argues that sometimes intelligent people find it difficult to be part of a team especially whenever their opinions are not given priority.

#### **2.1.1.3 Individual Performance**

In the traditional public management approach, the performance criterion developed to determine the work methods and time standards has begun to be taken into consideration nowadays, while the promotion of the employees is performed according to the seniority measure. It is also seen that these criteria are gaining importance in the determination of salary payments, relocation and in-service training needs. The individual performance criterion that encourages work provides the ability to distinguish between employees and non-employees and to identify inadequacies (Yuksel, 2004).

Murphy (1989) identifies that individual performance is interrelated with how an individual cooperate and communicates with others in the organization, how they handle tasks, dominative behaviors and hazardous behavior. Campbell (1990) on the other hand believes that individual performance can be determined through the following elements; demonstrative efforts, management and administrative skills, job specific task proficiency, supervision needed, oral and written communication facilitating team and peer performance and personal discipline. On the other hand, Viswesvaran (1993) came up with ten dimensions of individual performance of which apart from the general performance, he added: interpersonal competence, leadership, effort, job knowledge, and acceptance of authority, productivity, communication competence and administrative competences important elements in evaluating individual performance.

## **2.2 Performance Management**

The Performance Management term was initially utilized in 1970s and it has been gradually developing throughout the time (Armstrong & Baron, 1998). It combines the management of organizational performance with the management of individual performance (Mackie, 2008). It became an accepted process in the end of 1980s and typical changes in its implementation were parallel to the theoretical changes that it has been experiencing over the time (Martinez, 2000). Though performance management was associated with quality assessment in the beginning, it is tied to new managerial models including Management by Objectives, Performance Appraisal and etc. (Martinez, 2000). Martinez (2000, 3) highlights that the development of performance management theory in 1990s can be recognized from the following definitions:

Fowler (1990) described performance management as:

“...the work of organization is to achieve the best possible results. From this simple viewpoint, performance management is not a system or technique; it is the totality of the day-to-day activities of employees”.

The Institute of Personnel Management (1992) then described it in a similar definition:

“A strategy which relates to every activity of the organization set in the context of its human resources policies, culture, style and communications systems. The nature of the strategy depends on the organizational context and can vary from organization to organization.”

Fletcher (1992) also contributed a more organizational definition of performance management describing it as:

“...an approach to creating a shared vision of the purpose and aims of the organization, helping each individual employee understand and recognize their part in contributing to them, and in so doing manage and enhance the performance of both individuals and the organization.”

Storey and Sisson (1993) define performance management as:

“...an interlocking set of policies and practices which have as their focus the enhanced achievement of organizational objectives through a concentration on individual performance.”

Performance Management basically is about evaluating, supervising and improving the performance of workers to assist the general performance of the organization. The nature of the performance relationship between employees and organization is multifaceted and related to many external variables further away from the scope of performance management (Bach & Sisson, 2000). Rummler and Brache (1995) highlight the crucial significance of perceiving systems as causes of behavior saying that 85% of work performance is related to the system and only 15% to individual factors.

Hantula (2011) highlights that performance management is often be confused with the organizational behavior management which is the application of behavior science in and around the organization as it focuses on the usage of operant and respondent procedures to create a behavior change. The organization behavior analysis concentrates on the systematic change of work environment including changing effects at the individual and group level to influence behavior, learning and performance.



The performance management term is usually used to express a collection of administrative activities intended to examine, assess and adjust aspects of individual and organizational performance through different types of management controls (Mackie, 2008). Performance management can also be identified as the policies, strategies and techniques used to guide managers and workers to the direction of the organizational performance improvement (Andrews, 2014).

In other words, the National Performance Management Advisory Commission of United States (2010) highlighted that Performance Management is a continuous organized process to enhance outcome by making decision which are based on evidence, constant organizational learning and performance accountability concentration. It is incorporated with policy-making procedures of organization management and the organization practice change as it is only concentrated on the accomplishment of the developed goals. It uses scientific measurement and data analysis and further tools to facilitate learning and improvement and strengthen a focus on results.

### **2.2.1 Performance Management versus Performance Measurement**

Performance management is frequently confused with performance measurement as they are mistakenly used synonymous. Performance measurement is a performance management tool and a narrower concept that measures performance of an institution (Goh, 2012). Performance measurement is an enumerating method of the efficiency and effectiveness of previous activities (Neely et al, 2002). In other words, Moullin (2002, 2007) defined it as the process of assessing the quality of service delivered by organizations to their customers and the way that those organizations are managed.

The use of performance measurement in public sector increased in the 1970s as a consequence of economic recession, innovative budget cuts, raise of public administration rivalry towards efficiency and effectiveness and the beginning of New Public Management (NPM). It has received a substantial focus in the academic field of public administration mainly concentrating on the technical part like setting performance governance, drawing effective measurement tools and observing way that institution implements it (Lewis, 2015).

Performance measurement gradually grew as it provides governments the chance to maintain the control over the departments of its institutions (Carter, 1989). Perceiving performance measurement as a means of control may be at chances with the common analysis that it is simply about escalating financial efficiency (Smith, 1995). Henman (2016) highlighted that performance measurement can be recognized as comprehensive public policies and practices to emphasize on attaining measurement scores.

Performance Measurement intends to advance the quality and performance of service delivery as it creates a sense of accountability. It assesses the degree to which targets are achieved and any unexpected poor results that needs remedy (Mackie, 2008). It presents financial reporting in addition to the performance measurement's function of maintaining operational control. Performance measurement is definitely essential in public sector; it facilitates to ensure transparency of decisions and the use of public funds (Goh, 2012). It is a mechanism that can be utilized to improve the public performance management by determining goals and performance indicators. Mostly, these indicators are related with budget and resource allocation policies (Kelman, 2006).

Performance measurement helps the public officials to know the extent that citizens are satisfied with the services provided by the public institutions (Wichowsky and Moynihan, 2008), as well as their efficiency and effectiveness (Sanger, 2008). However, the argument about its contribution to the performance improvement in public sector institutions endures indecisive (Kelman and Friedman, 2009; Radnor and McGuire, 2004). One more vital purpose of performance measurement is the use of measurement results for learning and positive change to promote performance (Lye, 2004; Thomas, 2007).

In conclusion, performance measurement is a base to evaluate the progress made on the way to achieve the predetermined goals as it helps to recognize the weakness and strengths. The utilization of the results of performance measurement regarded as performance management. Performance measurement is just a means for successful management and it shows occurrence of an outcome while performance management deals with the reason behind the existence of an outcome and what to do about it (Amaratunga & Baldry, 2002).

Performance management should be able to foresee the methodology of the necessary changes in the strategic direction. For that reason, some of the definitions of performance management include that it is the utilization of performance measurement information to create constructive change in the procedures and the culture of institutions (Amaratunga & Baldry, 2002).

### **2.2.2 Performance Indicators**

The application and value of performance indicators has been growing as institutions and interest groups have become more familiar with the performance management concepts (Kennerley and Neely, 2002; Johnson, 2005). Its importance raises with the importance of outcomes (Guthrie and English, 1997), and it is internally motivated rather than as a consequence of external influence (Christensen and Yoshimi, 2001). Performance indicators are described as indexes that assess the outcome of the institutions and the extent that the institutions accomplish the preplanned goals and targeted results (Kaplan, 2001). They are mutually valuable for external and internal users; therefore the assessment can be done by external skilled professionals and internally as self-assessment (Melkers, Willoughby, 2005).

The Measurement of performance indicators has been usually associated with the analysis of financial reports. The major inadequacy of the performance indicators comes from ignoring the non-financial indicators which are important to be evaluated (Veledar, Basic & Kapic, 2014). Although early indicators were mainly financial but further indexes including “quality” have been progressively established (Ogden, 2009). By the way, the financial indicators are not regularly considered in the evaluation of public institutions’ operations rather financial reports are mostly focused on accounting basis other than growth. The combination of financial and non-financial indicators can offer a comprehensive image of public institutions’ functions (Smith, Street, 2004).

The design of particular indicators is developed with the particular needs of administration depending on the related operations and non-financial information (Worthington, 2002; Bento, Ferreira White, 2006). However, Boyne and Gould Williams (2003) demonstrate that having a lot of targets has a negative consequence on performance and quality.

The performance measurement should have to evaluate the influence of economics, efficiency and effectiveness of the utilization of human and financial capital and other sources (Veledar, Basic & Kapic, 2014). Therefore, performance indicator is one of the standards in the execution of the evaluation (Andric et al., 2007).

Indicators are mostly related with the systems used in the framework of performance management. Stewart (1990) highlights that emphasis on indicators can be unsupportive and that it is better for management to focus on identifying minimum standards to be achieved in terms of principles that guide employees rather than rules to be obeyed before introducing indicators. It should also begin with a fundamental assumption that employees have the intention to do a valuable work and are trust admirable. Stewart (1990) also suggests that the success of the performance management system should be planned with the employees' participation and measured according to the extent that the institution delivers a superior service to the clients.

The establishment of performance indicators is a core task in the planning and execution of performance management systems that considerably manipulates motivations for public administrators and civil servants. Decision-makers want to apply system to inspire performance progress to endorse a shared accountability for results (Heinrich, 2003). Kanter and Summers (1987) recommend for the public institutions to have determined goals and evaluate outcomes to verify if they are certainly performing well. Tichelar (1998) also highlights that many performance measurement systems still have a large number of indicators that public sector institutions must employ and accordingly report to the government and other stakeholders.

The significance of the assessment public institutions through a regular system of indicators is revealed in the progress of governance as performance indicators measure what the government has realized (Miruc, 2010). In this manner, accountability raises and conformity with regulations is guaranteed. Following, all the earlier highlighted explanations, founding a useful system of performance measurement is indispensable (Budimir, 2007; Drazic, Dragija, 2009). It is always difficult to develop indicators in the public institutions according to their multidimensional nature (Ehrenberg and Stupak, 1994; Peng et al., 2007). Stevens, Stokesand O'Mahony (2006) identifies four types of indicators:

- Output indicators which are related with the produced quantity,
- Welfare indicators that emphasize on the value to the final users,
- Performance indicators that focus on the process of delivering services,
- Multiple indicators that merge the previous three.

Boland and Fowler (2000) identify that most of the public performance management indicators' literature focuses on the following three Es:

- 1) Economy or input oriented outlook which is a regularly used indicator in public sector which is typically articulated in terms of cost and budget. Gray & Jenkins et al (1985) highlight that economy only is extremely narrow notion to guide public administrators because it drives them to reduce inputs without considering the outputs.
- 2) Efficiency which is essentially about the use of input to output ratio calculation to determine the institutional efficiency. It basically shows how well an institution is transferring its inputs into outputs as it offers very little information about the quality of these outputs
- 3) Effectiveness which reveals the degree to which outputs meet institutional targets and priorities and is therefore much more difficult to evaluate as public sector institutions are created to satisfy the public needs.

Lagreid, Roness and Rubecksen (2005) discover that nearly all the institutions have some performance indicators which are on average less than ten indicators; however 20% of these indicators are not much related with the goals and objectives. Moreover, the performance reports of approximately half of the institutions give little or no information about outcome. They provide less information about value of service and outcome. In particular, it is difficult for many public institutions to monitor and evaluate their outcome (Wilson, 1989). The nature of their operations make complex to receive consistent information on community impact.

Lagreid, Roness and Rubecksen (2005) demonstrate that it is not only supposed to evaluate quantitative results such as output, task achievement and the resources used but the qualitative results including quality and societal impacts should also be examined. A useful model should have indicators that examine all the significant facets of the institutions.

Furthermore, the constancy in performance management indicators over a period of time is significant to get comparable records for improving performance. McKeivitt and Lawton (1996) express that developing ownership and inclusive approach at the different levels of the institution is a prerequisite for the success of performance management system.

Finally, Performance indicators are criticized by its over-emphasis on post-controls for reporting past performance and less effort to pre-controls such as planning and parallel controls (Mackie, 2008: 22). It is also criticized for having too many inflexible targets and demoralizing employees. However, targets provide focus and priorities to the public institutions. Targets also facilitate cooperation among employees as it offers a transparent framework by offering valuable information to citizens and other stakeholders (Mackie, 2008).

## CHAPTER THREE

### THE CONCEPTUAL FRAME WORK OF PERFORMANCE MANAGEMENT IN PUBLIC SECTOR

This chapter is about the performance management in the public sector and contains four sections. Section one discusses the historical development performance management in the public Sector. This section highlights the motives that led many countries to introduce performance management in their public sectors and multi-dimensions of public performance including economic, human resources and environmental factors as well as social justice. Section two is about conceptual framework of public performance management. Prerequisites for introducing performance management, basic elements that are necessary for every performance management system and levels of performance management systems – macro and micro levels – as well as challenges that confront the performance management in the public sector are comprehensively highlighted in this section.

Section three discusses the stages of management cycle including strategic planning, defining targets and performance indicators, implementation and post-implementation use of evaluation results. Section four briefly summarizes the concepts, process and benefits of each of the most widely used performance management systems in public sector namely management by objective performance management, competence based performance management and outcome based performance management.

#### **3.1 The Historical Development of Performance Management in the Public Sector**

The development of performance management in the public sector has started a long time ago in 1900s and received a greater interest in the late 1980s as a result of public reform movements (Propper & Wilson, 2003). Moreover, large volume of writings on public performance had been developed earlier in the late 1970s in terms of performance appraisal, performance indicators, performance measurement and review to assure service quality (Martinez, 2000).

It also resulted from results-orientation and a cost consciousness in a range of OECD countries (OECD, 1997: 8). Henman (2016) highlighted that setting public performance measurement in OECD countries has been a creation of New Public Management practices since the 1980s. By the way, Yamamoto (2003) identifies that the new public management approach pushed a multidimensional public performance management that is relevant to economic, human resources and environmental factors as well as social justice. This multidimensional perspective which resulted from moving the focus from the decentralization of public sector to outcomes. Decentralization here means that decision making is entrusted to the lower level units that are responsible in delivering services to the public as well as decreasing bureaucracy so as plans can be implemented faster.

