

**FACTORS AFFECTING IMPLEMENTATION OF OPEN PERFORMANCE
REVIEW APPRAISAL SYSTEM (OPRAS) IN TANZANIA:A CASE OF
TEMEKE MUNICIPAL COUNCIL**

EDITHA VENANCE MUSIBA

**A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTER OF HUMAN
RESOURCE MANAGEMENT OF THE OPEN UNIVERSITY OF TANZANIA**

2015

CERTIFICATION

The undersigned certifies that he has read and hereby recommends for acceptance by the Open University of Tanzania a dissertation titled: ***“Factors affecting Implementation of Open Performance Review and Appraisal System (OPRAS) in Tanzania's public service at Temeke Municipal Council”***, in partial fulfilment of the requirements for the degree of Master of Human Resources Management of the Open University of Tanzania.

.....

Dr.Salum Mohamed

(Supervisor)

.....

Date

COPYRIGHT

No part of this dissertation may be reproduced, stored in any retrieval system, or transmitted in any form by any means, electronic, mechanical, photocopying, recording or otherwise without prior written permission of the author or the Open University of Tanzania in that behalf.

DECLARATION

I, **Editha V. Musiba**, do hereby declare that this research report is my own original work and that has not been presented for the same or similar award to any university or higher institution.

.....

Signature

.....

Date

DEDICATION

With lots of love, this work is dedicated to my beloved mom Wilhelmina B. Anthony, may the Almighty GOD rest her soul in peace Amen. My Father, Mr. M.V. Musiba.

To my brothers, Alfred V. Musiba, Geoffrey V. Musiba, Leonard V. Musiba, Kulwa V. Musiba and Dotto V. Musiba.

To my sisters; Esther V. Musiba, Hellen V. Musiba and Sophia V. Musiba.

ACKNOWLEDGEMENTS

My success has been a result of many people. It may be very difficult to mention all people who made my studies and this research report successful. But, I am indebted to mention a few of them.

My thanks go to the Almighty GOD for keeping me healthy and alive till the completion of this report. Also I would like to thank my Father Mr. Muhikwa Venance Musiba who has been giving moral and financial support. Either, I would like to thank Temeke Municipal Council and Employees for supporting me in many ways throughout my studies.

I extend my sincere gratitude to my supervisor Dr. Salum Soud Mohamed for his fruitful support and encouragement throughout my studies. His inputs have made me achieve my mission.

Moreover, I would like to extend my thanks to my fellow students of MHRM at Open University of Tanzania for their inputs that helped me to complete this work.

Finally, I express my appreciation to my friends Mrosso, Judith Kusekwa, Gabriel Mwinuka, Elia and to everyone who in one way or another helped me to produce this report.

ABSTRACT

Despite the various ongoing campaigns on mass implementation of OPRAS taking place country wide especially in the public service, still municipalities has low OPRAS implementation coverage. The purpose of this study was to investigate factors limiting implementation of OPRAS in Temeke Municipal Council. The study employed a cross sectional study design. The study involved a sample size of 80 people, where by 75 were employees at low level and few 5 heads of departments. The findings of the study indicate that, lack of top management support, lack of reliable transport, poor communication, poor provision of knowledge, personal biasness, poor or lack of motivation, unacceptance of the system and lack of training these were the main factors hindering implementation of OPRAS in the municipal council. The finding of the study also shows that promotion to a great extent affect OPRAS system in positive and negative way. Promotion viewed as a punishment for those who perform low and it viewed positively for those who perform high. OPRAS brought some positive changes in service delivery to employees and management. The study recommendations include the followings that must be done; increase the budget for evaluation process, motivate employees in order to win their commitment to work, giving them more training and seminars, employ enough competent workers, creating good working condition, increase workers salaries, provision of immediate bonus and rewards for those who perform well also OPRAS should not much used for promotion purpose, should focus on improving job performance for those who perform low.

TABLE OF CONTENTS

CERTIFICATION	ii
COPYRIGHT	iii
DECLARATION.....	iv
DEDICATION.....	v
ACKNOWLEDGEMENTS.....	vi
ABSTRACT	vii
LIST OF TABLES	xiii
LIST OF FIGURES	xiv
LIST OF ABBREVIATIONS	xv
CHAPTER ONE	1
INTRODUCTION.....	1
1.1 Background to the Problem.....	1
1.2 Statement of the Research Problem	3
1.3 Objectives of the Study	5
1.3.1 General Objective.....	5
1.3.2 Specific Objectives.....	5
1.4 Research Questions	5
1.5 Significance of the Study	5
1.6 Scope of the Study.....	6
1.7 Organization of the Study	6

CHAPTER TWO	7
LITERATURE REVIEW	7
2.1 Introduction	7
2.2 Conceptual definitions.....	7
2.2.1 Conceptual of performance Appraisal.....	7
2.2.2 Concept of OPRAS	7
2.3 Theoretical Literature Review.....	8
2.3.1 Process theories of job Performance	8
2.3.1.1 Goal-Setting Theory.....	9
2.3.1.2 Expectancy Theory.....	9
2.3.2 Content theories of job Performance.....	10
2.3.2.1 Motivation Theories	11
2.3.2.2 Theory X and Theory Y	11
2.3.2.3 Maslow Hierarchy of Need Theory.....	12
2.3.3 Features of OPRAS	13
2.3.4 Rationale of Introducing OPRAS in the Public Service	14
2.3.5 Factors Hindering Implementation of OPRAS	15
2.4 Empirical Literature Review	16
2.4.1 Empirical Literature Reviews Worldwide.....	16
2.4.2 Empirical Literature Reviews in Africa	18
2.4.3 Empirical Literature Reviews in Tanzania.....	21
2.5 Research Gap.....	23

2.6	Conceptual Framework	24
2.7	Theoretical Framework	24
CHAPTER THREE		27
RESEARCH METHODOLOGY		27
3.1	Introduction	27
3.2	Research Design	27
3.3	Area of the Study.....	27
3.4	Target Population	28
3.5	Sampling Techniques and Sample	28
3.5.1	Sampling Techniques	28
3.5.2	Study Sample Size.....	29
3.6	Data Collection Methods.....	30
3.7	Data Collection Tools.....	30
3.7.1	Questionnaire	30
3.7.2	Documentary Sources	30
3.8	Reliability and Validity of Data	31
3.8.1	Reliability of data	31
3.8.2	Validity of Data	31
3.9	Data Analysis	32
CHAPTER FOUR.....		33
FINDINGS AND ANALYSIS OF DATA		33
4.1	Introduction	33

4.1.1	General Characteristics of Respondents.....	34
4.1.2	Respondents Distribution by Gender	34
4.1.3	Respondents Distribution by Age Group	34
4.1.4	Respondents Distribution by Academic Qualifications	35
4.1.5	Respondents Distribution by work Experience	36
4.2.1	Appraisal Grades, Criteria and Standards	38
4.2.2	Management Decision Making Over the Implementation of OPRAS	38
4.2.3	Supervisor During Assessments.....	39
4.2.4	OPRAS Enhances Employee Performance	40
4.2.5	Level of Assessment Done in Temeke Municipal Council.....	40
4.2.6	Factors that Hinder the Implementation of OPRAS at TMC	41
4.2.8	Training/ Capacity Building Done to Employee.....	45
4.2.9	Communication During Evaluation Process	46
4.2.11	Level of Understanding OPRAS	48
4.2.12	OPRAS Form is Easy to Fill	49
4.2.14	Level of Institutionalized is OPRAS in TMC.....	50
4.2.15	Competency of Workers	51
4.2.16	OPRAS Practice	51
4.2.17	Success Brought when OPRAS was Introduced.....	52
4.3	Discussion of the Findings	53
	CHAPTER FIVE.....	56
	SUMMARY, CONCLUSION AND RECOMMENDATIONS.....	56

5.1	Introduction	56
5.2	Summary of the Main Findings.....	56
5.3	Implications of the Findings.....	57
5.4	Conclusion.....	57
5.5	Recommendations	58
5.6	Limitations of the Study	59
5.7	Suggested Area for Further Studies	59
REFERENCES		61
APPENDICES		67

LIST OF TABLES

Table 3.1 Showing Sample Composition and Sample Size	29
Table 4.1 Respondents Distribution by Gender	34
Table 4.2: Respondents Distribution by Age	35
Table 4.3 Respondent by Academic Qualifications	35
Table 4.5: Respondents Distribution in Planning Work and Setting Targets	37
Table 4.6: Limitation of Employees in Setting Performance Targets.....	37
Table 4.7: Awareness on Performance Standards, Criteria and Grade	38
Table 4.8: Respondents Distribution on Decision Making	39
Table 4.9: Supervisor During Assessments	39
Table 4.10: OPRAS Enhance Employee Performance	40
Table 4.11: Assessment is Done in TMC	41
Table 4.12: Main Factors Limit in Implementing OPRAS in TMC	43
Table 4.13: Suggestions on the Limiting Factors in Implementation of OPRAS	45
Table 4.14 Level of Training Done.....	46
Table 4.15: Level of Communication Between Management and Employees.....	47
Table 4.17: OPRAS Means.....	48
Table 4.18: Level of Filling OPRA Form	49
Table 4.19: Level of OPRAS Linking to Pay	50
Table 4.20: Level of OPRAS Institutionalized	50
Table 4.21: Level of Competent of Workers	51
Table 4.22: Level of OPRAS Practiced	52

LIST OF FIGURES

Figure 2.1 Maslow Hierarchy of Needs	23
Figure 2.2 Conceptual Frameworks.....	24

LIST OF ABBREVIATIONS

APER	Annual Performance Evaluation Report
CMT	Council Management Team
DPSM	The Directorate of Public Service Management
GOT	Government of Tanzania
HR	Human Resources
M&E	Monitoring and Evaluation
MYR	Mid –Year Review
OOCL	Oryx Oil Company Limited
OPRAS	Open Performance Review and Appraisal System
P4P	Payment for Performance
PMS	Performance Management System
PO-PSM	Presidents Office Public Service Management
QFRA	Queenslan Fire and Rescuer Authority
RBM	Result Based Management
TMC	Temeke Municipal Council
TPB	Tanzania Postal Bank
UK	United Kingdom
URT PSMEP	United Republic of Tanzania Public Service Management and Employee Policy

CHAPTER ONE

INTRODUCTION

1.1 Background to the Problem

The Public sector in most countries is going through profound restructuring as a means of achieving improved service delivery and ultimately alleviating poverty. Faizal (2005) argues that a growing number of challenges today have forced the public service to set strategies in pursuit of higher efficiency and productivity in public service delivery.