Behn (1995) acknowledged that performance measurement had become one of the three big issues in public administration. Now after two decades, the inspiration for public reform through performance by shifting from measurement to management still remains high. These reforms have motivating mottos such as managing for results, reinventing government, management by measurement, value for money, and customer-driven administration (Gao, 2015). Although these reforms have different concentrations, they all agree the use of performance indicators which are mostly quantitative procedures of inputs and outcomes as they are often expressed in rankings (Hood, 2007).

Looking from another point, the increasingly growing expectations in contemporary society as well as the economic crisis in the world have touched every sector including the public institutions. The altering social structure and increasing demand of citizens makes citizens' satisfaction gradually more significant and relevant matter to the public sector achievement (Daunoriene & Zekeviciene, 2015). The pleasure of citizens is one of the main goals for every government and that obligates on the government to listen its citizens and understand their needs. The satisfaction of citizens can be reached by confirming the performance of the services provided to meet their expectations and the performance of the provided public service can be measured by assessing citizens' perception toward the service quality (Denhardt & Denhardt, 2000).



This compels to the public bodies to pay greater attention to the public administration processes to endorse public institutions that can provide better, faster and more expanded services to meet the expectations of citizens (Daunoriene & Zekeviciene, 2015). Daunoriene and Zekeviciene (2015) classifies the public services into two types: direct services which their customers can be separated from the customers of general public services, and universal services that are available to all citizens which is difficult to recognize the individuals' point of view. Although public organizations have potential income generation, they vary from their counterparts in private sector for missing the profit-maximization notion and have no bottom line from which performance can be measured (Martinez, 2000).

The public service customers also differ from those of private sector; the public service customers are members of the community which can be either citizens or tax payer businesses (Zaharia & Radu, 2016). They show their satisfaction by voting for parties in elections and that is why parties in power invest scarce resources in initiatives that are likely to make them succeed another term in the next elections (Mungovan, 2009). Likewise, in the private sector, customers are those who buy goods or service and they vote through paying money (Daunoriene & Zekeviciene, 2015).

Consequently, many governments around the world have sought to satisfy stakeholder expectations and gain legitimacy by introducing performance measurement regimes that offer them a chance to evaluate their institutions. Researchers and practitioners have suggested that goal setting and performance measuring methods can make the public sector organizations more productive (Bawole & Ibrahim, 2015). Performance assessments have been used in both central and local governments and a number of authors have tried to develop a suitable evaluation approach for local governments (Astrini 2014).

Performance management in public sector has a long distance ahead as it has a problematic and paradoxical nature in which practitioners, management consultants as well as academics have being trying to identify some emerging issues for performance management development (Dooren & Thijs, 2010).

### **3.2 The Conceptual Framework of Public Performance Management in the Public Sector**

The improvement of public performance has been the focal point of several governments for decades. In spite of this persistent attention over many years in many countries, there has been small progress in the perception that performance is well managed in the public sector (West & Blackman, 2015). Performance management in the public context is the activities of government institutions in planning, executing, assessing and reporting the success of its policies. It is the basic activity of managers to develop successful administrative policy and service delivery as it focuses on securing the achievement of the expected outcomes of public policy, programs or projects (Mackie, 2008). Similarly, Gokus, Bayrakci and Taspinar (2014) define it as a type of management which merges the permanent activities of improving the performance of employees to the other managerial functions; planning, organizing, directing and controlling. Management is mainly concerned with the contribution of production inputs to the production process of goods and services. From that perspective, it refers to the outcome of all production inputs of public institutions and especially the contribution of human inputs.

Calkins (2001) highlights four basic elements that are necessary for every performance management system:

- Measurable objectives and an overall strategic plan
- Programs to attain objectives and means that connect measurements to the objectives
- Costing programs and the accounting means for getting good cost information
- The ability to attach the three preceding elements into the budgeting system

The main objective of Public Performance Management is to ensure that public administrations achieve their objectives. To this end, public administrations form long and medium-term objectives, identify and develop appropriate performance criteria for them and evaluate the determined performance criteria (Celep, 2010).

Martinez (2000) recognized the following institutional (internal) prerequisites for introducing performance management:

- There should be a satisfactory level of pay package such as salary
- Employees should have the necessary tools and skills for doing their job
- There should be a balance of incentives to motivating employees
- Manager should have the power to plan and make decisions
- Managers as well as employees should have the planning capacity
- Communications between management and employees should be effective
- There should be a culture of accountability and transparency.

Public performance management systems are generally used at two levels; macro level that covers all the public institutions within a government field in general and micro level which is institutional level that every institution stands by its own. The macro-level policies tend focus on the development of performance contracts based on determining targets. On the other hand, the institutional micro level performance management typically focuses on the improvement of the use of performance information by public organizations themselves (Andrews, 2014).

By the way, Gokus, Bayrakci and Taspinar (2014) identified three types of performance that are basically required to be managed in public institutions: the first one is institutional performance management which is the process of identifying the highest strategic priorities of an organization and transforming these priorities into strategic outcomes from the top executive of the organization to the subordinates of the all units of the organizations.

The second is team (unit) performance and it is managed differently from the individuals who make up the team. Because the team is a coordinated structure in which people with different experiences, tendencies, abilities and behaviors carry out activities aimed at achieving a common goal. The third one is individual performance criterion which facilitates for the managers to distinguish between those who do not work and the ability to identify inadequacies.

Celep (2010) suggests that the new public management approach has to move towards a performance management approach in today's public administrations in response to the rapidly changing information technologies, environmental conditions and the challenges of gaining different dimensions. The performance management benefits the public sector as it guides the administration in reaching its goals and makes it employees more conscious of what they need to do. It is the pathway in which public administration can recognize the external world and the competitive environment of the new innovations of public administrations.

Public administrations may encounter various problems without performance management. Performance management provides the public administrations information about their strengths and weaknesses and assists in analyzing the internal and external environment. It also provides efficiency in problem solving and coordinates the bottom and upper units of the administration. It also prevents staff members deviating from the organization's goals and makes public administration avoid resource misuse (Celep, 2010). Mungovan (2009) argues that transformation of governments that results from elections has negative impact on the sustainability of truly executable medium and long-term strategic objectives and plans. The parties in power have the desire to invest the scarce resources of the government in initiatives that are likely to succeed in their term thereby positioning themselves for the following elections.

Cuganesan, Guthrie and Vranic (2014) warned from four different types of performance measurement risks in the public sector. The first risk relates to the misalignment of performance management systems with the strategies and goals of public sector. This directs to measurement shortsightedness at the price of long-term objectives and focuses on the achievement of narrow goals at the expense of broader global objectives. It focuses on the measured performance dimensions to the loss of unmeasured ones such as system responsibility and main inter-organizational collaboration. The second type of risk is that performance management stimulated gaming whereby behavioral changes take place to maximize the reported performance without any equivalent increase in the actual performance.

The third one is innovation risk whereby restriction of flexibility that performance management systems imposes blocks innovation. The fourth risk involves in unclear or imprecise representations of performance through performance management. This comes from the common difficulty of measuring public service performance in quantitative approach according to the complexity of public sector and multidimensionality of performance.

However, The US National Performance Management Advisory Commission (2010) acknowledges that performance management needs great attention and commitment from the public sector officials. Public officials need to have appropriate exact information for decision making, so they have to inspire a performance based organizational cultures and management structures. The application of the performance management principles is not just a responsibility of public officials but that also it is an ethical obligation. The performance management in the public sector is an important issue for national governments as well as for public policy-makers. The performance information can be a useful tool for governments to evaluate their own achievements (Diana, 2014).

### **3.3 Performance Management Process**

The process aspect of performance management system is an official means for implementing policy and following more quantifiable features of performance. It contains such parts as determining objectives and performance indicators, planning and budgeting processes as well as monitoring and reporting results (Wilkes, Yip & Simmons, 2011). A performance management system helps to accomplish the strategy of the institutions by creating a process that is based on cooperation among the employees and accountability (Becker et al. 2011; Cho and Lee 2012; Hartog et al. 2004).

The majority of the western governments have developed some proposals to encourage the use of performance management process in all of different levels of the public institutions (Van Helden, 2005; Cavalluzzo and Ittner, 2004; Van Thiel and Leeuw, 2002; Hood, 1995, 1991).

The performance information is definitely needed by the different levels of the institutions; senior public officials require having information about the institutional performance, subordinate administrators need it to help them control their team as well as individual employees need it to know how they are performing (Atkinson, 2012). In principle, performance can be perceived as an involvement of person or people within or out of an institution to accomplish the targets of that institution. From that point of view, performance management is an institution-wide practice that contains a management cycle consisting of four stages; planning, improving, controlling and communicating (Krause, 2005) or planning, budgeting, management, and evaluation according to The National Performance Management Advisory Commission of United States of America (2010).

It can be seen as a dynamic operational management processes using key performance indicators in the course of planning, monitoring and controlling (Blasini et al., 2011). It is a process of setting targets, selecting tactics to attain those targets, assigning decision power, and measuring and incentivizing performance (Heinrich, 2002; Ittner and Larcker, 2001; Otley, 1999; Kravchuck and Shack, 1996; Brickley, 1995). However, the different performance management processes acknowledged by the different scholar can be concluded in three phases; planning phase, implementation phase and sustaining phase.

### **Phase One: Strategic Planning and Defining Targets and Performance Indicators**

The first stage of the public performance management process is the performance planning phase (Gokus, Bayrakci & Taspinar, 2014). Designing strategic structure and management model is a base and starting point for the development of every performance management system (Waal, 2007). Managers identify all aspects of the work to be done and clarify how these aspects are related to the goals of the organization (Cevik, 2001). The description of obvious mission, vision, goals and targets helps the civil servants to know where the institution goes as it offers concentration in their work (Rangan, 2004; Merchant & Stede, 2003; Kaplan, 2001; Hyndman & Eden, 2000). Secondary objectives are also determined by using all kinds of inputs and resources that will affect the goods and service process in consideration of pre-determined organizational goals and external factors, and managerial strategies are developed accordingly (Bilgin, 2007).

There is a direct relation between the description of exact and measurable targets and performance; employees act better when they have definite and challenging targets rather than with vague targets (Locke & Latham, 2002, 1990). The responsibilities of each individual, team and management level are made clear and specific management style is determined in the course of the performance management process. Administrators and their employees also design action plans according to their experience. High-performing institutions consciously improve clarity and common understanding toward the institution's mission and strategic targets which results from inclusive strategic approach among the members of the institution (De Waal, 2007).

The development of common understanding in the institution's strategic direction is a good starting point for the process of performance management. Flapper, Fortuin and Stoop (1996) highlight that it is important to design of a strategic map, which serves as a roadmap to guide the activities of the institution for the period of the strategy. Another process that needs to be done here is to introduce specific measures that will set out organization, department, team and individual performance (Bilgin, 2007). From bottom-up point of view, one of the significant tasks that Flapper, Fortuin and Stoop (1996) suggest to undertake in the first stage of the performance management process is defining performance indicators by identifying three types of performance indicators;

- 1) Performance indicators used by others to judge your performance from their points of view.
- 2) Performance indicators used by yourself to evaluate your performance and indicators used by you to review the performance of others doing job for you.

Flapper, Fortuin and and Stoop (1996) discovered two types of relations between the different performance indicators that should be considered;

- 1) The first type is internal relationships between the performance indicators utilized within the framework of one task.
- 2) The second type is external relationships between the groups of performance indicators used for different tasks. In performance management, it is necessary to determine how much, where, and to what quality of goods and services the employees will work within a certain period of time in the future (Bilgin, 2007).

## **Phase Two: Implementation**

The second phase of the public performance management process is the implementation phase (Gokus, Bayrakci & Taspinar, 2014). This phase is mainly involved in measuring performance according to the objectives and predetermined targets to ensure transparency and accountability to the citizens to know how and for what purpose their money is used (Verbeeten, 2008). Atkinson (2012) underlines that performance measurement is always linked with the external accountability to ensure institutional transparency to the stakeholders.

The task of managers in this process is not to concentrate on the flaws of the employees but rather to guide and direct the work or task. At the same time, managers follow the performance of the employees trying to reach the best end-of-result behavior like a team coach and until performance is brought to the desired level (Cevik, 2001). De Waal and Counet (2006) demonstrate that more than half of the performance management applications fail because of that they are not regularly used by all people in the institution.

Another significant explanation for this relatively implementation failure is that many behavioral aspects of performance management which are important for the successful performance management systems are ignored (Bassioni et al., 2004; Brookfield, 2000; Chenhall, 2004; Franco and Bourne, 2002; Holloway et al., 1995). Therefore, the implementation method should integrate both the tactical such as promoting performance indicators and behavioral sides of performance management to give institutions a better opportunity to reap the complete benefits of performance management (De Waal, 2007).

The institutions create a reporting structure with which the implementation of the strategic plan and the sequence of processes are supervised and adjusted. It should be created a connection between performance measurement and the internal reporting system to assure effective communication which is an important factor for the successful use of performance management system. Effective communication helps decision makers at all levels to evaluate the progress in attaining goals (De Waal, 2007).



Risk management is also a critical element in the implementation of the successful performance management system. Through recognizing risks, decision-makers will be better able to assess the effect of a specific action or decision on attaining targets. However, the main tasks that have been done in the second stage are transforming the strategic targets into actions, design performance indicators and allocating sufficient resources by embedding a budgetary process (De Waal, 2007).

### **Phase Three: The Use of Performance Evaluation Result**

The third stage of the public performance management process is assessing performance result. In this phase, it is determined whether the inputs are used and resources used by the institution are used according to performance understanding and principles (Bilgin, 2007). It is necessary for the employee and the manager to agree on the criteria to be evaluated and to be able to measure these targets (Halis ve Tekinkus, 2003: 182). The information obtained by the institution in performance appraisal will certainly be effective in the future decisions of the management of the institution. Decisions regarding in-service training, promotion, discipline and other management will be based on the information obtained in performance evaluation (Aki ve Demirbilek, 2010).