Metawie and Gilman (2005) note that, like the private sector public sector organizations around the world face the pressure of increased demand for services, improving quality of services, lowering their cost, becoming more accountable, customer focused and responsive to stakeholders' preferences. These challenges rest on the shoulders of public servants who deliver public services. The introduction of Open Performance Review and Appraisal System (OPRAS) is thus part of responses of governments in the South including of Tanzania Mainland to national and international pressures that call for better ways of managing employees' performance and improving their commitment to performance and service delivery to the public

The Government of Tanzania (GoT) introduced the Open Performance Review and Appraisal System (OPRAS) in 2004. This replaced the traditional performance appraisal system which was characterized by absence of feedback and un participatory identification of the training needs of the employees. Literature, for instance Bana, (2009) and Mgoma (2010) points out that due to its nature of

confidentiality the traditional performance appraisal system failed to promote performance improvement and accountability in the public service. In an attempt to facilitate the implementation of OPRAS in the public service the Government has successively introduced various systems of measuring workers' performance as a response to the dissatisfaction with the previous traditional top-down performance appraisal system (President's Office Public Service Management (PO-PSM, 2010).

This view is in consonance with Armstrong's (2006) observation that the traditional performance appraisal approach has been widely discredited because it is operated as top-down and largely bureaucratic, owned by the human resource department rather than by line managers. The author adds that the traditional Performance Appraisal Scheme solely exists as a means of exercising managerial control over employees and also as a tool leading to punishment against poor performers. Thus traditional performance appraisal system has not been comprehensive enough to foster performance management.

As observed by Ronsholt, Mushi, Shallanda and Assey (2003), "OPRAS is replacing the old system where workers, at the end of the year filled individual evaluation forms and their performance was evaluated confidentially or secretly" In response to the deficiencies of the traditional performance appraisal the government of Tanzania adopted and introduced a Result Based Management (RBM) that is also referred to as Performance Improvement Model (PIM) (Bana 2009). This approach, among other things, requires all public service institutions to plan, implement, monitor, evaluate, and report on performance, and finally carry out performance reviews. Other tools introduced for performance management in the public sector include

strategic and operational planning, client service charters, service delivery surveys, self-assessment programs, performance budgets, the comprehensive Monitoring and Evaluation (M&E) system and Open Performance Review and Appraisal System (OPRAS) (Bana 2009).

Many authors have referred to ineffective implementation of this modern performance appraisal system (OPRAS), (Issa 2011) adds that various attempts have been made in vain to enable installation of this new system of performance appraisal including training of public servants, while about 2500 public servants were trained on the use of OPRAS from the year 2004 to 2008 its implementation has not been effective (Bana 2009).

Thus, this study investigates the factors limiting the implementation of OPRAS in a proposed local government authority that is Temeke Municipal Council as a case study.

1.2 Statement of the Research Problem

Despite the fact that introduction of the Open Performance Review and Appraisal System (OPRAS) is intended to support accountability of individual, public servants for their work performance to their employers, this scheme as Kiragu (2005), claims has not been a success. The implementation exercise was expected to vary from one organization to another and from level to level, but ought to have the following common element (URT; PSMEP; 2000); The United Republic of Tanzania (2000) Public service management and Employment Policy “Public service management (2004)” Guidelines on the use of OPRAS form TRN 832”, Dar es

salaam, Tanzania. Every employee including permanent secretaries and Heads of independent Departments, shall be given a job description incorporating specific, measurable objectives for the result they are to achieve in the following 12 months. The job description and performance objectives shall be drawn up in consultation with the employee and shall include personal and skill development objectives as well as operational objectives and Employees shall be given feedback at regular intervals of not less than six months on their performance against the objectives, and shall be given advice and support to improve any shortcoming also.

A written performance assessment shall be completed each year, and its contents discussed between the employee and his or her reporting officer the assessment interview shall provide the opportunity to discuss the employees training and career development needs, as well as to recognize good performance and to examine the reasons and agree on remedial action where performance has not matched the required standard.”

Regarding its adoption and institutionalization (POPSM report, 2010) revealed that the compliance rate of OPRAS among employees in Tanzania's public service is estimated to be about 51 percent for a variety of reasons, including complexity of the OPRA forms. As suggested by Bana (2009), nearly a decade after the introduction of OPRAS its institutionalization has remained patchy. In this study the researcher addresses to investigate factors affecting implementation of OPRAS in Tanzania public services at Temeke Municipal Council (TMC).

1.3 Objectives of the Study

1.3.1 General Objective

The general objective of this study is to investigate factors affecting implementation of Open Performance Review and Appraisal System in Tanzania reference to Temeke Municipal Council

1.3.2 Specific Objectives

- (i) To examine employees knowledge over implementation of OPRAS.
- (ii) To identify management decision making over the implementation of OPRAS.
- (iii) To assess performance targets set by employees.
- (iv) To examine appraisal grades, criteria and standards.

1.4 Research Questions

- (i) What are employees knowledge over implementation of OPRAS?
- (ii) What is the management decision making over the implementation of OPRAS?
- (iii) What is the performance targets set by employees?
- (iv) What are the qualities of appraisal grades, criteria and standards?

1.5 Significance of the Study

Since this study aims at investigating factors limiting the implementation of OPRAS in Temeke Municipal council hence the findings helped to identify challenges preventing successful implementation of OPRAS which is the modern approach of appraising employees adopted and introduced in TMC and in those with similar environmental and social contexts like Kinondoni and Ilala Municipal councils and also can be used as a reference by other stakeholders such as students with interest in

OPRAS also helps the Human Resources officers in the case study council to make improvements they deem fitting to make the OPRAS functions contribute to councils excellence.

1.6 Scope of the Study

The study ended over to examine how OPRAS is implemented in Temeke Municipality and the degree to which employee participate in performance appraisal system. Apart from that this study found out the factors that limiting the implementation of OPRAS in public service in Tanzania. Also the study assessed the perception of employees towards involvement in OPRAS. The study effort was carried out by means of a case study of Temeke Municipality.

1.7 Organization of the Study

This study organized into five chapter; Chapter one provides background to the problem, statement of the research problem, objective of the study, research questions, scope of the study, organization of the study and significance of the study, Chapter two presents literature reviews, research gap, concept frame work and theoretical framework. Chapter three describes research methodology, chapter four describes findings and analysis of data profile of respondents, and chapter five provides summary of the main findings, conclusion and recommendations.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviews general terms used in this research paper which were critiqued specifically chosen and defined in order to enable learners to follow the overall account. This study employed a number of concepts, Theories which related to factors hindering implementation of open performance review (OPRAS) in public services. In Tanzania the cases study of TemekeMunicipal Council.

2.2 Conceptual definitions

This area explain several concepts used in this study. The terms are; Performance appraisal, performance appraisal system and concept of OPRAS.

2.2.1 Conceptual of performance Appraisal

Performance evaluation or performance appraisal is the process of assessing the performance and progress of an employee or of a group of employees on a given job and his potential for future development Gupta (2006) argues that performance appraisal is he systematic , periodic and an impartial rating of an his employee's excellence in matters pertaining to his present job and potential for a better job.

2.2.2 Concept of OPRAS

Open Performance Review and Appraisal System (OPRAS) is an open, formal and systematic procedure designed to assist both the employer and an employee in

planning, managing, evaluating and effecting performance improvement in the organization with the aim of realizing organizational goals (Management Sciences for Health and Training Resources Group 2008). To Mgoma (2010) OPRAS is a key accountability for individual employees that emphasizes the importance of participation, ownership and transparency, through involving employees in objectives setting, implementing, monitoring and performance reviewing process.

According to Bana (2009), Open Performance Review and Appraisal System (OPRAS) are one of the critical tools that are critical to the adoption and nurturing of performance management culture in the public service. According to PO-PSM (2010) OPRAS is a system which requires every public servant to sign an individual performance agreement with his/her immediate supervisor which sets performance targets for the year.

2.3 Theoretical Literature Review

There are many theories of motivation and job performance and those theories are categorised into content and process theories. Content theory include Maslow's need of theory and theory X and theory Y. The process theory includes goal-setting theory and expectancy theory.

2.3.1 Process theories of job Performance

According to Mbua (2003), The process theory of motivation and job performance are primarily concerned with explaining how individuals behaviour is energized, directed, sustained and stop. The main process theories of

motivation and job performance reviewed in this section include the following, expectancy theory, goal – setting theory and equity theory.

2.3.1.1 Goal-Setting Theory

Goal-setting theory proposed by Edwin Locke (1968), this Theory suggests that the individual goals established by employee play an important role in motivating him for superior performance. This is because employee keeps following their goals. If these goals are not achieved they either improve their performance or modify the goals and make them more realistic. In case the performance improves it will result in achievement of the performance management system aims (Salaman et al., 2005). The Theory is very important to individual employee and the organization, also it helped the researcher to understand that in order an employee to perform very good in organizations, the management has to allow employees actively participate in setting goals, the goals and action plans must serve as the basis for regular discussions between the manager and the employee, The regular discussion provide an opportunity for the managers and employees to discuss progress and modify goals when necessary. Due to this it help an employee to improve performance hence achieve its established goals.

2.3.1.2 Expectancy Theory

Expectancy theory proposed by Vroom (1964) as cited by (Salaman et al., 2005) it based on the hypothesis that individuals adjust their behavior in the organization on the basis of anticipated satisfaction of valued goals set by them. The individuals modify their behavior in such way which is most likely to lead them to attain these

goals. The theory underlies the concept of performance management as it is believe that performance is influenced by the expectations concerning future events.

Employee motivates to perform if they have the perception that their efforts will result in successful performance. Employee to be motivated must expect that successful performance will result in desirable outcomes. Thus intrinsic outcomes directly related to the task itself and extrinsic outcome related to the job environment like salary and working conditions.

Vroom (1964) suggests three basic variables in motivation process, Expectancy, Instrumentality and Valence. Expectancy Variables are effort a person makes to obtain first level outcome, it influenced by him or herself or how the outcome will be. Instrumentality Variable in the light of this theory, reaching a first-level outcome may in itself not mean anything to a person, it may, however be instrumental in reaching a second-level outcome or reward. For example meeting the performance standards (first level outcome) may be instrumental in an employee obtaining salary, security, and recognition and so forth. Valence Variable refers to the expected satisfaction that will follow an outcome, rather than the immediate satisfaction it brings.

2.3.2 Content theories of job Performance

According to Mbua (2003), content theories focus on factors within the person that start, energize, direct, maintain and stop the behavior. These theories include Abraham Maslow's Hierarchy of needs, Theory X and theory Y by McGregor.

2.3.2.1 Motivation Theories

Motivation theories are theories which normally motivate individual employees in certain organization or company to improve performance in certain work activities. In this study the researcher show some of the motivation theories such as theory X and theory Y by McGregor and Maslow hierarchy of need by Abraham Maslow. Both theories show how an individual with motivation perform in their work and how individual without motivation perform their work.

2.3.2.2 Theory X and Theory Y

McGregor(1960) examines Theories on behavior of individuals at work and he has formulated two models which he calls Theory X and Theory Y assumes that on average human being has an inherent dislike of work and will avoid it if he can. Because of their dislike for work most people must be controlled and threatened before they will work hard enough. These assumptions lie behind most organizational principles today and give rise both to “tough” management with punishments and tight controls and “soft” management which aims at harmony at work. Theory Y assumes that the expenditure of physical and mental effort in work is as natural a play or rest. Control and Punishment are not the only ways to make people work, man will direct himself if he committed to the aim of organization. If a job is satisfying, then the result will be commitment to the organization. An average man learns, under proper conditions, not only to accept but to seek responsibility staff will contribute more to the organization if they treated as responsible and valued employees.

The theory is important and helps the researcher to know and understand whether the employees have good or bad performance on the tasks assigned. The management has to identify and help employees who require external supervision so that they can improve performance and in other hand employees who dislike work, lack ambition, dislike responsibility avoid him or her if possible. Workers were required to archive organizational objectives. The management would need to impose a management system of control, coercion and punishment like demotion of employee who fail to archive organizational and individual goals hence will force employees to perform efficient and effectively.

On other hand theory Y need management to create good working condition like presence of houses close to the organization, easy accessibility of transport, promotion, transfer to higher position, salary increase etc. This will stimulate an employee to increase performance.

2.3.2.3 Maslow Hierarchy of Need Theory

Maslow (1954) deals with motivation through the theory of the hierarchy of needs. The hierarchy divides human needs into higher and lower orders. The lower order needs are primary such as food, shelter, sex and physical security while the higher order needs involve affiliation, love for others and self-actualization. When the lower order needs are become the center of the individuals life. In most modern societies, however the primary needs are satisfied. Implication of Maslow hierarchy of needs theory on employee's performance, in order to motivate employee to work, We start with satisfying his psychological needs, these are the human basic needs.

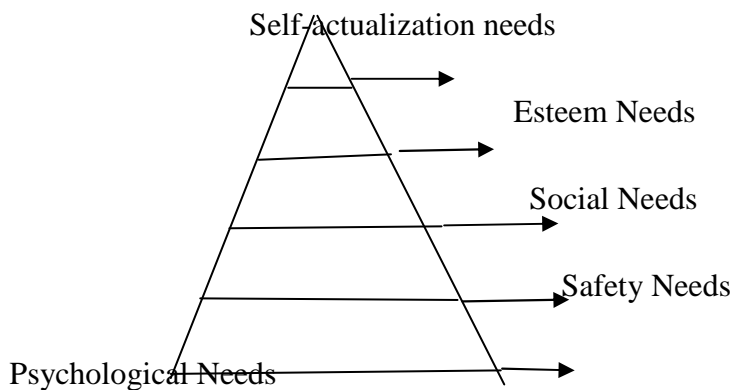


Figure 2.1: Maslow Hierarchy of Needs:Source Maslow 1954

At a time a human starts to work (get employed). These needs become very vital. The management can satisfy such needs by offering a good compensation in term of salaries/wages, Bonus and other monetary incentives. Also employee needs the assurance of his tomorrow life. The management is to offer a worker with security and the likes. A human being need a sense of being loved and belongingness, management need to flame a good system of communication to its employees and give employees a chance to give out their opinions, Also to give an employee a chance to represent the organization in various short courses, seminars,workshops etc.Self-Actualizationbecomes the motivation to motivate theworkers an employee now needs to achieve his personal Goals while in the organization. Management is required to help an employee to performhis or herduties happy and effectively. Maslow study of motivation human needs has become a virtual study as it helps to know the human behavior and how effectively to motivate workers.

2.3.3 Features of OPRAS

According to Management Sciences for Health and Training Resources Group (2008) OPRAS has the following unique features that can be differentiated from the previous confidential appraisal system:

OPRAS requires all public servants and their based on strategic planned process and the organization respective service delivery targets. To develop the individual performance plan should be done by both supervisor and subordinate have to agree on performance objective, performance targets, criteria and required resources in order to achieve the set targets and objectives. There must be mid-year review (MYR) which is important in order to keep track of the employee progress in order to keep track of the employees progress in terms of meeting the annual personal.

The main characteristics of open performance appraisal according to Gupta C.B. that differentiate the confidential appraisal system and open performance appraisal system. Is the secure information necessary for making object and correct designs on employee. Also open performance appraisal is a scientific or object study formal procedures are used in this study. The same approach is adopted for all job holders so that the results are comparable.

2.3.4 Rationale of Introducing OPRAS in the Public Service

The rationale behind adoption of OPRAS in the public service lies on pursuit of higher levels of efficiency and productivity in service delivery. This is justified by the Public Service Act No.8 of 2002, Section 10 (g) which provides that the public service commission shall ensure facilitation, monitoring and evaluation of performance by officials in the public service with a view to ensure results oriented management. As demonstrated by Management Sciences for Health and Training Resources Group, (2008) the Tanzania government adopted and introduced OPRAS in public service to overcome deficiencies of the traditional performance appraisal

approach. According to this source employee performance appraisals used prior to 2003/2004 were done confidentially and that the subordinates did not have access to their supervisor's assessment.

Introducing OPRAS in the Tanzania public service therefore, intends to address inadequacy of the traditional performance appraisal approach in managing employee performance in service delivery. Unlike the traditional confidential performance appraisal system, OPRAS is participatory in nature, which allows for the broad institutional strategic objectives to be broken down to the implementer or worker, (Ronsholt et al., 2003).

2.3.5 Factors Hindering Implementation of OPRAS

Bana and Shitindi (2009) observes that there are claims that initial OPRAS forms were overly complicated to complete and they were not context sensitive to different professional cadres in the public service. Also some public servants remained skeptical of their intended use especially for promotion purposes. Performance appraisal failed because of low top management support for the program, poor design, poor co-operation between departmental managers, inconsistent management of the appraisal program, poor or lack of training of the appraisers, managers and supervisors dislike of face to face confrontation and undue secrecy around the system (Ngirwa2000),Act (PSA 2000) has found that the reasons for the slow pace of OPRAS are inadequate knowledge about OPRAS, There has to be preparation of the system both workers and the raters have to be well prepared, particularly by attending training sessions and practices. Lack of sufficient funds for training in government ministries, departments and agencies also lack of ownership of the

system by the stakeholders, the workers who are the major stakeholders were not involved in the initiation of the system hence they see it as something foreign.

2.4 Empirical Literature Review

Performance appraisal was implemented much outside Tanzania, mostly in Europe and Asia. Most Researches were done while more companies were doing traditional performance appraisals. Therefore, these studies would not help us to direct answer the question as a why the current appraisal system in Tanzania was not well implemented. Every organization within the Public service was required to operate a performance appraisal system for all its employees. Tanzania (2000) Public Service Management and Employment Policy Public Service.

2.4.1 Empirical Literature Reviews Worldwide

Meyer et al., (1965) conducted an intensive study of the performance appraisal process at the General Electrical Company in India to test the effectiveness of the performance appraisal programs. The findings and conclusions drawn at the end of the experiment indicated that comprehensive annual performance appraisals are of a questionable value. Managers' efforts to motivate the subordinates to improve their performance may not be fruitful for praise tended to have no effect while criticism led to defensive reactions, which were essentially denials of responsibility for poor performance.

Reelika and Kulno (2010) conducted a study of performance appraisal process at the General educational schools of Estonia in Estonia, to test the perspectives and possibilities of implementing the performance related pay in the Estonia general

educational schools. It also aims to test two propositions regarding factors that influence schools performance and teachers and school managers' opinions about performance management. Teachers from general educational schools in Estonia participated in the study. The factors, regression and correlation analysis, independent samples t-test and one-way ANOVA analysis were used to study claims related to school management, performance and educational processes. The findings and conclusions drawn at the end of the research indicate that besides teachers' activities and effectiveness factors, various schools management factors play an important role in the shaping of the schools performance and the opinions towards the implementation of performance appraisal and performance- related pay. The study face some of the limitations such as it is difficult to measure the schools outcome, the study was mainly quantitative with only few open questions and thus the respondents were either able to give full answers nor provide explanations.

Karen and Anne (1997) Study examines the impact of performance appraisal conducted on public libraries in United kingdom (UK), considers appraisal in a broader context, discussing the effect political opinions and decisions have had on the way appraisal has been introduced into public sector .Discusses the theory of appraisal in relation to what happens in practices using evidence from a case study carried out as part of a BA librarianship at Loughborough University.It considers the purpose of appraisal and how it should be carried out in order to maximize its potential for improving individual and Psychologies needs performance. It suggests that appraisal in public libraries has a tendency to fail because not enough attention is given to defining the aim of appraisal, to ensuring communication channels are open

and that proposed training is followed through, the design of an appraisal system can also cause problems if the specific nature of library work is not considered. It finally concludes that the external political and economic environment has significant implications that can make implementation of an appraisal system more difficult.