The main aim of performance result evaluation is to provide the necessary information to the decision makers in order to reveal the success and failure of the selection and implementation of the public policies and to assist them in forming adequate policies in the future (Yenice, 2006). Public administrators have to concentrate on the improvement of organized practices designed to ensure a decision-making processes that are based on internal reporting system. In this process institutions review and analyze their performance and take a suitable corrective action revising and adjusting their strategies and operational priorities. This analysis and review of maintaining performance on target shows a culture of constantly endeavors to learn and improve (De Waal, 2007). The performance review requires crosschecking the performance result with the preplanned targets (Argyris, 1977).

The corrective action is a problem solving evidence-based decision making which either reforms the strategy itself or modify the implementation of the strategy (Pfeffer and Sutton, 2006). Institutions review and update their performance management system using the results of the implementation process (Martinez et al., 2008). Martinez et al. (2008) reports that a previous research found that policies for performance management review, and especially those related to the rules have powerful influence on the concentration of employees on the important issues and efforts towards goal achievement. It makes employees take the responsibility of their action and improve operation plans.

Another significant task in this stage is connecting performance management with managing competency and creating a performance-driven personality behavior which means merging the personal goals of the employees with the strategic targets of the institutions (De Waal, 2007). The information obtained in the process of performance measurement and evaluations is considered as an incentive and indicator for higher performance (Eren & Durna, 2007). It is a kind of a strong performance orientation and motivation of the employees for constant improvement and towards better results. The performance review offers incentives, training, and development instruments to the employees to help them produce outcomes that are associated with the operation and the strategy of the institution (De Waal, 2007).

### **3.4 The Most Widely Used Performance Management Systems in Public Sector**

There are many performance management systems that are mainly used in the business organizations. Three of these systems are mainly used in the public sector namely; management by objective performance management, competence based performance management and outcome based performance management systems. Each of these three performance systems are comprehensively presented in this section.

### **3.4.1 Management by Objectives Performance Management**

#### **The Concept of Management by Objectives Approach**

Management by objectives as a performance management system can be traced back for hundreds of years. The concept of management by objectives evolved from the scientific management foundations of Taylor and since then, its development had been developing over centuries and many management theoreticians participated including Douglas McGregor, George Odiorne, and John Humble. However, as a term, “Management by Objectives” was first used by Peter Drucker in his book, *The Practice of Management* in 1954.

Regardless of its origins and who contributed to its development, management by objectives is defined by many management scholars. Management by Objectives has been shortly defined as "...the management process whereby all work is organized in terms of achieving specified results". A more comprehensive definition is a “process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility expected, and the use of measures that guide the operation of units and assessing the contribution of each of its members." Therefore, Management by Objectives is a participative management process in which the employees and their immediate supervisors come together to collectively decide SMART objectives to be implemented by the employees and for which they will be held accountable. It combines planning, supervision and evaluation by managing through measurable results toward pre-determined goals and objectives (Thomson, 1998).

#### **The Process of Management by Objectives Approach**

Management by Objectives approach is a process through which the managers and staff jointly conclude an agreement on institutional strategic goals, mutually determine the employee efforts to achieve those goals, and design regular monitoring system to evaluate the progress towards the goals and objectives.

There are two major schools of thought on how management by objectives should be implemented. The first school of thought looks at management by objective as an administrative planning tool. The second school of thought considers management by objective as a way of promoting employee participation in decision making, developing their skills and granting enough supervision on the job (Ifedilichukwu, 2012). The top management is not only involved in this process of forming the organization goals, division objectives, operational objectives and the very specifically targeted objectives, but also the commitment extends to all administrators and other appropriate professional at all levels in the hierarchy. The following points summarize all steps involved in management by objectives process Riggs J. L (1989).

1. Define organizational goals: the first step in the process is about setting general direction of an organization including vision, mission and strategic goals
2. Define employees' objectives: After making sure that managers are informed about relevant general objectives and strategies, then the manager work with employees in setting their objectives
3. Continuous monitoring on performance and progress: this involves identifying gaps by comparing actual performance with pre-established objectives on regular basis
4. Performance evaluation: Under this process, performance reviews are made by the participation of the concerned managers
5. Providing feedback. This is the final step in the process and involves a continuous feedback on performance and goals that allow individuals to know and correct their own actions.

### **The Benefits of Management by Objectives Approach**

According to Thomson (1998), the properly planed, implemented and controlled management by objectives approach helps institutions to achieve the following benefits:

1. It provides clear direction to the managers and staff, energize them to commit themselves to specific achievements, and facilitate their thinking in terms of their organization's future needs and the setting of objectives to meet those needs.

2. It promotes sense of ownership by allowing employees to feel that the objectives they are working for are really theirs since they contributed in formulating them. This helps the managers to gain greater commitment to contribute from subordinates.
3. It gives a better system of supervision and coordination. It helps managers to have better control and coordination by providing a clearer picture of who is responsible for what and how all the organizational units are working together.
4. It gives a significant method through use of which the supervisors can support their staff by enabling them to see their strengths and weakness, upgrading their skills and helping them to think in terms of results in the future.

### **3.4.2 Competency-based Performance Management System**

#### **The Concept of Competence-based Performance Management System**

The concept of competency can be traced back to a centuries to the early Romans, who practiced a form of competency profiling in attempts to detail the attributes of a “good Roman soldier”. (Draganidis & Mentzas, 2006; Horton, 2000b). Competency-based management (CBM) involves determining the competencies that differentiate high performers from average performers in all areas of institutional activity and using it as the foundation for recruitment, selection, training and development, rewards and other aspects of employee management (IDS, 1997). This has been described as “the difference between drivers of performance and standards of work” (Roberts, 1997; 70).

This differentiation was clearly expressed in Boyatzis (1982) definition of competency: “the behavioral characteristics of an individual that are causally related to effective or superior performance in a job”. Thus once identified, the competencies can be observed and assessed and, therefore, trained and developed. The introduction of competency-based performance management within in the public sector was initiated in 1980s. The first counties used it in the public sector were UK and USA and then, the concept spread throughout Europe (Hondeghem et al., 2005).

However, study of competency management in the public sector shown at the end of the 20th century and its approach was not a widespread practice even in those countries, such as the UK. Other countries including Finland, Netherlands, and Belgium were in the process of adopting it on a very selective basis (Horton et al., 2002).

### **The Process of Competence-based Performance Management Implementation**

The process of designing a competency-based management system is subject to the organizational context. It mainly depends on organizational goals, culture, the extent of employees' engagement, working strategy, technology and the existing management system used by a given organization (Lucia, 1999). According to Schuster and Zingheim (1992), the implementation of competency-based management will be successful as much as employees are engaged in the designing, administration and control of the competency-based system. According to Mansfield (2000, 16), the promotion of employee ownership and involvement are critical. He suggests that important individuals in the organization should be involved in the process of constructing the model. In addition, he pointed out that ensuring a proper level of resources, in particular financial and human resources is important for the proper implementation of the competency-based performance management.

According to A-B Tech (2014), the adoption of competence-based performance system involves the following steps:

1. Receive institutional commitment: there should be an agreement should be reached on the need for the system as well as the support to commit resources of time, personnel, and money before starting a competency-based performance management system.
2. Decide system ownership: if the commitment of the management including top leadership is secured, a department should be identified to own and sustain the program
3. Identify a cross-sectional team: this involves identifying skilled leaders, staff, and administrators to develop competencies and revise the performance management tools.
4. Communicate with all organizational members: this means regular communication with all members to anticipate the changes, promote trust and removes suspicions
5. Develop core competencies: develop competencies in all areas of institutional activities

6. Align institutional training and development with the competencies identified in the previous step
7. Communicate competencies and professional development: Employees should be informed and trained on the new competencies
8. Evaluate and revise the performance evaluation process: the old system should be revised in line with the new systems
9. Train the employees on the new performance evaluation system
10. Evaluate and revise other performance management components.

### **The Benefits of Competence-based Performance Management System**

According to Sutherland (2016), the properly designed and executed competence-based performance management system has the following benefits for the institution:

1. It helps the institution in the recruitment process: competency-based assessment can help the institution during recruitment by defining important job-specific and organization-related competencies that human resource can use to strengthen selection processes.
2. It helps the institution to determine employees training needs of its employees. The professional training and development of the employees helps them to stay competitive. Competency-based management can help the institution to evaluate their employees' competency profile against competencies required for jobs and identify gaps for improvement. This data can be used by the institution to develop training plans for their employees.
3. It enables the institution to further maintain improvement: competency-based management allows the organization to measure performance as it relates to the organizational and job-specific competencies and develop the employees accordingly.
4. It supports the institution to promote employees satisfaction: competency-based performance management is a great way to recognize the skills and knowledge that employees possess, and empower them to take control of their career development.

### **3.4.3 Outcomes -based Performance Management System**

#### **The Concept of Outcomes-based Performance Management**

The introduction of outcome-based approach within the public sector was initiated around 1990s. Outcome-based performance management was an evolution in thinking about performance management which moved from measuring inputs into the outputs of that service. It began in the 1990s as ‘Outcomes-based Evaluation’, founded, amongst others (Schalock, 2001).

Outcome-based performance management is using ‘outcomes’ as a way of making a judgment about the performance and effectiveness of social policy interventions (Lowe 2013). It suggests that the performance of the institutions should be judged on the basis of the impact they make in the lives of the people for whom they are established. In addition, they should be rewarded or punished on the basis of whether the desired ‘outcomes’ are reached (Bovaird 2014; Centre for Social Justice 2011; Cabinet Office 2012).

Heinrich (2002) defines Outcomes-based Performance Management as an approach that can be used by organizations in which the management and staff focus on the outputs that are seen as important. Again the effectiveness of this approach is heavily dependent on the context in which the institution is working. The author suggests that managers should give more attention to the organizational context including organizational climate, values, and general economic and political factors, frequently-changing political and administrative priorities. Heinrich (2002) found a strong link between the structures chosen and the types of policies and service delivery practices adopted to motivate performance.

#### **The process of outcomes-based performance management**

The implementation of outcome-based performance involves the following process:

1. Plan results: the first step involves in rigorous analysis of intended results cascaded down from general level impacts to specific sector outcomes. In this step, the results, indicators, performance targets must be clearly defined with relevant evaluation framework



2. Formulate results-based budgeting: the process and involves in formulating budget that is needed to deliver the outcome specified in planning
3. Start the implementation: use the existing human resource, policies, and processes to deliver the intended results, targets and activities.
4. Monitor the results: this is about checking performance against the indicators specified in the planning stage, using defined methodologies for data processing, analysis, and reporting.
5. Evaluate achievement of targets: this is about assessing the achievement of the targets set in the planning step, using defined methodologies (Asia-Pacific CoP-MfDR, 2011).

### **3.5 Challenges Face Performance Management in the Public Sector**

Public institutions confront common performance management challenges regardless of the systems used. Mucha (2011) identifies eight challenges that threaten the performance management in the public institutions which are as follows:

#### **1. Institutional Worries**

Sometimes, institutions become hesitant about using performance evaluation, worrying that negative evaluation outcomes will relatively affect their funding. They usually claim that their work is not evaluable and measurable. Therefore, institution must clarify in the beginning of the introduction of performance management system that the intention of managing performance is to learn and improve, not to incentive or penalize particular results or the accomplishment of predetermined targets.

#### **2. Concerns of the Elected Officials**

The elected officials might have similar suspicions about the interpretation, analysis and use of performance data by the public. Moreover, elected officials usually want to maintain their control and think that their roles will be reduced in the application of the performance management system. However, the possession of performance information lets the elected officials to be updated and take evidence-based decisions to the greatest strategic policies and plans for moving forward and doesn't omit the need for their decision making.

In other words, Curristine et. al, (2007) described the behavior of the politicians as challenge of performance management in the public sector. Politicians have a significant role in the use and improvement of performance indicators in the budget process. They have influential role in the processes and the activities of the different organs of the government. They are concerned with elections by indicating to citizens that they recognize and are responding to their needs. They work on short-term time horizons usually requiring rapid outcomes before the following elections, and they take decisions and use information in a fast-paced environment.

3. Allocating proper levels of resources to dedicate to the performance management effort. Performance management can be regarded as a multifarious, time-consuming job that obliges a tremendous effort and assumed resource restrictions.

4. Strategic Planning Process Burden.

Several institutions have gone through strategic planning efforts repetitively with imperfect achievement. This is because many strategic planning efforts need performance management aspects to hold institutions liable to the identified objectives. Likewise, many strategic plans define a vision for the future without realistic goals to accomplish that vision.

5. The Restrictions of the Financial Systems.

Many institutions which are applying the heritage of the financial systems are constrained in their capability to keep, follow and report the performance data alongside with the financial data. So, it is important to assist the connection between financial and operational information which is essential for taking strategic decisions.

6. The Use of Data

The collection of performance data becomes detriment effort without using its results. Many institutions devote a huge time and resource for the collection of performance data with relatively less effort on using it. Therefore, institutions have to improve policies and put considerable effort on the use of the performance results for operational and financial decision making processes.

## 7. Concentrating on the Fundamentals

Performance management is an amazing tool for changing an institution promoting effectiveness and efficiencies. Conversely, performance management does not realize the main concerns that citizens look from their governments with the probable exclusion of reporting fundamental results to the public.

## 8. Perceiving Performance Management as a Short-term Trend

In the comprehensive outlook of performance management, the acceptance of particular methods has diversified over time. Institutions may some extent take different methodologies, but the basic principles of performance management should be constant.

Performance measurement is also described as a common challenge that most of the public institutions are facing. Public institutions exert a wide variety of functions in different sectors from health and education to construction. The measurement problem emerges from the measurement of intangible activities such as consultations while performance measures are mainly applicable to certain types of practical activities. Systems that merely focus on outputs can cause transposition of goals. Outcomes are multiplex and contain the interaction of many intended and unintended factors, therefore, they are technically more difficult in measurement (Curristine et al. 2007).

Curristine et al. (2007) identified that the resistance of public servants and changing their behavior and culture is another challenge. They discovered that almost all reforms confront resistance, particularly when they have to do with everlasting practices that effect the entire government institutions. Motivating key actors to change from familiar traditional practices demonstrates to be difficult. Administrators in spending institutions can resist change, mostly when it is not clear whether or how performance indicators will be used by the ministry of finance and officials. They fear the information will be used to either publicly criticize programs or to cut funding.