Mackenzie (2000) examines the problem faced by the Queensland Fire and Rescuer Authority (QFRA) in Australia. The purpose of this research project is to examine the issue associated with performance appraisals and identify proven and suitable methodologies which will result in a process that is credible and equitable, reinforce desired organizational directions. The findings and conclusion of this problem was to overcome problems, This problems was archived by evaluating the need for performance appraisals, problems associated with various methodologies and examining the qualities that need to be measured, both in terms of individual and organizational performance. The researcher found that current processes within the QFRA focus on dealing with diminished performance issues, subsequently, the efforts of the organizational directional and little incentive exists amongst managers to challenge current processes or encourage risk taking to improve service delivery. The recommendation of this research is to redevelop the current performance appraisal systems need to focus on outputs and be structured in such a way to reinforce desired behavioral patterns and to reward rather than just provide for punitive measures.

2.4.2 Empirical Literature Reviews in Africa

Paile (2012) studies the changes in the spheres of governance management and development system in public service while one of the constitutional imperatives of

the country requires all government institutions to cultivate good human resource management and career development practices to maximize human potential. His study was the Father Smangalisomkhatswa center in South Africa. This study seeks to examine to what extent performance management can enhance employees performance. To achieve this, semi-structured interview was conducted with employees of Fathers Smangalisomkhatswa center. The findings and conclusion indicate that managers use performance management as a tool to control and discipline subordinates, while subordinates use performance management as a means of getting extra money through performance bonuses. This could be the reason that performance assessment period is viewed as a period of high tension between supervisors and subordinates.

Lewis(2008) studies experiences in new public management in Africa. The case study of Botswana public sector reforms and PMS in Botswana, how PMS emerged, its implementation, it's monitoring and evaluation are examined in this study. He outlined the public sector was viewed as inefficient, underperforming and lacking in terms of services provision. Wastage of resources in ministries and departments and lack of proper planning and management of funds resulted in the need for extra funding .This study goes further and conclude that to improve the quality of services delivered and satisfy customers and stakeholders, the government mandated the directorate of public services management (DPSM) to develop initiatives that could improve public service delivery. Changes were made such as work improved teams, performances based reward system, decentralization and were introduced but the problems of poor service delivery remained.

Mutahaba, (2011) conducted research in Africa on Adoption and use of performance management systems including Measuring, Monitoring and Evaluation. His case study was African countries such as Kenya, Botswana, Uganda, Malawi etc. Therefore the funding could be applied in Tanzania due to the fact that African countries are similar in various aspects such as: economic, culture, and political situation. In order to improve performance in African countries use of performance management systems should be seriously adopted and managed by both managers and subordinates through signing contract on job and continuous annual assessment.

Mapesela and Francois (2004) Studies on Performance Management of academic staff in South Africa Higher Education investigates the performance management practices in different Institutions. The first six institutions were related to research undertaken within one province while the other five were undertaken outside the province in order to provide a complement of external perspectives. The findings and conclusion of this study was from the interviews carried out it was evident that there were many more similarities than differences in the experiences of the three institutions with regard to performance management. This study was not providing a comparative analysis of the case studies but focus on the common trends in cases.

Moses et al., (2013) conducted research on the Annual performance Appraisal and objective Assessment of subordinate officers in Nigeria public sector organization. The finding shows that the annual performance appraisal was in a deep crack and division, because the former performance appraisal does not in objective and real terms to reflect and approximate the letter. The APER is common used in Nigerian public sector organization especially in public service is a mere ritual, the conclusion

of the study was the assessment carried out by the superior officers does not represent an objective assessment of subordinate officers.

2.4.3 Empirical Literature Reviews in Tanzania

Massawe (2005) studies show factors affecting the effectiveness of performance appraisal in Tanzania. The case study of Oryx Oil Company Limited (OOCL), the study highlighted the deficiencies pertaining to the appraisal function at OOCL. His study did not consider the current performance appraisal and therefore, this study will go further to determine the factors which affect in implementation of OPRAS in Tanzanians organizations. In his research showed that majority of OOCL employees did not participate in setting their objectives.

Ngirwa(2000)outlined the most common reasons why performance appraisal programs failed. The reasons he gave were among others, low top management support for the program; poor design; poor co-operation between departmental managers; inconsistent management of the appraisal program; poor or lack of training of the appraisers; managers and supervisors dislike of face to face confrontation; and undue secrecy around the system.

Njau (2001)studies the “impact of performance appraisals on the performance of the Tanzania work organizations”. His study was the Tanzania Postal bank(TPB).The study conclusion showed that performance appraisal conducted at the Bank, staff was aware and takes part in the process. This study focused on the impact of the performance appraisal and employee’s awareness of it, likely the present study which insisted awareness to employees and looked into the factors that affect the OPRAS

implementation. A study undertaken by Dominick and Kurowski (2004), on human resources for health: an appraisal of the status quo in Tanzania Mainland stated that the appraisal was the way of controlling employees' performance whereby the process involves many attributes such as HR management; HR governance; Administration performance which include quality and productivity; supply and demand attributes.

Songstad et al., study (2012) it seems also to be little relevant to the present study. Whereby studies were assessing performance tools, experiences with the OPRAS and expectations towards payment for performance (p4p) in the public health sector in Tanzania. The key determinant was health workers' motivation is influencing quality of the health services delivery while poor motivation has been found to be an obstacle to service delivery in many low income countries. The findings show that in order to increase the quality of service delivery in the public sector in Tanzania, the OPRAS should be implemented as well as new result-based payment system, payment for performance (p4p) should be introduced in health sector.

The study faces challenges such as inadequacies in setting performance targets and performance management planning was hardly done, many health care workers had job descriptions, the performance indicators and standards were not clearly defined and known to all workers.

Conclusion to the study was, performance management of health care workers is inadequately done in the districts. Performance management is a key component to improve health sector outcome in Tanzania.

2.5 Research Gap

A number of studies have been conducted concerning the uses of OPRAS in different parts of the world. Rudrabasavaraj(1969) conducted a study on the purpose of appraisal system in companies under public sector. His findings revealed that the appraisal results were used 100 per cent for promotion and transfer. Also Shettys (1970) in his study of Indian companies about the purposes of appraisal reports indicated that they were used for determining wage increases. Indian Institute of personnel management (1976) made an observation that a company without a clearly enunciated promotion policy is likely to frustrate the workers

Vaghul(1975) analyzed the appraisal system in banks he noticed that the appraisal formats were unable to capture the differences among the individuals' performances or their perception of a job and the dynamic nature of the tasks involved in it. He concludes that the performance appraisal system was not linked to the performance of the man on the job. It leaves much scope for the personal bias of the rater and suffers from ignorance on the part of the ratee on how he is rated

In Kenya, Miriam Chege(Procurement News, July 2007) a spokesperson for Kenya institute of management, said that "A company's ability to retain the kind of workers it wants and needs has a direct impact on its profitability and effectiveness" and Mr. Efetha, the HR manager African Banking Corporation said that best Employer study would be carried out in Kenya, where by the criteria for measurement would be pegged to the following values like employees satisfaction, motivation and loyalty; the level of employee engagement in East Africa would fall short of international standards. This would be directly linked to a low level of engagement to

necessarily high staff turnover, low productivity and lower financial performance. The present study goes further to fill this knowledge gap left by previous studies. The study investigates factors hindering implementation of OPRAS at Temeke Municipal Council and show strategies on how to enhance the implementation of it both private sectors and public sectors in Tanzania.

2.6 Conceptual Framework

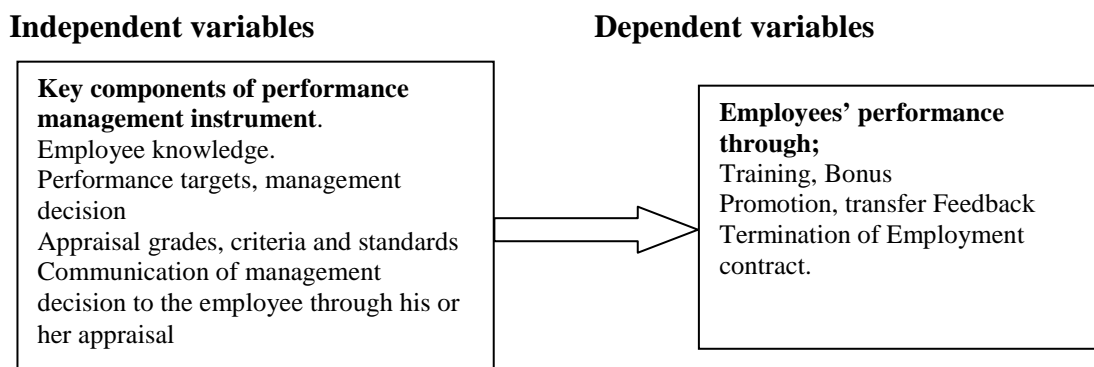


Figure 2.2 Conceptual Frameworks

2.7 Theoretical Framework

Taking open performance appraisal system as the center of Understanding Employees job performance in public services in Tanzania at Temeke Municipal council, the researcher develops a model to guide the presentation of the theoretical ideas in which this study is laying up on the explanation of the phenomenon. Guided by these development and empirical studies, the conceptual frameworks investigate the relationship between implementation of OPRAS and employee performance to determine the overall performance of employee in Temeke Municipality. There is a direct relationship between the dependent variables which are Training, feedback, bonus, Transfer, promotion and Termination of the contract of employment and the independent variables are employee performance targets, appraisal criteria and

standards, grades, decision by the appraisal, commutation. The dependent variables depend on the status of the independent elements.

Employee knowledge it affect the job performance positive or negative, having knowledge or skills of certain job it influence employee to perform high and if employee lack skills performance is low, management has a task to identify employees knowledge of assigned work and how to conduct training to employees who lack skills and to impart new skills hence training will enhance job performance. Gupta (2006), says that job training it refers to the training provided with a view to increase the knowledge and skills of an employee for improving performance of the job. Employees may be taught the correct methods of handling equipment and machines used in a job such training help to reduce accidents, waste and inefficiency in the performance of the job.