By the way, Cuganesan et al. (2014) warned from four different types of performance measurement risks in the public sector.

1. The misalignment of performance management systems with the strategies and goals of public sector. This directs to measurement shortsightedness at the price of long-term objectives and focuses on the achievement of narrow goals at the expense of broader global objectives. It focuses on the measured performance dimensions to the loss of unmeasured ones such as system responsibility and main inter-organizational collaboration.
2. The performance management is stimulated gaming whereby behavioral changes take place to maximize the reported performance without any equivalent increase in the actual performance.
3. The third one is innovation risk whereby restriction of flexibility that performance management systems imposes blocks innovation.
4. Unclear or imprecise representations of performance through performance management. This comes from the common difficulty of measuring public service performance in quantitative approach according to the complexity of public sector and multidimensionality of performance.

## CHAPTER FOUR

### RESEARCH METHODOLOGY

This chapter explains the methodology of the study including the study design, population, sampling selection procedure, data collection tools, and data analysis.

#### **4.1 Study Design**

This study is about performance management in the public sector. It aims to compare the performance management systems used in the public sector of Somalia and Turkey, find out gaps and challenges both countries face in the implementation of these systems and provide some recommendations to address those gaps. The study used qualitative research method -a semi structured in-depth interview and focus group discussion. The interview and the focus group were conducted through telephone.

This two methods were seen by the researcher as the most suitable, considering the aims and the questions of the study. It is a two-way dialogue as it allows the respondents to explore different thoughts and feelings, while enabling the researcher to bring the respondent back to the subject under investigation by the means of questions. In addition, unstructured interview was undertaken first in order to develop a strong understanding about the topic and then, relevant and meaningful semi-structured questions were developed.

#### **4.2 Study Population**

Population refers to the entire group of people, events or things of interest that the researcher wishes to investigate. The target population of this study was thirty two (32) heads of human resource departments of established Ministries and other public institutions of the Federal Government of Somalia.

A proximately, there is a total number of thirty two (32) public institutions in Somalia including the ministries and other government institutions. Therefore, there are 32 heads of human resource departments because each institution has one human resource department.

#### **4.2.1 Sample Selection Procedure**

Homogenous purposive sampling was used because the target population of the study is one group, heads of human resources departments who share similar characteristics. The researcher decided to use homogenous purposive sampling since there is only limited numbers of people – heads of human resource departments – who can serve as primary data sources due to the nature of the research aims and the questions being asked. Furthermore, it is most cost and time-effective sampling method.

Therefore, the rationale for choosing this approach is that it enables the researcher to purposively select and target respondents who are useful and eligible to participate in this study. It also saves money and time because the researcher selects only the relevant participants purposefully. The researcher selected a sample from this group based on accessibility and who would be appropriate for the study. Therefore, a sample of ten (10) heads of human resource departments of Federal Government institutions were selected based on their accessibility, readiness and the expertise.

#### **4.3 Data Collection procedures**

The major data collection tools that were employed in this study are semi structured interviews and focus group discussion for collecting the data of Somalia and secondary data for Turkey.

##### **4.3.1 Secondary data**

Secondary data was used for Turkey. It involves the use of existing data, collected for the purposes of a prior study of performance management by other scholars. This data was collected from relevant previous studies such as thesis, research papers and reports.

##### **4.3.2 Focus Group Discussion**

As a way of introducing this study and to get an overview of the current issues with respect to the performance management system in public sector, a focus group discussion was organized.

A group of respondents from the human resource departments of federal government of Somalia was invited to share their views on the topic. The findings, comments and recommendations were incorporated in the writing of the final report. A second focus group discussion – with some of those respondents –was organized to discuss and reflect upon the main findings.

### **4.3.3 Interviews**

Seventeen (17) semi-structured questions were administered to a target group of ten (10) respondents consisting of Heads of human resource departments of some federal government institutions to get an in-depth understanding on how those respondents are involved in the design and implementation of performance management in the public sector in Somalia.

### **4.4 Data Analysis**

Qualitative thematic narrative analysis was used to analyze the data. The data (interview questions) was arranged in variables. This enabled the researcher to analyze the findings and write the final report.

### **The Focus Group and Interview Questions:**

1. Does your institution have goals and objectives?
2. Does your institution have mission, vision and values known by all employees? If you have, can you explain the process of their creation?
3. Are job descriptions and job analysis done at your institution? Can you give us information about these operations?
4. How do you evaluate the individual and team performance in your institution? How do you use job descriptions and job analysis information to measure employee performance?
5. How and by whom the performance goals and criteria of the employee are determined? Who evaluates the performance of employees?
6. What are the main elements of the Performance Management System that your institution use? Can you explain the process?
7. What are the performance indicators your institutions use to evaluate the individual and team performance?
8. Do your managers have the competence to evaluate employees' performance?
9. Do you have a common performance management system that is used by all the Somali public institutions?
10. How do you collect the performance information?
11. What are the main challenges you face in the implementation of performance management?
12. Is there an external committee/court that monitors the performance of the public institutions?
13. Do you use a performance based pay? If yes, can you explain it?
14. Do you find your organization's performance management practices successful?
15. What are your criticisms and suggestions for the evaluation system that your institution use for the individual performance of employees?
16. How and who informs the evaluation results to the employees?
17. How the performance evaluation result is used in your institution?



## CHAPTER FIVE

### PERFORMANCE MANAGEMENT IN THE PUBLIC SECTOR OF SOMALIA AND TURKEY

This chapter explains the performance Management systems in the Public Sector of Somalia and Turkey. It provides an overview of performance management in both countries, the legal basis of performance management in both countries. In addition, this chapter briefly discusses the performance planning and evaluation processes as well as the uses of performance evaluation results in both countries. Finally, the chapter presents the main performance management challenges that both countries face.

#### **5.1 Performance Management in the Public Sector of Somalia**

The findings of the study are presented in this chapter. Twelve (12) directors of human resource departments working for twelve (12) government institutions participated in the interview. The results of the interview are presented in this chapter and are divided into five sections, namely, overview of performance management in Somali's public sector, performance planning process, performance evaluation, uses of performance evaluation results and the challenges of performance management that Somali public sector faces today. Each of these five sections are highlighted in this chapter in detail.

##### **5.1.1 Country Profile**

Somalia locates in the Horn of Africa, lies along the Gulf of Aden and the Indian Ocean. It is bounded by Djibouti in the northwest, Ethiopia in the west, and Kenya in the southwest. The current estimated population of Somalia is 12 Million with 637,657 km<sup>2</sup> of land. In addition, Somalia has the second longest coastline in Africa, two chief rivers; the Shebelle and the Juba and very rich agricultural sites. The state of Somalia was established in 1960, when former British and an Italian protectorates united and declared independence. Following the independency and unity, Adan Abdullah Osman Daar served as Somalia's first president.

The first National Assembly elected him to be provisional president. A new constitution was approved in a referendum on June 20, 1961 and the country's first election (1961) under its new constitution, Adan Abdullah Osman Daar was elected to a six-year term as president (Powell et al, 2006). In June 1967, a second presidential election was held and Abdi Rashid Ali Sharmarke was elected president. Adan Abdullah became the first postcolonial African head of state to voluntarily step down after losing an election (Posner and Young, 2007)

On October 15, 1969, President Abdi Rashid Ali Sharmarke was assassinated and in 1969, General Mohamed Siad Barre took control through coup and had ruled the country for 21 years. The Somali state collapsed following the overthrow of the military regime in January 1991 and then descended into civil war and anarchy. The conflict destroyed much of the country's governance structure, economic infrastructure, and institutions (Leeson, 2007). After years of civil war and unrest, the federal governance system was proposed for the first time in 2000 and since then, four federal governments were established. Since 2012, when a new permanent federal government was installed, Somalia has been inching towards stability. However, the government still face a challenge from terrorist groups.

Somalia's gross domestic product (GDP) is projected to reach \$6.2 billion in 2015 with GDP per capita of \$450. Consumption remains the key driver of GDP with investment accounting for 8% of GDP in 2015. The economy is highly dependent on imports, where the share of exports to GDP being 14%. A remittances, estimated about \$1.3 billion provide a lifeline to large segments of the population cushioning household economies and creating a buffer against shock. Poverty is abundant as a half of the population living below the poverty line (51.6%). Remittances help reducing poverty and 35.4% of people receiving remittances are poor (World Bank, 2015).

### **5.1.2 An Overview of the Performance Management in the Public Sector of Somalia**

The Somali state institutions faced a total collapse - in terms of physical infrastructure and human resources – during a civil war that started 1991 and continued until 2000. However, Somalia is now on a path to emerge from collapse, fragility and prolonged instability.

The federal governance system was established for the first time in 2004. The federal state institutions had not received enough attention from the successive governments in terms of rebuilding and strengthening their capacity, as a consequence of lack of enough budget and the fight against the terrorist groups. The public performance management of Somalia is governed by the civil service law number 11 which was passed by the parliament on 5th December, 2006. As the result of the study shows, this law needs a reform as it does not sufficiently detail many critical aspects of the performance management process. In addition, the findings of the study indicate that this law is not adequately applied by the Somali government institutions. The study also found that the practice of performance management system is less systematic.

Each government institution or office has its own internal approach for managing performance of its staff and there is no similar or interrelated system in the performance evaluation of all civil servants. The practice of performance management is hugely below the standard and several respondents of this study clearly shown their dissatisfaction with the current fragmented performance management system. Additionally, the significance of performance management is not perceived by many top government officials. “It is a job that our top officials are not well prepared for it” several human resource directors said.

The result of the study also shows that the Civil Service Commission and the office of Auditor General have the responsibility to evaluate public institutions in Somalia. In this regard, some of the government institutions indicated that these two institutions periodically undertake performance evaluation, while some other institutions pointed out that there is nothing conducted by these two institutions at all.

### **5.1.3 The Performance Planning Process of Somalia**

The findings of the study shows that that practice of performance planning by the government institutions is less systematic and there is no common performance planning process. Moreover, the establishment of performance indicators and its measurement are not emphasized. The only performance indicator that is mostly used is the work attendance. “The work attendance which is evaluated by signing attendance sheets is our only performance indicator and there is nothing else evaluated” one human resource director said.

The following performance planning framework is a representation of how most government institutions undertake their performance planning process. The result of the study shows that performance planning is predominantly top down process and little bit bottom-up process or the result of joint cooperation. Roughly half of the institutions follow this planning framework, while others only use some of these steps. Each step of this framework is explained in this section in detail.

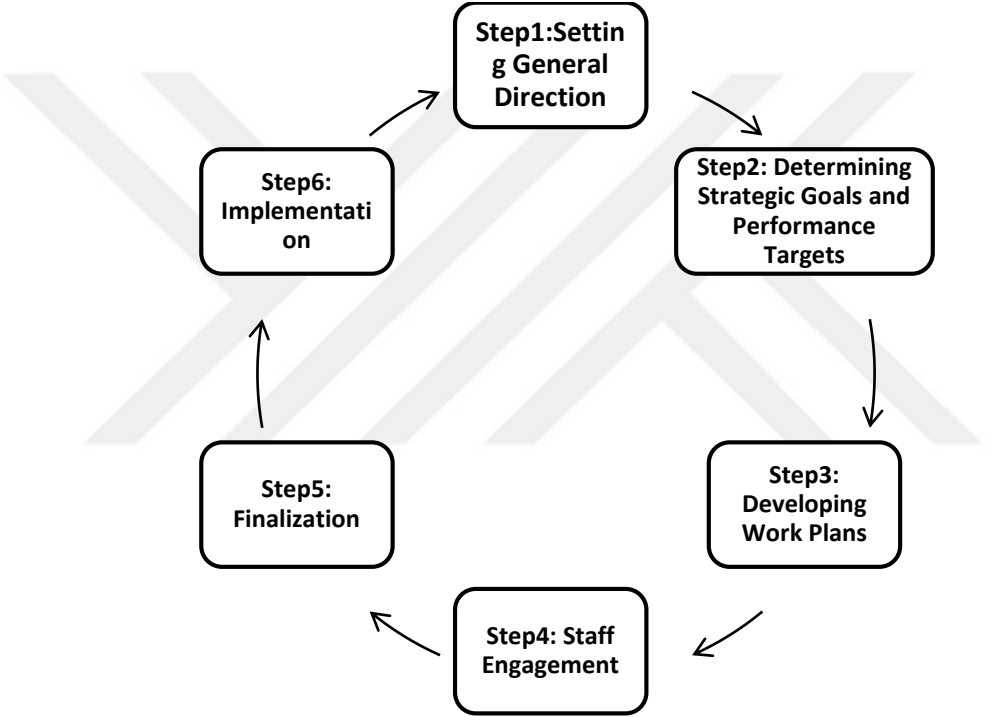


Figure 1: Performance Planning Framework used by the Somali Government Institutions

**Step1:** Setting the general direction is the first step of the performance planning process in the public administration of Somalia. As indicated by the respondents, most of the public institutions receive a general direction from the government’s top officials including the ministers. The ministers or other top officials set the overall direction of the ministry including its vision, mission and strategic goals in line with the mandate of each ministry or institution.

In this regard, a director of human resource department said “vision and political targets are made by the ministers”. However, most of the Somali public institutions follow this step as there are few institutions in which the planning process is a bottom-up or the result of cooperation between the leaders, directors and the staff.

**Step2:** Determining performance targets is the second step in the planning process. After the general direction is clearly defined by the top officials, the director general and the directors of departments translate the vision and strategic goals in to performance targets. Some of the institutions are supported by advisors and technical experts in this step. One of the directors stated “administrative targets performance targets are made by the director general and directors of departments “.

**Step3:** Developing action plans. The third step in the process, the director general and the directors of departments again develop work plans to achieve the performance targets developed in step 2 with the support of technical advisors.

**Step4:** Staff engagement in the planning process. The developed performance targets and work plans are shared with the ordinary staff for inputs and comments. In this regard, one of the directors explained this process saying “The modern technology such as whatsapp groups, emails and other modern techniques are used to share the work plans with the staff of the ministry”. Then, the staff provide their comments and these comments are prioritized according to their importance”.

**Step5:** Finalization. The performance targets and work plans are finalized based on the comments from the staff and are shared again with the staff for its implementation and detailed operational and tactical plans are made.

**Step6:** Implementation. The general director informs each department for its role in the implementation of work plans and the director of each department has the responsibility to divide tasks to the department staff. Therefore, the division of duties and responsibilities are based on department level. For some institutions, the duties of the civil servants that are defined in their terms of reference, while others verbally inform the staff about their duties.

#### **5.1.4 The Performance Evaluation of Somalia**

According to the findings of the interview, employee performance is measured at two levels, individual and group. Individual performance is measured by the government institutions in entirely different approaches with the use of disparate performance dimensions and indicators. The only common performance indicator used by the Somali public institutions is work attendance. Work completion on time is the second indicator used to measure the individual performance. In addition, behavioral indicators such as good ethics is used as an individual performance measurement. Some of the public institutions including Immigration and Naturalization directorate have separate performance indicators and forms. It is worth to notice that some other institutions told to the study that they are in the process of designing performance evaluation forms.

In the evaluation of team performance, the government institutions use different team performance evaluation measures. Performance targets and how the team accomplish its duties are mainly used by the institutions to measure the performance of the team. Some of the public institutions use the same individual performance measures for the evaluation of the team. In addition, they measure the team performance through participative meetings in which the directors of departments and all of the staff come together to discuss the performance and achievements of the team.

Most of the Somali public institutions conduct performance evaluation on monthly basis. Each department director conducts the performance evaluation of the staff belonging to his or her department and selects the best performer and shares with human resource department of the institution. Then the human resource department shares with the director general of the ministry who, in coordination with the national civil service commission, awards “employee of the month” to that person.

There are personnel committees at Somali public institutions who are in line with article 38 of the of the civil service law. Each government institution has committee responsible for the staff promotion, rewarding and disciplining. The committee shall perform its duties on behalf of National Civil Service Commission (NCSC) and consists of:

1. General Director Chairman
2. Department Directors Members
3. Two members from NCSC Members
4. If woman is not included, a women from the institution will be added to the committee

It is a fact that the Somali civil servants should serve probationary period during their first three months. The probationary period is intended to provide the department directors an opportunity to measure the ability of the new employee to perform all aspects of the job. Each new staff is given a job description and serve three months of probationary period. “If the employee performs well, permanent employment letter is given and if performed consistently well within the next two years, the employee is promoted to a head of unit at the ministry” a human resource director said.

#### **5.1.5 The Use of the Performance Evaluation Results in Somalia**

The results of the study shows that the use performance evaluation results are mainly used by the Somali public institutions to link civil servants’ promotion to their performance. The results of the study that indicate the performance evaluation result is utilized to motivate the staff who performed well, reinforce the good behavior and promote good values. It is also used to train those who underperformed or discipline those behaved unethically. The below structure is generated based on the results of the data collected. The system represents how the government institutions use their performance evaluation results and each of these uses is explained in this section in detail:

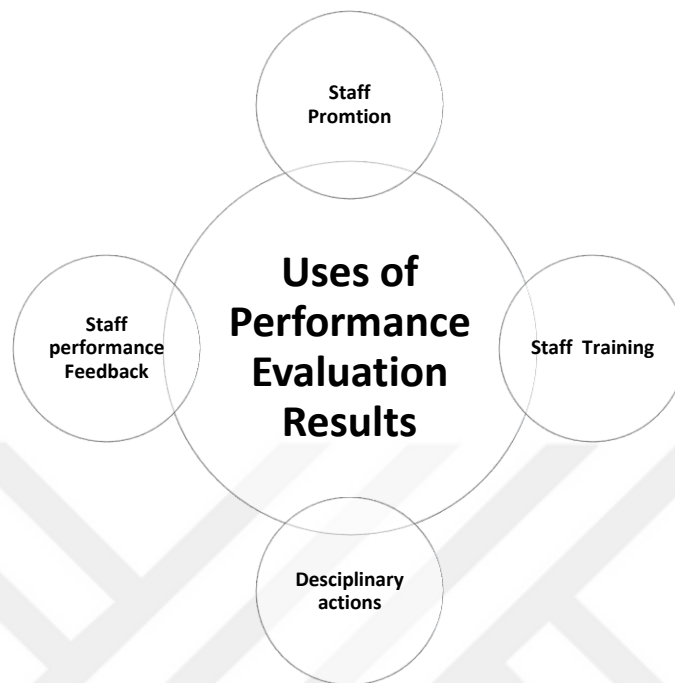


Figure 2: The Uses of Performance Evaluation Results by the Somali Public Institutions

**Staff promotion:** The findings of the study show that the performance evaluation results play a key role in staff promotions. With the data generated from performance evaluation, the government institution make decisions about the promotion and rewarding of their staff. As the findings indicate, each government institution has special committee responsible for promotion, rewarding and disciplining the staff. The committee perform its duties on behalf of the National Civil Service Commission. The committee receive recommendations for staff promotions from each department of the institution by submitting their recommendations based on the performance evaluation results. The committee submits its final suggestion for promotion to the head of government institution after considering the annual performance reports, the employment history of the staff and conditions for promotion.

Having seen the suggestions of the committee and carefully considering it, the head of the given institution submit the suggestion of the committee to the national civil service commission and send a copy to the ministry of labor. If the ministry of labor agree with suggestions for promotion, the national civil service commission submit its final decision to the authority that has the final approval.



**Staff Training:** the performance data is used by the government institutions for discovering the existing skill gaps and initiating relevant capacity building trainings. The data analysis shown that the government institutions provide trainings to the staff if it became apparent that staff underperformed due to skill shortage. Therefore, there are technical advisors who work for the ministries and institutions to train and support the staff.

**Offering Performance Feedback to the Staff:** the performance evaluation results are shared with staff. As the findings indicate, the top officials or the human resource department or the committee for promotion, rewarding and disciplining inform the staff about the results of their performance through written or verbal notice. The most common approach of sharing performance feedback with the outstanding staff is through public announcement posting on notice board. The performance results of the staff are added to the employment files and if the staff performs well and consistently through a period of years, then the person becomes qualified for promotion.

**Disciplinary Actions:** The performance evaluation results are also used by the institutions to discipline the employees who deliberately underperformed without because of lack of experience, skills or knowledge. These disciplinary actions which are taken by the institutions are conducted in steps and in conformity with 45 and 46 articles of the Somali civil service law. If the employee underperforms due to negligence, or intentionally refuses orders or become absent from the work without reasonable justification, the law gives the concerned authority to take the following steps:

1. Verbal warning
2. Written disciplinary warning
3. Salary reduction penalty not more than the proportion salary of seven days

The general director of the ministry or the institution has the power to take these disciplinary actions against the staff after having seen the suggestions of the committee for promotion, rewarding and disciplining and informs national civil service commission. If the act is a repeated, or refusal of orders, power abuse, misuse of the office affecting the reputation of the institution, misuse of public properties, lack of keeping the secrecy of the institution or utilizing office position for personal gains, the disciplinary actions are more severe and could be one of the followings:

1. Salary reduction not more than one month
2. Temporary salary cuts or dismissal not more three months
3. Promotion suspensions
4. Salary reduction of about 30%
5. Demotion
6. Permanent firing

The cabinet of the ministries only have the power to apply these kind of disciplinary actions against the general directors and other similar staff, after having seen the reports of the committees and the institutions concerned. These penalties are approved through the administrative decrees issued by the president or the prime minister.

#### **5.1.6 Challenges Facing the Public Performance Management of Somalia**

The respondents of the study addressed the following main challenges which can be classified into two groups:

##### **A) Financial challenges**

1. Lack of regular payment: the staff don't receive their salaries on regular basis. This causes the staff disappointment, stress, lack of job concentration and finally, the staff to neglect the job and think about other sources of income
2. Lack of adequate funding: most of the government institutions don't receive enough budget that their work needs

3. These financial challenges give no option to motivate the staff with good performance because there is no available fund to motivate them financially.

#### B) Job related challenges

1. Lack of political will: the will of the top leadership to develop a robust performance management system is missing. The respondents indicate that top officials don't see performance management as an important issue and it is not a part of their agenda and priorities. The leadership doesn't consider repeated recommendations given with this regard.
2. Corrupt staffing practices: allot of staff are hired inconsistently with government staffing policies and procedures. This mainly results misfit between the person hired and the qualities – skills, knowledge, competence and experience- required for the position
3. Lack of proper directions and clearly defined job descriptions: the scope of work is not sometimes clearly defined and as result, there are some offices with now clear plans and staff who have nothing to do.
4. Lack of enough capacity building and trainings: the civil servants does not receive sufficient trainings needed to upgrade their skills and keep up with work related changes in the world
5. Communication gaps. a good communication between the leadership and the staff is missing in the Somali public institutions.
6. Lack of continuity: there are repeated cabinet reshuffles and the newly appointed ministers and the head of the institution to come up with his or their new team and fire the old directors and staff although it is not lawful.
7. Injustice and lack of fairness: some officials use tribalism and nepotism to cover the staff with the bad performance and unjustly harm those with the good performance by undermining them.
8. Some officials have no knowledge and experience required to manage the institutions they are appointed for
9. Lack of proper workplace and facilities. For instance, there is an institution which has more than one hundred staff which operates in small building consisting only four offices.

## **5.2 Performance Management in the Public Sector of Turkey**

### **5.2.1 General Overview of the Current Public Performance Management Practice in Turkey**

The Turkish public performance management is mainly regulated by the 657 numbered law on Civil Servants, 5018 numbered law on Public Financial Management and Control and the 399 numbered law on Public Economic Enterprises. Turkey started the performance management practice for the first time in the public sector and it has a history of about 80 years. However, it also found a great interest in the private sector accompanying the widespread use of business science and the recognition of modern management techniques.

Ozkaya (2013) recognizes that the performance management application in Turkey is begun by Karabuk Iron and Steel Fabrics in 1948 and then followed by Sumerbank, the Machinery and Chemical Industry, the State Railways and so on. It has also been applied in some private sector organizations in 1960. Karci (2008) highlighted that the Turkish public administration has faced the same challenges that lead to the restructuring of public administrations in the world. The change in the Turkish public administration is motivated by decentralization efforts, governance and competition between the public administrations as well as the expansion of the public administration area (Karci, 2008).

The budget control program of Turkey in the 1970s has led to the emergence of performance management within the performance appraisal. In the course of intensive work toward the improvement of the budgeting system in Turkey. The Ministry of Finance has established a special Budget Reform Unit within the General Directorate of Budget and Fiscal Control in 1968. The Budget System Program was defined by specifying three characteristics.

1. The identification of service programs that specify the service objectives that are intended to be generated by each institution or administrative unit.
2. The creation of appropriate costing, accounting and administrative structures.
3. The use an effective and meaningful performance evaluation for each program.

Ozkaya (2013) states that the first feature was executed with the 1973 Financial Year Budget Act and the other features would be settled over time. The automatic taking of places in the budget without evaluating the programs makes the service meaningless, or in other words, cuts the connection between the services and the payments. Thus, resources are constantly allocated to the same programs without examining whether the programs are necessary or whether they are carried out efficiently and effectively.

The Public Financial Management and Control Law No. 5018 introduced a result-oriented management approach to the Turkish public financial management system. The basic concepts of this management approach are stated in the law but the regulation details are left to secondary and tertiary legislation studies. In this context, the Ministry of Finance and the State Planning Institutions have such authority to organize. However, one of the weakest aspects of Law No. 5018 is that there is not enough emphasis on performance evaluation. It has not adequately addressed a systematic process that determines which institutions are responsible for the evaluation and how to ensure whether the suggestions of the evaluation results are followed or not (Ozkaya, 2013).

The Court of Auditors carry out efforts related to performance auditing at the Turkish public institutions. It supervises the institutions as an external audit focusing on their implementation processes, performance management system and their compliance to the laws. It also supervises them as an internal or financial audit focusing actualizing the Financial Management and Control Law Numbered 5018 (Koseoglu, 2008). In addition to these developments, in 1996, the authority to supervise whether or not the institutions and enterprises use their resources efficiently, effectively and economically has been vested to the Court of Auditors (Eren, Durna, 2007).

The performance management in public administration is based on performance measures that explains the products, outputs and outcomes of the public institutions as it also includes the evaluation of the effect of the political administrative systems at every stage of performing the public tasks starting from decision making process (Eren, Durna, 2007). Therefore, the performance measurement in the public institutions is complicated and the individual performance measurement is carried out in compliance to Civil Servants Law Numbered 657.

Kavruk (2007) highlights that the Civil Servants' Law number 657 which has been endorsed for the purpose of innovation has failed to bring about considerable changes in the modern sense of personnel evaluation. The general provisions of the previous laws were previously applied and repeated. In the 111th article of the Law, it has been adopted to be a mainstay in determining the incompetency, grade progressing, granting rank promotion, retirement and disengagement from employment. However, neither Law No. 657 nor Public Servants Registry Regulation should be considered as the full focus of difficulties encountered in terms of personnel evaluation.

Law No. 657 does not regard the civil servant as an ordinary person and assigns him a different status. Likewise, even the judicial process of a civil servant is subject to a different procedure. For some people, this may have countless benefits. In terms of performance appraisal, one of the biggest obstacles in front of the ideal situation is the official definition attributed to a public servant. Many clauses of Law No. 657 mention the honor of the civil servant, dignity of duty or the official titles – granted reputation and there is a very strict civil servant security system. All of these complicate the evaluation process. In the majority of developed countries, the public servants do not bear a different meaning, except for top executive positions (Kavruk, 2007)

### **5.2.2 Performance Planning in Turkey**

Since 2006, the Turkish public institutions are obliged to develop a strategic plan and verify that they are directed according to this plan by issuing yearly performance reports. The Ministry of Development inspected all the legislation that draws the strategic management in the public sector in a sequential order report summarizing of these regulations in 2015. In the legal framework of Public Financial Management and Control Law number 5018; the application of strategic planning is acknowledged and highlighted as an obligatory activity for the Turkish public administration. The Ministry of Development has been given the authority to practice and determine the schedule for the strategic planning process in harmony with the development plan procedures and the values of the public administration. Nevertheless, the Ministry of Finance has also been given the authority to lay out measures and values to guarantee the conformity of the performance indicators which are recognized in the strategic plan with the funds of the public administrations (Demirkaya, 2015).