Performance targets set by employees similar with organization target will stimulate employee performance, The management has to allow employees actively participate in setting goals or targets. The goals and action plans must be discussed by both , employee and supervisor, due to this employee will perform high so that to reach the established goals and some time employee will be promoted, transfer to higher position, bonus etc. all these happen due to high performance of employee hence increase job performance. As discussed by Locked, (1968), Goal- setting theory state that individual goals established by employee play an important role in motivating him or her for superior performance.

Management decision making has relation with termination of job contract, training and rewards provision (bonus), management has mandate to do with

employee performance on certain work , job performance it might be good or bad. When employee performance is good management have to decide rewards to motivate employees to enhance job performance, Same appraise to lower performer management can decide to terminate job contract with employee due to un profitable performance of employee or management can conduct on job training to employee so that to increase job performance.

Communication between employee and management through his or her appraisal it influence employee performance because feedback to employees its only way that can help employees and management to identify employee performance were by rewards are provided, weakness are identified and how to solve or to deal with. As supported by Gupta (2006), after every performance review, feedback on performance is communicated to the employee so that he can regulate and improve upon his own performance. On the basis of performance review rewards are decided, new goals and performance targets are determined for next period. The above figure shows the conceptual framework that guide the study.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter describes the methodology and procedures that researcher used in conducting the study. This section covers the following ;Area of the study research design method of data collection , target population ,sampling technique and study sample, data analysis. Kothari (2004) has argued that research methodology is a way to systematically solve a research problem which explains various steps that are adopted in studying the research problem.

3.2 Research Design

The study used a case study design, the design was chosen because of its flexibility in terms of data collection and data analysis and is also less expensive and so suit the research financial constraints . All in the entire researcher decided to use this design so as to get deep investigation of study. Kothari (1990) has argued that “This excelled at bringing to an understand of complex issue or object and could extend experience or add strength to what had already been known through previous research.

3.3 Area of the Study

The study was conducted in Temeke municipal council in Dar es salaam region in Tanzania. The chosen of the study area based on the fact that TemekeMunicipal council is applying (OPRAS) open performance review as a tools of assessing efficient and inefficient of job performance to the public

servants. In this regard the researcher was in position to communicate easily and perfectly with the respondents.

3.4 Target Population

Target population is the specific group which the researcher intends to interact with during data collection process. It is the group of inquiry from which a sample is drawn. Babbie (2004) argue that “is that aggregation of elements from which the sample is actually selected. This study interacted with the following two groups, 10 heads of departments and 195 employees at low level in different departments of the case study council form who were selected.

3.5 Sampling Techniques and Sample

This area discusses the Sampling techniques and sample size used in the study.

3.5.1 Sampling Techniques

According to Flick(2009) sampling is selection of cases or materials for the study from a larger population or varieties of possibilities. The researcher used purposive sample for selecting the sample simply because the sample were chosen on the basis of chance meaning that all units of the study population had an equal or at least a known chance of being included in the sample. Due to financial constraints of the researcher and time the research were not able to carry out data collection in the whole departments. Therefore simple random were applied to sample few departments in Temeke Municipal Council sampled. The use of purposive sample technique was for the need of creating a sense of inclusiveness; the researcher applying this method so as to obtain the heads of departments and

employees at low level. The researcher applied random sampling technique because it is said to be the best technique to obtain an optimum sample. Kothari(1990) argues that in random sampling design, every item of the universe has an equal chance of inclusion and the results obtained from probability or random sampling can be assured in terms of probability.

3.5.2 Study Sample Size

This study used simple random and purposive sampling techniques to obtain the sample, simple random were applied to sample five departments in Temeke municipal council also purposive sampling. The sample size of 80 respondents was selected which includes the 5 heads of department, 75 employees at low level. The Study used this sample size because of limiting time and fund there researcher believes that this sample is optimum in the sense that it can fulfill the requirements of efficiency, representativeness, reliability and flexibility. As wisied by Kothari (1990) that sample size should be optimum because optimum sample is one which fulfills the requirements of efficiency, representativeness, reliability and flexibility.

Table 3.1 Showing Sample Composition and Sample Size

Respondent Sampling	Simple Random Sampling	Sample Selected	Data Collection Tools	Sampling Technique
Heads of department	10	5	Questionnaire	Purposive
Employees at low level	195	75	Questionnaire	Purposive
Total	205	80		

Source: Field data

3.6 Data Collection Methods

For the purpose of this study, the researcher used two method of data collection namely, primary and secondary data collections Methods were: Questionnaires and documentary review for collecting qualitative data. Questionnaire guides were used to low level staff and heads of department. In order to explore the information's on their knowledge about factors hindering implementation of open performance review (OPRAS) on public services.

3.7 Data Collection Tools

3.7.1 Questionnaire

A questionnaire is a list of written questions that can be completed by respondents in this study structured questionnaire was used to collect information from the respondents. The main resource for using his method were to give respondents adequate time to think well through answering and to refer various official documents if it requires (Kothari 2004). However questionnaire is the only practical approach when dealing with many responded. During data collection questionnaires were distributed for filling and the date for questionnaire collection were set by respondents to give them freedom of thinking, so 75 questionnaire were distributed to low level employees and 5 questionnaire to heads of departments at Temeke Municipal council. A sample of questionnaire is attached in Appendix 1 and 2.

3.7.2 Documentary Sources

With a view to complementing the primary data collection methods used, documentary review was made. This involved review of past OPRAS forms filled by some respondents, Council Management Team (CMT) reports on OPRAS

implementation, and various previous studies on OPRAS. Therefore, the study uses multiple sources of data which were complement.

3.8 Reliability and Validity of Data

3.8.1 Reliability of data

Reliability is a measure which addresses accuracy of research methods and techniques to produce data. It refers to the extent to which data collection techniques or analysis produces yield consistent findings. According to Saunders & co-workers (2007) reliability refers to the use of different data collection techniques within one study in order to ensure that the data are telling what you think they are telling. Reliability of the data was achieved by the researcher through setting the questions in a simplified way which enabled respondents with different intellectual capabilities to be able to answer them properly.

3.8.2 Validity of Data

As described in Kothari (2004), Validity aims at establish results that are linked with conditions in order to achieve this goal. The researcher firstly decided to use many methods of data collection. This is purposely done in order to rule out contradicting and confusing data. Validity addresses the ability of the data to provide the researcher with the information that answers the research questions or to meet the research objectives (Kelvin, 1999). It is a way of justifying the appropriateness of the methods utilized by the researcher in the study. According to Mason (1996), the researcher should ask “Howwell matched is the logic of the method tothe kinds ofresearch questions you are intending to develop”. To address the issue of Validity the researcher conduct a pilot study to make sure that the data collection methods

were yield valid information. Questionnaires were tried out in a small sample to check on correctness of the wording, whether the questions measured what they were supposed to be measured what they were supposed to measure and if there was any biasness, together with knowing if the respondents would understand the questions as the researcher intended from the pilot study. The improvement was made then the tools were used for data collection.

3.9 Data Analysis

The purpose of analyzing data is to summarize large mass of information to more understandable and meaningful way (Krishnaswami & Ranganatham 2009). In this study the data collected were processed and analyzed both quantitatively and qualitatively .In order to get desired results from the study, data collection were processed, and that was through editing, coding, classification and tabulation. Thereafter data entry template was created using statistical package for social sciences (SPSS). In this study , the researcher has used tables to ensure the data collected are well analyzed and qualitatively the researcher use formal words and different elaboration data analysis was guided by objectives and research questions was results are present in figure and tables.

CHAPTER FOUR

FINDINGS AND ANALYSIS OF DATA

4.1 Introduction

This chapter presents the findings of the study. It gives the answer to the following questions that were raised before was conducted, What are employee knowledge at the implementation of OPRAS, What are the management decision making over implementation of OPRAS, What are the performance targets set by employees, What are the qualities of appraisal grade, criteria and standards and What are the factors hindering implementation of OPRAS in Temeke municipal council of Tanzania. The researcher applied both qualitative and quantitative methods of analyzing the data collected as they complement each other.

In order to meet general objective of study, the specific objectives were analyzed and relevant information concerning factors hindering implementation of OPRAS were obtained. The analyzed specific objectives includes examine employees knowledge at implementation of OPRAS, To identify management decision making over the implementation of OPRAS, To asses performance targets set by employees and to examine appraisal grades, criteria and standards.

This Investigators analysis and presentation of the findings were guided by the objectives of the study and it gives some interpretations of the findings according to the objectives, research questions and theoretical framework of the study. The variables presented and analyzed are of demographic which investigate respondents' characteristics and other variables for research questions and theoretical framework of the study.

4.1.1 General Characteristics of Respondents

The study takes into consideration the respondents personal characteristics and their distributions to give general information about respondents and to assist the researcher understanding on the findings. Variables included here are Gender, age, education and total years of working, total years of job experience.

4.1.2 Respondents Distribution by Gender

The study managed to capture both female and males. The data collected revealed that 41.2% of the respondents were male, while 58.8 % were female. This indicates that 41.2 % of the data collected for all variables settled in this study comes from male and female made contribution of 58.8 %, this shows that female involved much in the study while male were few. The table 4.1below shows the results.

Table 4.1 Respondents Distribution by Gender

Variables	Frequency (N)	Percentage (%)
Male	33	41.2
Female	47	58.8
Total	80	100.0

Source: Field Data

4.1.3 Respondents Distribution by Age Group

The study settled five age groups from which respondents asked to identify his or her group. The group were; between 18 to 25 years old, 26 to 30 years old, 31 to 35 years old, 36 to 40 years old, 41 to date. The data collected revealed that 15.0 % aged between 18 to 25, 36.2 % aged between 26 to 30 years, 35.0 % were aged between 31 to 35 , 10.0% aged between 36 – 40 while 3.8 % of the respondents

aged between 41 years to date. This findings indicate that, The study was dominated by people aged between 26-30 years old. Table 4.2 shows the Results.