The Ministry of Development has also developed a Strategic Planning guide for the Turkish Public Administration to describe the common outline of the strategic plan in the initial phase. It has been updated in June 2006 using the feedback about the strategic planning practice that has been gained from pilot execution of some institutions. The latest guide clearly explains all the strategic planning phases from preparation to monitoring and evaluation processes. More importantly, it has illustrated actual examples about the way that public institutions can generate their own vision, mission, targets and performance indicators (Demirkaya, 2015).

Uysal (2014) discovers that the objectives and targets were defined at the Turkish public institutions. It has been observed that the institutions have made up their mission, vision, objectives and targets and strategic plans by making their strategic analyses at ministerial levels. The administrators of the institutions have superficial information about the orientation phase of strategic management process and are required to be informed about the strategic management and performance management system and should actively participate in the studies. Moreover, there are some institutions that do not measure the individual performance of employees even though they have completed the job descriptions and job analysis.

### **5.2.3 Performance Evaluation in Turkey**

In parallel to the reform process experienced in the public administration of Turkey to prevent adversities, a change in the public personnel system is also being lived and the performance evaluation, determination of personnel's competencies and what is expected from them and ensuring harmonization among themselves. The human resources is addressed together with materials, organization and financial issues and the competence of employees is aimed to be provided (Eroglu, 2010). Through currently ongoing personnel reform studies, the contracted work routine practice and flexible employment is tried to be realized and transition to practice of total quality management and performance – based pay system is desired (Evren, 2010).

The article 122 of the Civil Service Law grants the Turkish public institutions the freedom to set evaluation criteria to measure the successes, productivity and efforts of the officials, considering the characteristics of the services they carry out for the state in appropriateness with the State Personnel Presidency (Demirbas, 2013).

The evaluation made according to the registry system is based on the evaluation of the civil servants by their managers and was not related to the salary of the staff. However, the western wave of change in the 1980s affected the public sector of Turkey and one of the important points of the studies aimed to the effectiveness and efficient public administration was paying the public personnel according to their performance (Eraslan & Tozlu, 2011).

After modifications, article 109 of the law specifies that each civil servant should have a personal file. In the personal file, professional information of the officer, declarations of property, examination reports, investigation and delivery reports, disciplinary punishments and award and achievement documents shall be included. It is stated that the personnel files will be taken into consideration in determining the success and competency of civil servants, the grade progress and promotion as well as the retirement or dismissal from the service. The Presidency of the State Personnel determines the principles of the retention of the personal files and the documents to be filled according to the article 109 of the civil service law (Demirbas, 2013).

By the way, the registry system has been abolished, but a comprehensive personnel performance evaluation system and system have not been introduced. However, in accordance with the changes made in the rewards system and the authority left for the institutions to determine the personnel evaluation criteria; it seems that infrastructure is being prepared for the transition to performance based wage system in the next stage (Demirbas, 2013).

In the modified article 122 of the same law states the civil servants shall be awarded according to their extraordinary performance and endeavors in the institutions in which they are employed in order to achieve significant savings in public resources, to prevent significant public harm and to prevent unavoidable public damages significantly, to increase public benefits and incomes above expectations. The public officials and related ministers who observed their contribution to the increase in public benefits on the basis of concrete events and data in raising the efficiency and quality of the services provided.



In the same article, the law highlights %200 of the employees' salary of the as the highest reward that ministries and governors can award to the superior civil servant performers. According to this article, an institution cannot reward more than ten in thousand and not more than twenty in thousand for under secretariat of Customs, Ministry of National Education and General Directorate of Security in a fiscal year.

The clause 25 of Decree in Law numbered 399 regulates the wages in which the performance – based compensation system becomes applicable. It has been specified that the staff wages would consist of the wage for success and severance fees. As for the success fee regulated at clause – 27, it is specified that “the success fees are calculated and paid according to the principles at Clause – 43. A the rate of 8% of the basic salaries of contracted employees is paid to those whose registry and achievement scores are between 90 – 100 at (A) level and 4% to those whose registry and achievement scores are between 76 – 89 at (B) level and 2% to those whose registry and achievement scores are between 60 – 75 at (C) level.

Those whose registry and achievement score are 59 and below at Level (D) are given to the command of another registry superior with basic salary and if no change happens at the end of a six month evaluation period, the contract of such employee is terminated. Even though the performance – based wage system is implemented, the subjective evaluation done by the registry superior shows that the system failed to be fully implemented (Celik, 2013). However, Kavur (2007) argues that the performance-based pay system created the following four problems.

### **Personnel Attitude**

The performance–based pay system is an effort oriented towards making fundamental changes in the public service culture. However, the implementation of the new system is not sufficient to achieve such fundamental change and the personnel may oppose these systems. Most of the staff do not want to give up traditional values. On the other hand, the staff naturally tends to evaluate their selves at a higher level, therefore it makes them discomfort when they are not assessed in the top category. As the results of such evaluation which is directly reflected to the wages, the issues to emerge from this direction may lead to uneasiness among the personnel at the institution.

## **Fairly Determination of Salaries and Wages**

A reliable evaluation system requires an objective measurement of success. In addition, the use of fair evaluation method is also mandatory in order to successfully determine the performance – based wages. This problem arises when it comes to the measurement of outcomes and separation of personal contributions from each other which is very difficult at the central administration and upper levels.

## **The Institutional Objectives**

The objectives of personnel evaluation objectives are required to be in line with the institutional objectives. The first thing to be done prior to compose an evaluation system is to put the target of institution forward. Keeping the performance–based wage in the forefront can result in determination of personnel attitudes according to sole monetary measurements. Such a situation may upset the efforts to achieve the specified clear administrative goals. It may also upset the struggling to reach the defined clear administrative objectives. In addition, as a consequence of the material rewards; the managers may become prone to give priority to easily achievable goals and short-term goals ignoring more important and hard-to-achieve goals and long-term policy targets. For this reason, it is necessary that the performance – based wage should not become a driving factor.

## **Motivation Problem**

As the opportunity of personnel to show their success varies from work to work, the staff may start refraining from unremarkable tasks. In the upper levels of the public sector, it is necessary to acknowledge the fact that financial rewards constitute only one of the staff motivating factors. The effect of material incentives varies according to the institutional culture of institutions. The provision upgrading options and professional enrichment choices to those who failed to achieve promotion. Therefore, many countries have been reconsidering the topics such as professional structure, staff mobility, communication with staff, staff participation in decision-making process and much more authorization to be invested to upper level executives in resource management.

Today, when the governments have been trying to reduce or at least stabilize their public sector spending, the systems that will lead to an increase in staff spending and expenditure must be well designed. In particular, the failure to establish the merit system and make it operate as required, the working and wage systems not based on performance, unjust wage differences not being based on productivity and excessive and unbalanced staff structure, non-payment of due attention to in – service training required and excessive and sophisticated regulatory arrangements on staff topic have been the basic problem areas seen in the public personnel system (Dincer, Yilmaz, 2003).

Uysal (2014) underlines that the managers of the Turkish public institutions prefer a result focused evaluation. They prefer that the individual target outcomes should be at least 50% of the performance evaluation and the behaviors of employees should also be taken into consideration in the evaluation process. In many European countries, the personality characteristics – based evaluation criteria have lost its importance. Instead of individual characteristics, duty evaluations and target agreements are being executed. The ratio of goals and competencies can be equal for non-executive positions, but it would be correct for the human resources management and top management to make decisions by taking the views of employees as well.

The evaluation Frequency of the Turkish public sector is semi-annual or a year depending on the outcome of focus group interview of Uysal (2014). However, it has been concluded that the performance of employee would be suitable the evaluation once a year would be suitable. An individual target setting interview at the beginning of performance evaluation period (January) and a mid-term (July) review interview would be appropriate. According to the results of Uysal's (2014) research, the performance evaluation have been determined by the service recipients, to colleagues, first managers, second managers, subordinates, employees themselves and finally other unit managers.

However, a large number of evaluations lead to consume too much time and bureaucracy. Therefore, the first manager, the second manager, the service recipients and the colleagues have been designated as the evaluators. The employee shall be able to report his/ her opinions directly also during the individual target setting, reviving and evaluation negotiations and take role in the process. The evaluation results is given to the employer by his/ her first manager, but the managers interviewed think that the managers do not have enough competence regarding this issue (Uysal, 2014).

#### **5.2.4 The Performance Management Process of Turkey**

As Celep (2010) explains, the public administrations of Turkey prepare a strategic plan considering the national development plans, government programs, medium-term programs and financial plans as well as the priorities in the annual program. Strategic plans are prepared every five years and there are strategic goals for five years that belong to the administration and strategic targets to reach these goals. These strategic targets have strategic indicators that are pledged to be followed by the administration for five years.

Moreover, the public administrators have the responsibility to design annual performance programs that guides them to the realization of the five year strategic plan. The performance programs include annual performance targets, indicators of those targets, and activities that show how to achieve performance goals that are linked to the budget and these activities are related to the administrative level. When it comes down to the unit level, there are operational plans that are not yet included in the legislation of Turkey which need to be done according to the nature of the activity. In order to achieve the performance targets included in the performance program, the tasks at the operational level of the units are included here. There are jobs belonging to this unit of work and more sub-units that make up the unit. The knowledge, skills and experience of the staff are determined. The contacts are thus combined with the appropriate jobs. Thus, all elements are integrated into the system as well as the personnel in the unit in plans and programs at the national level.

Strategic indicators and performance indicators throughout the implementation are reported to the senior management over time. At the end of the year, an evaluation report is prepared based on these indicators and it is presented to the top manager every year. Accordingly, the unit manager will see the progress of all outlined responsibilities. In addition, the activity reports prepared on the basis of administration and units and the performance indicators and activities realized in the previous year are shared with the competent authorities. This is a very important tool of accountability in terms of administration and unit; because the activities and indicators carried out ensure that the realities are taken into consideration.

### **5.2.5 The Use of the Performance Evaluation Results in Turkey**

Uysal (2014) highlights that the performance evaluation results of the Turkish public administration are used in determining the promotion, salary/wage payments, training requirements and in premium payments. Turkish Public administrators point out that money alone would not be a motivational tool however, they suggest for the monetary awards to be granted Uysal (2014). The performance evaluation results are being used effectively in the management processes of human resources.

The public institutions officials and related ministers have been granted the authority to motivate civil servants according to their extraordinary performance and endeavors in the institutions in which they are employed to achieve significant savings in public resources, to prevent significant public harm and to prevent unavoidable public damages significantly, to increase public benefits and incomes. As previously highlighted the law allows to the ministries and governors that %200 of the employees' salary as the highest reward that they can award to the superior civil servant performers. The law also limits the number of employees that an institution can award in a fiscal year to ten in thousand and not more than twenty in thousand for under secretariat of Customs, Ministry of National Education and General Directorate of Security. The Legal and administrative measures also constitute that the disciplinary system in order to ensure that the services of the public personnel are dealt with in accordance with the rules of law.

Disciplinary punishments aim to ensure that public officials do their work with care and impartiality. Disciplinary sanctions are called sanctions for the disciplinary actions of employees in the institution (Demirbas, 2013). Disciplinary punishments are separated from punishment in the Criminal Code. Disciplinary punishments are ranked according to weight level as follows (Eryilmaz, 2010).

1. Warning: the public officer is informed through a letter that he/she should be careful in his/her duty and behavior.
2. Condemnation: the public officer is informed in writing that there is faulty in his/her duty and conduct.
3. Salary Cut-off: in the third step, 1/30 – 1/8 of the officer's gross monthly salary is cut.
4. Stopping from promotion and progress: in the fourth step, the public officer is stopped to promote from the level where he/she is.
5. Dismissal from the Civil Servant: the last step of the punishments used in the public sector of Turkey is to remove the public officer from the civil service and would not be employed in the civil service again.

#### **5.2.6 Challenges Facing the Public Performance Management of Turkey**

The performance management in the public sector of Turkey faces many challenges which are mainly related with its implementation. The limitations discovered by the study from the literature are as follows:

1. Performance management has not yet entered the public culture or is not well understood in public administration. Performance management is understood to a narrower concept of being performance evaluation
2. Inadequate legislations: there are inadequate legislative arrangements concerning the performance management principles, criteria and implementation stages
3. The resistance of managers and staff. Civil servants do not want to get away from the traditional structure they are adapted to. The institutional, team and individual performance evaluations which have an important place in performance management are not preferential for the public institutions

4. Political and administrative decisions of the institutions are not directly linked to program goals, outcomes and particularly costs which cause a change in the institutions' way of work. Moreover, the use of performance measurement seems to be negatively perceived as it concerned about meeting performance standards. This situation becomes clearer, especially when the achievement of outcome measures is not under the direct control of these institutions (Gazez, 2010).
5. The Turkish public administration has adopted a globally accepted legislation standards for internal control, it is obvious that there have been a retardation in the application. However, the operation of internal control is only arranged for public financial management and there is no general arrangement for other areas of management
6. There are negative perceptions towards the choice of the evaluators as they perceived as they do not make the assessment objectively due to reasons such as nepotism and inadequacy of managers
7. Performance evaluation results have little or no effect on employee assignment, promotion, and rotation. In this regard, only financial incentives are provided and other nonfinancial rewards are not taken into consideration. Inadequate motivation and career plans affects the institutional effectiveness negatively as it is reducing the performance effectiveness
8. There are some institutions (Public Hospitals and National Education Directorate) in which the evaluation takes a long time due to a problem of excess of the documents.
9. The objectives of institutions are vast and unclear (Apan, 2008).
10. Lack of flexibility and adaptability relatively reduced the effectiveness of performance evaluation. The neutrality and the evaluation criteria are not reliable to make the performance management achieve the desired result (Yerli, 2006).
11. The tradition of centralist administration still continues in public administration. Bureaucracy and official procedure indifference to serving citizens, excessive employment and low labor productivity, wastage and extravagance are the main problems prevalent in many public institutions
12. The duty-authority-responsibility balance in public institutions is not well established.
13. Merit based employments are abandoned in the placement of the personnel and political affiliation measures are mainly considered.