Table 4.2: Respondents Distribution by Age

Age	Frequency (N)	Percentage (%)
18 – 25	12	15.0
26 – 30	29	36.2
31 – 35	28	35.0
36 – 40	8	10.0
41+	3	3.8
Total	80	100.0

Source: Field Data

4.1.4 Respondents Distribution by Academic Qualifications

The study put five variables to depict the education attained by all respondents. The variables were certificate, Diploma, First degree and other (specify). The findings were 8.8% certificate, Diploma, 46.2 % first degree were 40.0% and other (specify) were 5.0%. These finding indicate that more level of education ranges at 46.2% of the respondents that is Diploma and first degree of education. See below Table 4.3.

Table 4.3 Respondent by Academic Qualifications

Variables	Frequency (N)	Percentage (%)
Certificate	7	8.8
Diploma	37	46.2
Degree	32	40.0
Other	4	5.0
Total	80	100.0

Source: Field data

4.1.5 Respondents Distribution by work Experience

Under this point the study settled five categories of work and all the categories were a variable which shows each respondent asked to identify his or her group. The categories were years from 1 to 3 years, 4 to 6 years, 7 to 9 years, 10 to 12 years and 13 and above years. The data collected revealed that 31.2% are 1- 3 years, 40.0 % are 4 - 6 years, 16.2 % are 7 -9 years, 11.2 % are 10 - 12 years, 1.2% are 13+ and above. The Table 4.4 below shows the results.

Table 4.4 Respondents by Total Work Experience

Variables	Frequency(N)	Percentage (%)
1 – 3	25	31.2
4 – 6	32	40.0
7 – 9	13	16.2
10 – 12	9	11.2
13+`	1	1.2
Total	80	100.0

Source: Field data

4.2 Performance Targets Set by Employees

Employees during the assessment period shows that 43.8% of respondents agree by saying “yes” and 56.2 % they disagree by saying “no” research question was if there is agreement in planning work and setting targets between supervisor and workers. Result shows that 56.2% of respondents confirmed that there is absence of involving workers together with supervisor planning and setting targets which is not good in increasing job performance. Table 4.5 show the results.

Table 4.5: Respondents Distribution in Planning Work and Setting Targets

Variable	Frequency(N)	Percentage (%)
Yes	35	43.8
No	45	56.2
Total	80	100.0

Also respondents give opinion on what limit employees participation in performance agreement were lack of fund, knowledge, resources, were by those who say lack of fund is one of the factor limit employee participation is 48.8%, lack of knowledge 31.2% and 20.0% scarcity of resources. The management has to allow employees actively participate in setting goals, goals should be discussed by both manager and employee. “ Individual goals established by employee play an important role in motivating him for superior performance,” Locked (1968). Table 4.6 show the results.

Table 4.6: Limitation of Employees in Setting Performance Targets

Variables	Frequency(N)	Percentage (%)
Lack of funds	39	48.8
Knowledge	25	31.2
Resources	16	20.0
Total	80	100.0

Source: field Data

4.2.1 Appraisal Grades, Criteria and Standards

The respondents were also required to respond on the question “Are you aware of performance standards, criteria and grade used during evaluation process?” Findings regarding the awareness of employees on performance criteria, standard and grades which are used in evaluation process. When employee is aware with performance criteria, grade, and standard it will be easy for her or him to fill OPRA form. The results shows that , 45.0% of the respondents have idea of the available performance criteria, standard and grade while 55.0% of respondents have no idea on performance criteria, standard and grade used in evaluation process. So this shows that large group of employee need to be aware with the performance grade, criteria and standard.

Table 4.7: Awareness on Performance Standards, Criteria and Grade

Variables	Frequency(N)	Percentage (%)
Yes	36	45.0
No	44	55.0
Total	80	100.0

Source: field Data

4.2.2 Management Decision Making Over the Implementation of OPRAS

The study focused on knowing whether the respondents were aware with the decision making made by supervisors over the results after evaluation process conducted. Under this question settled two possible answers regarding the decision making on the respondents and the results were 72.5% respondents to a YES and 27.5% respondents disagree that there is no decision making made after the evaluation process. For the respondents who agree that there is decision

making made over the results give their reasons that OPRAS 72.5% use results for promotion purpose as well as punishment for those who perform low.

Table 4.8: Respondents Distribution on Decision Making

Variables	Frequency(N)	Percentage(%)
Yes	58	72.5
No	22	27.5
Total	80	100.0

Source: field data

4.2.3 Supervisor During Assessments

56.2% of respondents agree that supervisors are not fair during assessment, while 43.8% are of the opinion that they are fair. Respondents are of the opinion that supervisors use OPRAS as a process to “settle scores” with subordinates. Supervisors seem to favor some employees over the other by giving certain employees higher ratings. The halo effect, certain characteristics dominate which generally allows supervisors to rate an employee over all higher on all requirements. Gupta (2006) argues that halo effect it is the tendency to rate an employee consistency high or low on the basis of overall impression one trait of the employee influences the raters appraisal on all other traits. For example, an employee may be rated high on performance just because he sits on the job late in the evening. Similarly, a person who does not shave regularly may be considered lazy at work and be underrated.

Table 4.9: Supervisor During Assessments

Variables	Frequency(N)	Percentage(%)
Agree	45	56.2
Disagree	35	43.8
Total	80	100.0

Source: field data

4.2.4 OPRAS Enhances Employee Performance

Illustrates the extent to which OPRAS enhances employees' performance. Table 4.10 below shows that 72.5% of the respondents agree that OPRAS bring changes on job performance while 27.5% of respondent disagree. Based on the system itself that is open system of employee evaluation that is the procedures, goals are open known and discussed to both employee and employer due to this enhance employee performance. As claimed by Mgoma (2010) OPRAS is a key accountability for individual employees that emphasizes the importance of participation, ownership and transparency, through involving employees in objective setting, implementing, monitoring and performance reviewing process.

Table 4.10: OPRAS Enhance Employee Performance

Variables	Frequency (N)	Percentage (%)
Agree	58	72.5
Disagree	22	27.5
Total	80	100.0

Source: Field data

4.2.5 Level of Assessment Done in Temeke Municipal Council

The respondents were also required to respond on the question "How many terms is OPRAS applied in TMC in a year" Findings regarding the awareness of employees on the assessment conducted at past in the municipality. The results shows that, 48.8% of the respondents agree that assessments are conducted once in year. While other respondents respond differently, 31.2% of respondents have the opinion that assessment is conducted twice in year and

20.0% respond that assessment is done quarterly. Assessment it helps employees to identify job performance hence assessment should be as frequent as possible.

Table 4.11 shows the results.

Table 4.11: Assessment is Done in TMC

Variables	Frequency(N)	Percentage(%)
Once	39	48.8
Twice	25	31.2
Quarterly	16	20.0
Total	80	100.0

Source: field data

4.2.6 Factors that Hinder the Implementation of OPRAS at TMC

For the purpose of this study, the researcher looked into implementation of OPRAS. Under the above objective the study raised this research question; what are the factors hindering implementation of OPRAS at TMC and the findings were as follows;

This study observed that through the employee involvement, The study set out variety of categories about obstacles on implementation of OPRAS were knowledge, acceptability of the system, the system used for promotion, punishment, lack of fund, and motivation .Personal biasness , poor involving in setting performance targets, poor provision of knowledge, poor transport, lack of resources, lack of top management support, lack of top management support, poor design of performance grade, criteria and standard, poor involving in setting performance targets.

According to the percentage those who respond on the question and give out the reasons were 15.5% says lack of top management support, It hinder the OPRAS implementation in one way or other were by in the absence of support and commitment from the top, HR experts find it difficult to obtain vital inputs, 7.5% lack of motivation, were by motivation can change performance positively or negatively where there is lack of motivation decrease commitment to the employees whose perform very well in organization, 6.2% poor transport and communication, un reliable transport from home to work place affect much the performance of an employee's always.

Employee who face the transport problem he or she will be coming late at work hence fail to meet its ambition as well as organization ambition, 5.0% poor involving in setting performance targets, lack of clear defined goals setting affect the performance process were by employee fail to understand it's clear responsibilities (job descriptions) which will help an employee to plan very well its work strategically and making follow- up, 2.5% personal biasness, it may cause a person to be rated high or low even if she or he do not meet qualifications. Personal bias may arise on the basis of regional, tribalism, religioulism, interpersonal conflict etc. all this affect the evaluation process an appraiser tend to favor workers who are somehow related to each other hence OPRAS become invalid, poor provision of knowledge 3.8% (unclear information) to both appraisers and appraise, appraiser lack enough knowledge concerning the OPRAS system how it works as a results employees will get information as appraiser knows about it and not exactly what is supposed to

be informed. 7.5% Lack of enough resources, employees should be given necessary equipment and facilities to enhance effectiveness and efficiency in performing their task(goals),28.8% mass used for promotion, influence workers to resist OPRAS on the ground that it involves discrimination among its members. Example “Chama cha Walimu Tanzania”(CWT) wants all teachers to be promoted after three years at work regardless she or he good bad performer which is totally against OPRAS, CWT is not believe that OPRAS will give clear results for employees to be promoted. Also employees them self individually dislike OPRAS due to the fact that OPRAS used as a tool for punishment. Poor communication 15.0% lack of open communication results in fear, misunderstanding and distrust therefore management should maintain open channels of communication, employees grievances procedures, suggestion etc., it also enables management to understand their feelings, problems, fears and aspirations of employees. The table 4.12 shows the results.

Table 4.12: Main Factors Limit in Implementing OPRAS in TMC

Variables	Frequency (N)	Percentage (%)
Lack of top management support	12	15.0
Poor communication	12	15.0
Poor design of performance grade, criteria and standard	7	8.8
Lack of enough resources	6	7.5
Lack of motivation	6	7.5
Used for promotion	23	28.8
Poor transport	5	6.2
Poor provision of knowledge	3	3.8
Biasness	2	2.5
Poor involving in setting performance	4	5.0
	80	100.

Source: Field Data

4.2.7 Solutions Made on the Factors Limiting OPRAS Implementation

The researcher found out that the main objective of OPRAS is to improve effectiveness and efficiency in job performance. The study observed various solutions about the participatory approach to people on how to make OPRAS successful and provide the best result. The results were analyzed as follows; The suggestions of the respondents were; OPRAS should not be used to great extent for promotion purpose 22.5%, due to the fact that OPRAS aims in archiving employees performance hence increase production, after obtain information concerning employees performance needs to identify poor performer and establish on job training so that they can also perform very well hence meet the organizational goals. 11.2% improvement in provision of resources, management should provide necessary resources need in organization so that to enhance effectiveness, efficiency and commitment in performing their work, because OPRAS achievement based on among other thing in achievement of targeted goals.