14. The wage regime is in constant chaos. Qualified labor is penalized as a consequence of the wage policies of the state. The principle of equal pay for equal work was not recognized (Kavruk, 2007).
15. Ozturk, Uzun (2004) summarized and categorized the performance management limitations in the public sector Turkey in environmental, organizational, and personnel.
  - A. Environmental obstacles; the environmental obstacles are included the impact of political factors in decision-making, the impatience of citizens against change, the groups that impede the exchange of status quo, political reluctance, short time horizon, public service limitations and problems arising from legal regulations.
  - B. Organizational barriers; bureaucratic socialization process, inefficient administrative practices, inadequate human resources management, uncertain targets, lack of cost-calculation systems, inadequate performance data, increasing difficulty in growing and controlling the bureaucracy rigidities and fragmented authority, inadequate research and the use of technology are included in the institutional barriers.
  - C. Staff barriers include; inadequacies in control of working time, conceptual turmoil, and hindrance of administrative excuses.



## CHAPTER SIX

### COMPARATIVE ANALYSIS ON THE PUBLIC PERFORMANCE MANAGEMENT SYSTEMS IN SOMALIA AND TURKEY

This chapter presents a comparative analysis on the performance management systems in Somalia and Turkey. It looks at differences as well as similarities of performance management systems in both countries and presents a brief analysis on the legal basis, performance planning and evaluation process, performance management reforms undertaken and the challenges that hinder the performance management systems in both countries. In addition, there is a separate section that summarizes the main conclusions and suggests some key recommendations for both countries to reform their public performance management systems.

#### **6.1 General Overview of the Performance Management Practice in Both Countries**

According to the evidences of the data analysis, the performance management systems in the two countries are different. These differences mainly lays on the historical timeframe for the application of performance managements, the scope of application, the degree of formality, the legal basis, the performance management reforms being undertaken and finally, ongoing efforts to further modernize the performance management system. In addition, there some similarities in the performance management systems of the two countries.

In Somalia, the practice of performance management is not systematically organized, limited in scope and does not meet the standards of performance management. There is no standardized performance management system used by all the Somali public institutions. The system does not has strong legal basis. Every government institution has its own internal approach for managing the performance of its staff.

This is mainly due to the fact that Somalia had been without central government for nearly two decades because of state collapse in 1991 and the federal government that was established since 2004 didn't give enough attention to the state institutions. It is a fact that Somalia is emerging from collapse and the establishment public institutions is evolving. However, the performance management reforms undertaken so far were limited in scope and this will be the case for quite some time as the federal government is constrained by the lack of enough budget and its fight against the terrorist groups.

In Turkey, the performance management was long-standing component in the governance system. The Turkish public performance management system is relatively good and it has been in place for about 80 years back (Ozkaya, 2013). The introduction of public performance management in the Turkish public administration was motivated by the need for decentralization, governance and competition between the public administrations (Karci, 2008). The reform of the system was started by the Turkish Ministry of Finance in 1968 and the reform efforts were emphasized since then. The western wave of change in the 1980s affected the public sector of Turkey (Eraslan & Tozlu, 2011). And as result, the performance – based wage system is being implemented (Celik, 2013). Therefore, practice of performance management is relatively systematic, has legal basis and guidelines. It is based on defined performance measures that explain the products, outputs and outcomes expected from the Turkish public institutions (Eren, Durna, 2007).

## **6.2 The Legal Base of the Public Performance Management in Somalia and Turkey**

The legal base of the performance management systems in the public sector of both countries is evaluated and compared focusing on the aspects that influence the performance management system. These aspects include the recruitment process, defining tasks and responsibilities, the performance evaluation process and the post evaluation motivation and discipline. The section focuses on the Civil Servant Laws of the two countries and points on the role of other laws that may have a minor influence on performance management process.

## **Regulations on the Recruitment Process**

The civil servant laws of both countries are corresponding in the articles that regulate their recruitment processes. Both of them have independent institutions – The National Civil Service Commission for Somalia and The State Personnel Department for Turkey – that govern the issues related with the human resource of the government. Public institutions (except the Undersecretary of the National Intelligence Agency – for Turkey) are required to notify the State Personnel Department the number of vacant positions which they need to be appointed for staff, stating their class and their grades.

For Turkey, the State Personnel Presidency is to be visited for information related with the institutions and places where the number of the vacant positions are available. Classes and grades of vacant positions, institutions and programs of the staff, personal information to be personalized, the examinations dates and times and other necessary information shall be announced by the State Personnel Presidency through the official radio, television, and one of the highest quality newspapers in the country and other appropriate means at least 15 days prior to the end of the application date. In contrast, anything related with the announcement of the vacancies is not determined in the Civil Servants' Law of Somalia.

The civil servants of both countries are required to pass exams before they are recruited. In the case of Somalia, the law divides the candidates into two categories; skilled candidates that do not have academic background who are required to pass special exams related with their professions and educated candidates that have academic ranks who are required to pass an standard exam. Both countries apply candidacy employment on the new civil servants which cannot be less than one year and more than two years in Turkey as it is limited to three months in Somalia.

## **Regulations on Defining Duties, Responsibilities and Prohibitions**

The civil servants law of Turkey defines duties, responsibilities and prohibitions more detailed than the one of Somalia. The civil servants law of Somalia only describes the general principles of responsibilities and prohibitions briefly.

Both laws obligate the civil servants to fulfill the duties assigned by the supervisors in proper performance and comply with their supervisors with the principles set out in the law, bylaws and regulations. It is also forbidden from the civil servants of both countries the absence from work and undertaking actions that can harm the service of the state. The civil servant law of Turkey underlines that the absence from work in ten consecutive days without an unexcused or excused excuse, shall be deemed to be withdrawn without reference to the written application conditions.

In Somalia, the civil servants lose their job as result of absence when the duration of absence reaches six months but the law does not explain whether this six months is required to be successive or not. On the other hand, the weekly working period of the civil servants of Turkey is generally 40 hours where the weekend holiday is arranged to be on Saturday and Sunday. By contrast, the civil servants' law of Somali defines that the working hours is eight hours per day and 48 hours per week while Friday is the only holiday in the week.

### **Regulations on Performance Evaluation**

The Somali laws do not define any evaluation indicators, criteria and procedure. The only aspects that the Somali civil servants law looks upon performance are fulfilling the assignments, acting according to the law and avoiding from the prohibitions. Turkey also has not yet introduced a comprehensive personnel performance evaluation system. However, the civil servants law of Turkey states that each civil servant should have a personal file.

In the personal file, professional information of the officer, declarations of property, examination reports, investigation and delivery reports, disciplinary punishments and award as well as achievement documents are included. The law states that the personnel files will be taken into consideration in determining the success and competency of civil servants, the gradual progress and promotion as well as the retirement or dismissal from the service. The Presidency of the State Personnel determines the principles of retention of the personal files and the documents to be filled according to the article 109 of the law.

Moreover, in accordance with the changes made in the rewards system and the left authority for the institutions to determine the personnel evaluation criteria in Turkey; it seems that the infrastructure is being prepared for the transition to the performance based wage system in the next stage. In the modified article 122 of the same law states that in order to achieve significant savings in public resources, to prevent significant public harm and to prevent unavoidable public damages significantly, to increase public benefits and incomes above expectations the civil servants shall be awarded according to their extraordinary performance and endeavors in the institutions in which they are employed by the public officials and related ministers who observed their contribution to the increase in public benefits on the basis of concrete events and data in raising the efficiency and quality of the services provided.

### **Motivation and Discipline Regulations**

The civil servants laws of both countries underline motivation and discipline related with the result of civil servants' activities. The main difference in the legal base of this point between the two countries is that Turkey uses monetary means of motivation while Somalia do not mainly use it. The civil servants law of Turkey regulates that %200 of the employees' salary of the as the highest reward that ministries and governors can award to the superior civil servant performers. According to this law, an institution cannot reward more than ten in thousand and not more than twenty in thousand for under secretariat of Customs, Ministry of National Education and General Directorate of Security in the fiscal year.

By the way, the Clause – 25 of Decree in Law numbered 399 in which the performance – based compensation system becomes applicable regulates the wages (Clause – 25, Item - (b) has been rearranged with Law Numbered 6111. It has been specified that the staff wages would consist of the wage for success and severance fees. As for the success fee regulated at Clause – 27, the success fees are calculated and paid according to the principles at Clause – 43 at the rate of 8% of the basic salaries of contracted employees whose registry and achievement scores are between 90 – 100 at (A) level, 4% to those whose registry and achievement scores are between 76 – 89 at (B) level and 2% to those whose registry and achievement scores are between 60 – 75 at (C) level.

The Somali Civil Servant Law mainly regulates non-financial motivation means. The public institutions have special committee responsible for promotion, rewarding and disciplining the staff. The committee performs its duties on behalf of national civil service commission. The committee receives recommendations for staff promotions from each department of the institution and submit their recommendations based on the performance evaluation results. These recommendations are deeply assessed by the committee and after considering the annual performance reports, the employment history of the staff and conditions for promotion; the committee submit its final suggestion for promotion to the head of government institution.

Having seen the suggestions of the committee and carefully considering it, the head of the given institution submit the suggestion of the committee to the national civil service commission and send a copy to the ministry of labor. If the ministry of labor agree with the suggestions for promotion, the national civil service commission submits its final decision to the authority that has the final approval. In the case of discipline; the civil servants law of Turkey regulates the disciplinary punishments in five ranks according to the burden levels as follows:

1. Written warning
2. Condemnation
3. Salary Cut-off between 1/30 – 1/8 of the officer's gross monthly salary
4. Stopping from promotion and progress
5. Dismissal from the Civil Servant

On the other hand, the disciplinary actions taken by the public institutions of Somalia are conducted in steps and in conformity with 45 and 46 articles of civil service law. If the employee underperforms due to negligence, or intentionally refuses orders or become absent from the work without reasonable justification, the law gives the concerned authority to take the following steps:

1. Verbal warning
2. Written disciplinary warning
3. Salary reduction penalty not more than the proportion salary of seven days

The general director of the ministry or the institution has the power to take these disciplinary actions against the staff after having seen the suggestions of the committee for promotion, rewarding and disciplining and informs national civil service commission. In the cases where the act is a repeated, or refusal of orders, power abuse, misuse of the office affecting the reputation of the institution, misuse of public properties, lack of keeping the secrecy of the institution or utilizing office position for personal gains is involved, the disciplinary actions are more severe and could be one of the followings:

1. Salary reduction not more than one month
2. Temporary salary cuts or dismissal not more than three months
3. Promotion suspensions
4. Salary reduction of about 30%
5. Demotion
6. Permanent firing

Only the cabinet of the ministries have the power to apply these kind of disciplinary actions against the general directors and other similar staff, after having seen the reports of the committees and the institutions concerned. These penalties are approved through the administrative decrees issued by the president or the prime minister. Furthermore, the 5018 numbered law on Public Financial Management and Control involves the performance management of the public institutions stating that those responsible and authorized in the procurement and use of all kinds of public resources shall be responsible and accountable for the effective, economic, productive and legal acquisition, use, recognition, reporting and abuse of resources.

It obligates to the public administrators to prepare a strategic plan with participatory methods in order to establish the mission and visions of the future in the framework of development plans, programs, related legislation and the basic principles that they adopt, to determine strategic goals and measurable targets, to measure their performances in accordance with predetermined indicators and to monitor and evaluate this process.

The Under-secretariat of State Planning Organization is responsible for determining the timetable of the public administrations and strategic planning process that are obliged to prepare the strategic plan and relating the strategic plans to the development plans and programs. Public institutions are required to prepare a performance program that includes the activities and projects to be carried out and performance targets and indicators. The public institutions are required to prepare their budgets on the basis of performance and in accordance with the mission, vision, strategic goals and targets included in their strategic plans. The Ministry of Finance is authorized to determine the appropriateness of the budgets of the public administrations to the performance indicators specified in the strategic plans and to determine the activities to be carried out by the administrations in this framework and other matters related to performance-based budgeting.

### **6.3 The Performance Planning Process in Both Countries**

Regarding the case of Somalia, a common approach of performance planning process is missing. There are no guidelines on how such efforts should be undertaken. The performance planning effort is fragmented and it is one of three types, top-down, bottom-up or the result of cooperation between the two. In some institutions, performance planning is predominantly top down process. In this case, it is the top officials who set the overall direction of the institution including its vision, mission and strategic goals in line with the mandate of each ministry or institution. Then, the director general and the directors of departments translate the vision and strategic goals into performance targets and work plans to achieve the performance targets with the support of advisors and technical experts. Finally, the general director informs each department its role in the implementation of work plans.

For some few institutions, the performance planning process is a bottom-up. In this case, department directors and the other staff play a key role in the performance planning process. They develop performance targets and work plans with or without the help of technical advisors, get the plan endorsed by the top officials and immediately start the implementation of these plans.



For other very few institutions, the performance planning process is combination of top-down and bottom-p approach. In this approach, the top officials, the directors and the staff comet gather and develop vision, strategic goals, performance targets and work plans. On the other hand, the Turkish public institutions had operated with the use of performance planning for years. The personnel competencies and the expectations from them are defined and harmonization among them is ensured (Eroglu, 2010).

The performance planning is obligatory since 2006 and the public institutions are obliged to develop a strategic plan and issue yearly performance reports. The Ministry of Development has also developed planning guide for the Turkish public institutions describing the common outline and how the planning efforts are undertaken. The latest guide clearly explains all the planning phases from preparation to monitoring and evaluation processes. More importantly, it has illustrated actual examples about the way that public institutions can generate their own vision, mission, targets and performance indicators (Demirkaya, 2015). The performance planning of Turkey is top-down process and the ministry of development has been given the authority to determine the schedule for the performance planning process in harmony with the development plan procedures. In addition, the Ministry of Finance has also been given the authority to lay out measures to guarantee the conformity of the performance indicators with the funds available (Demirkaya, 2015).

Uysal (2014) found that the public institutions of Turkey have made up their mission, vision, objectives, targets and performance indicators at ministerial levels, taking into consideration national development plans, government programs, medium-term programs and financial plans, and priorities in the annual program. In order to achieve the predetermined performance targets, operational units will decide the activities and tasks to be undertaken by this unit and more sub-units that make up the unit.

## **6.4 Performance Evaluation in Both Countries**

In Somalia, the performance evaluation lacks the necessary harmonization and it is measured based on the different performance indicators. The performance evaluation process is neither standardized nor inclusive across all government institutions. Performance evaluation is conducted on monthly basis and every government institution has its own internal evaluation process. Moreover, the public institutions of Somalia use what is called “preliminary evaluation”. This means all new employees should serve probationary period during their first three months. It is intended to provide the department directors an opportunity to conduct preliminary assessment on the ability of the new employee to perform all aspects of the job.

Relatively, the public administration of Turkey has systematic performance evaluation. The performance evaluation has a legal basis and depends on the nature of work that is to be evaluated. Therefore, article 122 of the Civil Service Law grants the Turkish public institutions the freedom to set evaluation criteria to measure the successes, productivity and efforts of the officials, taking into account the characteristics of the services they are carrying out for the state (Demirbas, 2013). Even though the performance – based wage system is being implemented, the evaluation is done subjectively and the system was not fully implemented (Celik, 2013). Uysal (2014) underlines that the managers of the Turkish public institutions prefer a result focused evaluation. They prefer that the individual target outcomes should be at least 50% of the performance evaluation and the behaviors of employees should also be taken into considered in the evaluation.

The evaluation Frequency of the Turkish public sector is once semi-annually or a year. According to the results of Uysal’s (2014) research, the performance evaluation have been determined to be done by the service recipients, colleagues, first managers, second managers, subordinates, employees themselves and finally other unit managers. However, the large number of evaluations would lead to consume too much time and bureaucracy. Therefore, the first manager, the second manager, the service recipients and the colleagues have been designated as the evaluators.

The employee shall be able to report her / his opinions directly also during the individual target setting, reviving and evaluation negotiations and take role in the process. The evaluation results is given to the employer by his / her first manager, but the managers interviewed by Uysal (2014) think that the managers do not have enough competence regarding this issue. Strategic indicators and performance indicators as well as progress reports are reported to the senior management throughout the implementation. At the end of the year, an evaluation report is prepared based on these indicators and an evaluation report is presented to the top manager every year.

### **6.5 The Uses of Performance Evaluation Results in Both Countries**

In Somalia, the performance evaluation results are mainly used for three purposes, staff promotions, punishments and as a training needs assessment. The performance evaluation results play a key role in deciding staff promotions. It is also used to take disciplinary actions against the staff who deliberately underperformed not because of lack of experience, skills or knowledge. These disciplinary actions taken by the institutions are conducted in steps and in conformity with the 45 and 46 articles of civil service law and include verbal warning, written disciplinary warning, salary reduction penalty, temporary salary cuts, promotion suspensions, demotion and permanent firing

In addition, the performance data is used by the Somali government institutions as technique for discovering the existing skill gaps and initiating relevant capacity building and trainings. The performance evaluation results are shared with staff and the most common approach of sharing performance feedback with outstanding staff is through public announcement. The performance results of the staff are added to the employment files and if the staff performs well and consistently through a period of years, then the person becomes qualified for promotion.

In Turkey, the performance evaluation results are used as an important tool of accountability in terms of administration and unit. One of the critical aspects in which performance results is used is the staff rewarding. Therefore, the civil servants shall be awarded according to their extraordinary performance (Demirbas, 2013). Financial reward is one of the rewarding system being used by the Turkish institutions.

The law highlights that 200% of the employees' salary as maximum monetary reward that ministries and governors can award to the superior civil servant performers. According to this article, an institution cannot reward more than ten in thousands of the employees in the fiscal year. The Turkish institutions utilize the performance results in undertaking disciplinary punishments to ensure that public officials do their work with care and impartiality. Disciplinary sanctions are called sanctions for the disciplinary actions of employees in the institution (Demirbas, 2013). Disciplinary punishments of the public administrations of Turkey are ranked according to weight level (Eryilmaz, 2010). It includes warning, condemnation, and salary cut-off, stopping from promotion and progress and dismissal from the civil servant:

### **6.6 Performance Management Challenges in Both Countries**

In Somalia, the performance management challenges can be summarized as financial and job related challenges. Financial challenges include lack of regular payment for civil servants while job-related challenges include lack of political will from the top leadership, corrupt staffing practices, lack of clearly defined job descriptions, inadequate capacity building and trainings, constant staff changes, shortage of talents and finally, lack of adequate workplace facilities.

There are many performance management challenges that Turkey faces which are different from those faced by the government institutions of Somalia. The performance management challenges of Somalia are mainly related with what Martinez (2000) described as internal prerequisites for introducing performance management which are as follows:

- There should be a satisfactory level of pay package such as salary
- Employees should have the necessary tools and skills for doing their job
- There should be a balance of incentives to motivating employees
- Manager should have the power to plan and make decisions
- Managers as well as employees should have the planning capacity
- Communications between management and employees should be effective
- There should be a culture of accountability and transparency.

According to Ozturk, Uzun (2004), the challenges of the performance management of Turkey can be summarized as environmental, organizational, and personnel barriers. It includes inadequate legislative arrangements, resistance of managers and staff, lack of comprehensive understanding of public performance management, mismatch between political and administrative decisions of the institutions and program goals and outcomes, centralist administration in public administration, inadequate human resources management, uncertain targets, constant chaos of wage regime, inadequate motivation and career plans.

**Table 1: Summary of the comparison themes of performance Management in the public sector of Somalia and Turkey**

#	Comparison Themes	Somalia	Turkey
1	Performance Management Application	The practice of performance management in the public sector is new, limited in scope and it is not formally introduced in the public sector	The practice of performance management in the public sector has been in place for almost 80 years back
2	Legal Bases	The performance management in the public sector is governed by the civil service law number 11. However, it needs a reform as it does not illuminate many critical aspects of performance management process including performance planning, measurement and evaluation process	The performance management in the public sector is mainly regulated by the 657 numbered law on Civil Servants, 5018 numbered law on Public Financial Management and Control and the 399 numbered law on Public Economic Enterprises. The laws does not mainly focus on the performance evaluation criteria and process and it requires to be reformed

3	Setting Strategic Goals	Public institutions develop strategic directions and goals. However, they are not harmonized and clearly defined	Public institutions prepare a strategic plan considering the national development plans, government programs, medium-term programs and financial plans as well as the priorities in the annual program
4	Developing Performance Targets	The development of performance targets is practiced. However, these are out of touch with the goals	The public administrators have the responsibility to design annual performance targets and indicators to realize the five year strategic plan.
5	Developing Performance Indicators	The development of performance indicators and its measurement are not emphasized. Work attendance and on time task completion are commonly used performance indicators	There are no commonly used performance indicators. Indicators are annually designed by the administrators of the public institutions
6	Developing Job Description	Job descriptions are not clearly defined	Job descriptions are well defined
7	Performance Evaluating System	The practice of performance evaluation exist. However, objective performance evaluation criteria and reliable measures are missing and there is no written performance evaluation policy and guidance	A comprehensive personnel performance evaluation system have not been introduced after the elimination of registry system (sicil) in 2011. The authority to determine the personnel evaluation criteria has been left for the institutions.
8	Motivation and Reward System	Promotion is the mainly used motivation tool and other financial and non-financial elements of reward system are not exist	Only financial rewards are used for motivation

9	Disciplinary Policies	There are comprehensive disciplinary policies including verbal warning, written disciplinary warning, salary reduction, temporary salary cuts, promotion suspension, demotion and dismissal	Disciplinary policies of Turkey take the following steps: warning, Condemnation, Salary Cut-off, Stopping from promotion and progress and Dismissal from the Civil Servant
10	Performance Management Challenges	The performance management challenges can be summarized as financial and job-related challenges. Financial challenges include lack of regular payment for civil servants. Job-related challenges include lack of commitment from the top leadership, corrupt staffing practices, lack of clearly defined job descriptions, inadequate capacity building and trainings, constant staff changes, shortage of talents and finally, lack of adequate workplace facilities	The challenges can be summarized as environmental, organizational, and personnel barriers. It includes inadequate legislative arrangements, resistance of managers and staff, lack of comprehensive understanding of public performance management, mismatch between political and administrative decisions of the institutions and program goals and outcomes, centralist administration in public administration, inadequate human resources management, uncertain targets, constant chaos of wage regime, inadequate motivation and career plans
11	Performance Management Reforms	No performance management reform has been yet done.	The reform of performance management was initiated in 1968. A performance – based wage system was implemented and since the several reform were undertaken.

## CONCLUSION AND RECOMMENDATIONS

### **Conclusion**

This thesis aimed to discover the performance management systems used by the public institutions of Somalia and Turkey, discuss the differences and similarities between the two systems, identify challenges and existing gaps that both countries face and provide relevant recommendations to fill and solve the existing gaps and challenges. The study used a semi-structured interview and focus group discussion to collect a data from a sample of ten heads of human resource departments from the Somali Federal Government Institutions. Purposive sampling was used and the respondents were selected based on their accessibility, readiness and the expertise. The study also used secondary data for Turkey. Thematic narrative analysis was used to analyze the data collected.

In Somalia, The public performance management of Somalia is governed by the civil service law number 11 that was passed by the parliament on 5th December, 2006. The results of the study demonstrate that this law is not adequately applied by the Somali public institutions. Additionally, the law needs a reform as it does not sufficiently cover many critical aspects of the performance management process. The findings of the study revealed that the system of performance management is not formally introduced in the public sector of Somalia and the practice of public performance management is tremendously below the standards. This is due to the fact that all state institutions collapsed as a consequence of the overthrow of the military regime in 1991 and since then the country descended into a decade of civil war and anarchy. After years of civil war and unrest, the federal governance system was established for the first time in 2004. However, the public institutions had not received enough attention as the government is exhausted in its fight against the terrorist groups and confronted with lack of enough budget.



It is obvious from the collected data that efforts toward undertaking performance management activities exist at least on micro-level which is an institutional level that every institution stands by its own. In this regard, each government institution has its own internal approach for managing the performance of its staff and there is no common performance management approach applied by all the public institutions. Performance planning and evaluation are conducted on informal basis. The result of the study shows that performance planning is predominantly top down process.

However, this is not case as some few institutions use bottom-up process or the result of joint cooperation. In addition, the public institutions of Somalia measure performance by using entirely different performance dimensions and indicators and they have no common performance evaluation criteria. The results of the study shows that the Somali public institutions mainly use the performance evaluation results to link the civil servants' promotion with their performance. In this regard, the performance evaluation result is utilized to decide staff promotions, identification of training needs and the disciplinary actions.

As a part of its performance management system, the public sector of Somalia mainly uses promotion as a motivation tool as well as comprehensive disciplinary policies including verbal warning, written disciplinary warning, salary reduction, temporary salary cuts, promotion suspension, demotion and dismissal. In conclusion, the performance management practice in Somalia is unorganized, less formal and limited in scope. Furthermore, there are many challenges including lack of regular payment for civil servants, insufficient funding, corrupt staffing practices, lack of proper strategic directions and clearly defined job descriptions, inadequate capacity building and trainings, constant staff changes and inadequate work facilities.

In the case of Turkey, the study found that the performance management practice in the public sector has been in place for almost 80 years back and reform efforts were ongoing since 1968. The performance management in the public sector of Turkey is mainly regulated by the 657 numbered law on Civil Servants, 5018 numbered law on Public Financial Management and Control and the 399 numbered law on Public Economic Enterprises. The laws does not mainly focus on the performance evaluation criteria and process and it requires to be reformed.

The public institutions of Turkey prepare a strategic plan considering the national development plans, government programs, medium-term programs and financial plans as well as the priorities in the annual program. The public administrators have the responsibility to design annual performance targets and indicators to realize the five year strategic plan and there are no commonly used performance indicators. On the other hand, the public administration of Turkey have not introduced a comprehensive personnel performance evaluation system after the elimination of registry system in 2011. The authority to determine the personnel evaluation criteria has been left for the institutions. Turkey uses disciplinary policies including warning, condemnation, salary cut-off, stopping from promotion and progress and dismissal from the civil servant and monetary motivation tools as part of its performance management systems.

On the other hand, the public performance management of Turkey faces many challenges that can be summarized as environmental, organizational, and personnel barriers. It includes inadequate legislative arrangements, resistance of managers and staff, lack of comprehensive understanding of public performance management, mismatch between political and administrative decisions of the institutions and program goals and outcomes, centralist administration in public administration, inadequate human resources management, uncertain targets, constant chaos of wage regime, inadequate motivation and career plans.

## **Recommendations**

Following the findings and conclusions of the study mentioned, the following recommendations were made for each of the two governments, Turkey and Somalia:

### **Key Recommendations for Somalia:**

1. Introduce formal performance management system with clear performance evaluation criteria, indicators, performance targets
2. Develop a result-based performance management reward system that clearly links the performance and the reward system of the institutions
3. Develop a robust staffing policies and procedures to reduce corrupt staffing practices

4. Develop strategic directions and clear guidelines on how the performance planning and evaluation are to be undertaken by the government institutions
5. Develop job descriptions for the departments, units and individual staff members
6. Provide relevant capacity building and training to the staff and managers
7. Allocate the necessary budget and provide adequate work facilities

**Key Recommendations for Turkey:**

1. To review civil service law and add articles that clearly explain performance management process and the measurement criteria
2. To train managers and staff of the public institutions on strategic management, performance management process, performance management guidelines and the relevant laws
3. To review its motivation policies and consider non-financial rewards and motivation tools
4. To consider performance appraisal results in the human resources management process. The performance evaluation results should be adequately included in the assignment process such as promotion and rotation of employees
5. To develop competence-based staffing policies and prevent the use of political affiliation in the employment practices
6. To promote decentralization in the public institutions to reduce growing bureaucracy, rigidities and inefficient administrative practices
7. To develop clear operating rules and regulations to reduce inadequacies in control of working time and other inefficiencies
8. To develop clear strategic goals and performance targets to reduce uncertainty and promote clarity on future directions and targets

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