Provision of knowledge 6.2%, clear information (knowledge and skills) should be provided to the workers so that can be aware on the system used for evaluating their performance and know about what is supposed to do 8.8% motivation improve, there certain factors that motivating employees and other do not.

At the lowest level of hierarchy money is seen as a motivator , tangible rewards will encourage outstanding performers to strive for excellence, also non-financial rewards can also be used to motivate employees, 22.5% should be

top management support, the support and commitment of top management should be ensured, moreover the exercise should be carried out within the limits of a budget. Involvement in planning and setting goals 17.5% goals should be clear defined the responsibility of each employee are defined and decided on the basis of organization charts and job descriptions every subordinate write down his or her own performance goals which are work related and career oriented manager also writes down the goals that think the subordinate should strive for ,the two then discuss them and reach an agreement and put the agreed goals in writings , thus employees at all level are actively involved in goal- setting.

Table 4.13: Suggestions on the Limiting Factors in Implementation of OPRAS

Variables	Frequency(N)	Percentage (%)
Should be top management support	18	22.5
Results should not be used for promotion	18	22.5
There should be involvement in planning and setting goals	14	17.5
There should be communication	8	10.0
Should be improvement in provision of resources	9	11.4
Should be provision of knowledge	5	6.2
Increase motivation	8	10.0
Total	80	100

Source: Field data

4.2.8 Training/ Capacity Building Done to Employee

Finding from the field shows that some of employees were given training while majority of them lack training. The total of 80.0% of respondents shows

negative attitudes on training and the observation revealed that those respondents were low level employees. Also in this study 20.0% of respondents shows positive attitude on training process , those respondents were head of departments and other who are in management team. Training led to increase knowledge or skills which help employee to improve job performance and employee learn new methods according to the change of science and technology in the world. Job training discussed by Gupta (2006) , as it refers to the training provided with a view to increase knowledge and skills of an employee for improving performance on the job. Employees may be taught the correct methods of handling equipment and machines used in a job such training help waste and to reduce accidents, inefficiency in the performance of the job.

Table 4.14 Level of Training Done

Variables	Frequency (N)	Percentage (%)
Agree	64	80.0
Disagree	16	20.0
Total	80	100.0

Source: field data

4.2.9 Communication During Evaluation Process

The respondents were also required to respond on the question “ Is there any communication methodologies are employed to communicate between appraisers and appraise during evaluation process?”. Findings regarding the communication available among appraiser and appraise during evaluation process. The results shows that 72.5 % of the respondents have negative

attitude on communication made, also in this study 27.5 % of respondents showed positive attitudes on communication methodology and the observation revealed that management or appraiser discuss with few employees such as head of departments while majority left without knowing their performance. Gupta (2006) says that performance review meetings between the management and subordinate are held where by progress is assessed, weaknesses and constraints are identified and steps to be taken to improve performance are decided subordinates actively participate in this process.

Table 4.15: Level of Communication Between Management and Employees

Variables	Frequency (N)	Percentage(%)
Yes	22	72.5
No	58	27.5
Total	80	100.0

Source: Field data

4.2.10 Leadership in Supervising Implementation of OPRAS

From the table 4.16, below 69 % of all respondents revealed that leaders in Temeke Municipal council in supervising Implementation of OPRAS are good leadership, while 25 % of respondent view leadership is bad also 6 % shows that leadership is very good and 0 % of respondents they do not respond that leadership is very bad. This shows that leadership in implementing OPRAS in Temeke district are good and they can stand and improve the working standard of the workers in Temeke municipal council.

Table 4.16: Leadership Supervising Implementation of OPRAS

Variables	Frequency (N)	Percentage(%)
Good leadership	55	69
Bad leadership	20	25
Very good leadership	5	6
Very bad leadership	0	0
Total	80	100

Source; Field data

4.2.11 Level of Understanding OPRAS

From Table 4.17, it shows that 76% of all respondents revealed that OPRAS is open performance review appraisal system while 18 % of respondents revealed that OPRAS is tools for improving job performance, 5 % of respondent says that OPRAS is linking to pay and 1 % of respondent do not even know the explanation of OPRAS. Due to this it viewed that at least large number of respondents they aware with OPRAS.

Table 4.17: OPRAS Means

Variables	Frequency (N)	Percentage(%)
Tools for improving job performance	14	18
Open performance review appraisal system	61	76
Opras is linking to pay	4	5
I don't know	1	1
Total	80	100

Source: Field data

4.2.12 OPRAS Form is Easy to Fill

Respondents are required to respond on the question asked as “ Are OPRA forms easy to fill? Researcher set two possible answers to choose which is YES and NO and she give respondents chance to explain why are they responding YES or NO. 95 % of respondent “NO” and says that OPRA form is not easy to fill because it is not familiar to many employees while 5 % of respondents says YES that is they like to fill OPRA form because through filling OPRA form will open chance for them to be transfer to higher position. Table 4.18 shows the results.

Table 4.18: Level of Filling OPRA Form

Variables	Frequency (N)	Percentage(%)
YES	4	95
NO	76	5
Total	80	100

Source:field data

4.2.13 OPRAS Linking to Pay or Increment

Respondents were also required to respond on the question “ Is OPRAS linking to pay or salary increment”? the table 4.19 below shows that 76 (95%) of all respondents declared that, OPRAS linked to pay or salary increment, This was even testified by one employee by explaining “ in order an employee to be transferred to higher position should fill OPRA form as a tool of assessing employee work performance “ But also the rest 5% disagree with the question

by saying “No” which shows that OPRAS did not link to pay or salary increment because some employee fill OPRA form and are not promoted while others are promoted even if they do not fill OPRA form.

Table 4.19: Level of OPRAS Linking to Pay

Variables	Frequency (N)	Percentage (%)
YES	76	95
NO	4	5
Total	80	100

Source: field data

4.2.14 Level of Institutionalized is OPRAS in TMC

The study set out question asked the respondent “how institutionalized is OPRAS in Temeke municipal council” the question was based on issues that knows the level of OPRAS institutionalized in TMC. The outcomes of the study shows that participants 31.2% responded that OPRAS is low institutionalize while participants 48.8% respond is moderate and participants 20.0% respond that level of OPRAS institutionalized is high. Table 4.20 below show the results.

Table 4.20: Level of OPRAS Institutionalized

Variables	Frequency (N)	Percentage (%)
Low	25	31.2
Moderate	39	48.8
High	16	20.0
Total	80	100.0

Source: Field data

4.2.15 Competency of Workers

The study put five variables to depict the competency of workers on OPRAS implementation. The variables were highly competency, competency, lowly competency, incompetency and high incompetency. The findings were highly competency 1 %, competency 76 %, lowly competency 5 %, incompetency 18 % and highly incompetency 0 %. This finding indicates that a large number of respondents that is 76% support that workers in TMC are competent on implementing OPRAS this will help to increase job performance. Table 4.21 shows the result.

Table 4.21: Level of Competent of Workers

Variables	Frequency (N)	Percentage(%)
Highly competency	1	1
Competency	61	76
Lowly competency	4	5
Incompetency	14	18
Highly incompetency	0	0
Total	80	100

Source: field data

4.2.16 OPRAS Practice

The study focused on knowing whether the respondents practice OPRAS as a tool evaluating job performance. Under this study settled two possible answers regarding the practice of OPRAS in TMC. The results were 90% respondent to “yes” means that they practice OPRAS and 10% respondents disagreed to a “no” means that OPRAS is not practiced as a tool of assessing employees performance. This shows that respondents based to a “yes” which is

90% support the question that OPRAS is used as a tool for assessing job performance of employees in TMC. Table 4.22 show the result.

Table 4.22: Level of OPRAS Practiced

Variables	Frequency (N)	Percentage(%)
Yes	78	90
No	2	10
Total	80	100

Source: Field data

4.2.17 Success Brought when OPRAS was Introduced

The study focused on knowing whether OPRAS brought any success on increasing job performance in this council. Under this study gives chance to respondents to mention at least three success occurs after implementing OPRAS in this council. 25 % of respondents respond that OPRAS improve quality of service delivery 6 % respond that OPRAS reduces latecomers at work and 69 % respond that OPRAS reduce absentees at work. This shows that 69% of participants support that OPRAS reduces large number of absentees at work in this council. Table 4.23 below show the results.

Table 4.23: Level of OPRAS Brought Success

Variables	Frequency (N)	Percentage(%)
Improve quality of service delivery	20	25
Reduction of latecomers	5	6
Reduction of absentees	55	69
Total	80	100.0

Source: Field data

4.3 Discussion of the Findings

The results of the study show that the majority of respondents are aware on implementation of OPRAS as a system of evaluating employees in public services especially at Temeke municipal council. Njau (2001) his study shows that the staff was aware and takes part in the process. Based on the findings, it is evidenced that OPRAS are not only the effective tool for improving performance in public services.

It is not only helpful in improving performance 72.5% of the respondents were in the opinion that OPRAS is not very important tool in evaluating employees. Mostly the results indicate that in order to increase the quality of service delivery in the public sector in Tanzania the OPRAS should be implemented as well as new result-based payment system, Payment for pay (P4P) should be introduced Songstad et al., (2012).

In addition Performance targets set by employees also have been justified by this study, evidence has proved that most of employees are not actively participate in setting goals and goals should be discussed by both manager and employee this will helps in increasing job performance. The finding also able to investigate the factors hinder employees involving in setting goals. According to Massawe (2005) His study showed that majority of OOCL employees did not participate in setting their objectives. Also Songstad et al., (2012) shows that setting performance targets and performance management planning was hardly done to all workers and managers. Again the findings reveals that there is management decision making over implementation of OPRAS made after

evaluation process done, most of respondents agree and explaining some of decision making made by the management to employees so that to enhance job performance were; promotion done to employees who did well, transfer to higher position, wage increase, provision of bonus and rewards, demoted and other many things while other responded explain that there is no any decision making done over the implementation of OPRAS to employees. This is in align with the study conducted by Rudrabasavaraj (1969) his study revealed that the appraisal results were used 100 percent for promotion and transfer also Shettys (1970) shows that appraisal reports were used for determining wage increase. While Lewis (2008) goes further and conclude that to improve the quality of services delivered and satisfy customers and stakeholders, the government mandated of public service management to develop initiatives that could improve public service delivery changes were made such as work improved team and performances based reward system .

Furthermore the study investigated the awareness of performance standards, criteria and grade used during evaluation process and its significance on job performance. The results shows that 45.0% of respondents have idea of the present performance criteria, standard and grades used during evaluation process while the large number of respondent 55.0% have no idea on performance criteria, standard and grade, These findings agree with the findings by Songstad et al, (2012) shows that setting performance targets and performance management planning was hardly done, the performance indicators and standards were not clearly defined and known to all workers and

managers. Also Karen and Anna (1997) suggests that appraisal in public libraries has a tendency to fail because not enough attentions is given to defining the aim of appraisal. Karen and Anna (1997) suggests that appraisal in public libraries has a tendency to fail because not enough attentions is given to defining the aim of appraisal.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter consists of the summary of the main findings, conclusion, and implication of the findings, limitations of the study, recommendations and suggested area for further study. This study aimed at identifying factors hindering implementation of OPRAS. A cross sectional study in Temeke Municipal Council in the city of Dar-es-salaam, Tanzania.

5.2 Summary of the Main Findings

The study on the factors affecting implementation of open performance review appraisal system (OPRAS) in Tanzania specifically in public service at Temeke Municipal council is done scientifically so as to get measures to be taken on the system (OPRAS).

All in all open performance review and appraisal system (OPRAS) is still in need improvement in Temeke municipal council, despite of availability of OPRAS in the municipal. The applicability of the system is still low especially in some of the departments especially health department in Temeke municipal council.

The majority of respondents on responding to general objective of the study through the data collection methods applied by the researcher, The results showed that; poor infrastructure, lack of top management support, scarcity of resources, mass used for promotion, lack or poor provision of knowledge and skills, personal

biasness, un acceptance of the system by workers, poor involving in setting performance targets, lack of motivation and poor communication. The study also discovered that; lack of reliable transport, lack of enough competent appraisers, low salaries and other payments to the workers, bad environment of workers especially teachers and nurses.

5.3 Implications of the Findings

The findings contribute knowledge on successful OPRAS implementations in municipalities were by needs to identifies areas of improvement, creating culture of continuous improvement, identifies training and development needs. Needs to increase motivation, job satisfaction, a sense of personal value as well as improving systematic judgments to support salary increase, promotions, transfer, demotions and termination. Also a clear understanding of what it is expected and what needs to be done to meet expectation, the opportunity to discuss work problems and how to overcome them and to improve work relations with supervisors.

5.4 Conclusion

Employees view OPRAS into two levels, at first level of the hierarchy differ from the second level of the hierarchy. Employees at the first level of the hierarchy view OPRAS as a means to increase their income. Employees compare themselves with one another and make judgments relating to who should receive a bonus and those who should not. Employees at the second level view performance as an instrument to control and discipline the subordinates. This show that regular training is important to change the mindset of the subordinates.

Employees sign performance agreement every year, subordinate differ with supervisors on understanding grade, standard and criteria used during evaluation process, need employees to attend seminars and workshops to understand them.

The study concludes that absolutely OPRAS implementation has brought about some positive changes in service delivered to employees. Although majority of the employees and clients have not recognized the way in which the OPRAS implementation have paved their ways towards improvement of service delivery, few of the employees and management have benefited positively. Regardless of the achievement of OPRAS implementation, employees majority of them complained that some of the appraiser lack complained, lack of awareness, poor cooperation among employees and supervisors. The halo effect seems to be dominant in certain situations, supervisors show favoritism to certain subordinates' who receive bonuses even though they do not qualify for performance bonuses.

5.5 Recommendations

Basing on the findings and conclusion of the study, It is recommended to the council management Team (CMT) that, The Open Performance Review and Appraisal System (OPRAS) should reach its ambition of implementing the OPRAS to be used in public service so that to improve work performance by doing frequent supportive supervisions which are very important in order to attain a high level of implementation coverage, The researchers recommendations include the followings that must be done; Increase the budget for evaluation process so that workers and leaders should participate very well in all stages.

Motivate employees in order to win their commitment to work for example by giving them more training and seminars in order to give them current and update information's and pay them extra duties etc.

Employ enough competent workers to work in departments, so that to have best results. Creating the workers good environment of work, also to increase of annual workers' salaries, Provision of immediate bonus, rewards for the workers whose perform well and not to wait for a long time. The system should not much used for promotion purpose, should most focus on improving performance for those workers who perform poorly should be retrained so that they can perform well next time and not to be punished (demotion).

5.6 Limitations of the Study

Limitations of this study were poor records keeping, limited time, limited fund, delays by some staff in releasing some data on time, busy on their daily activities, other staff releasing false data in order to favor themselves that they are hard workers. Also some of the respondents refused to respond to questionnaires while some gave irrelevant information on their responses. But after they had been educated by the researcher that the data they used for academic issue and will not affect their job is when the rate of response increased.

5.7 Suggested Area for Further Studies

It observed that some critical and relevant issues have not been covered by this research. The following may be the possible areas that could qualify for the further studies to be conducted.

- (i) There is a need for a further study to investigate why a large number of employee dislike OPRAS as a tool for evaluation.
- (ii) To examine the strength of using OPRAS in public service for improving job performance in Tanzania public service
- (iii) To examine why a group of few employees benefit through the use of OPRAS as a system of evaluation such as transfer to higher position, promotion etc.

REFERENCES

- Anderson, J. (2002). *“Measuring Human capital: Performance Appraisal Effectiveness”*, Paper presented at Midwest Academy of management Conference, Lexington.
- Armstrong, M.(2006). *A Handbook of Human Resource Management Practice*, 10thed. London and Philadelphia :Kogan Page.
- Armstrong, M.(2008). *How to Manage People*; London and Philadelphia.
- Babbie, E. (2004). *The Practice of Social Research*. 10thed , Singapore
- Bailey, (1994). *Methods of Social Research*, 4th ed, New York: Macmillan.
- Bana, B. A, (2009). *Performance Management in the Tanzania Public Service: Governance*
- Black, J. A. & Champion, D.(1976). *Methods and Issues in Social Research*, Canada:
- Condrey, S.E.(2005). *Handbook of Human Resource Management in Government*, 2nded. San Francisco, USA. *Design and Implementation for Novice Researchers*. The Qualitative Report Volume 13 Number 4 December 2008 544-559.
- Dominick A. & Kurowski, c(2004). *“Human resources for health an appraisal of the status quo in Tanzania mainland”* (pp8)
- Faizal, M (2005). *Institutionalization of Performance Appraisal system: A case study of Excellence: Managing Human Potential*, a paper presented at the Conference on Maldivian Public service, Bergen, Norway.
- Flick, U.(2009). *An introduction to Qualitative Research*, 4th edition. New Delhi: Sage. Governance Excellence, held at AIC center from 2nd-4th march, 2009

Gupta, C.B. (2009). *Management Theory and Practice*, 9th Revised and enlarged Edition: New Delhi: Sultan Chand and Sons.

Issa, F, (2011). Public Sector Human Resource Managers promoting Professionalism and implementing the Public Service Charter at the national Level: Facilitating And Inhibiting Factors and strategic actions. Workshop on "Promoting Professionalism in the public service: held in Addis Ababa, Ethiopia, 14 to 18 March, 2011.

Janetta, H.R, George, W. Lutwama & Bethabile, D.L, (2013). "Assessing the Implementation of performance management of healthcare workers in Uganda;

Jyothi, P. & Venkatesh, D. N. (2010). *Human Resource Management*, New Delhi: Oxford University press.

Karen, H. & Anne, G, (1997). *Performance Appraisal in Public Article Libraries* Vol.98 (1138-1997, PP 273-280)

Kavura, R. (2006). *The Tanzania Management Culture and Appraising Employees under OPRAS. A paper presented at Association of Tanzanian Administrators (ATA) On the challenges facing Public Administration, Bagamoyo, Tanzania.*

Kelvin, J.W. & Miller, D.L. (1999) "Determining Validity in qualitative inquiring" Theory into Practice.

Kiragu, K. (2005). *Tanzania: A Case study in Comprehensive and Programmatic Approaches to Capacity Building*, Nairobi.

Kombo, D. K. & Tromp D.L.A. (2009). *Proposal and Thesis Writing: An Introduction* Nairobi, Paulines Publications Africa.

Kothari, C.R.,(2004). *Research Methodology Methods and Techniques*, New Age International publishers, Jaipur, India 3rd edition

Kothari, R.C. (1990).*Research methodology method and techniques* End “ New Delhi age international publisher India .

Krishnaswami, O.R. &Ranganatham, M. (2009).*Methodology of Research in Social Sciences*, Mumbai, India: Himalaya Publishing House Ltd.

Lewis, B. D.(2008).*Experiences inNew public Management in Africa.The case of Performance Management Systems in Botswana; AfricaDevelopment of social Science Research* , Vol.xxx111, No. 4,(pp, 43-58).

Mapesela, M.L.E & Francois S, (2004).*Performance management of academic staff in South African higher education: a developmental research project*, University of the Free state, Bloemfontein , South Africa.

Maslow, A.H, (1954). *Motivation and Personality*. New York: Harper and Row.

Mason, E.J.& Bramble, W.J. (1989).*Understanding and Conducting Research: Applications in Education and the Behavioral Sciences*, 2nd edition, Singapore: McGraw-Hill.

Massawe,D.(2005).*Factors affecting the effectiveness of performance appraisal in Tanzania, The case study of Oryx oil Company limited. A dissertation*, University of Dar es salaam

Mbwette, S.A. (2010). *Speech on OPRA workshop held on 1st July, 2011 at OUT HQ-CouncilChamber,Dares,salaam*.

McGregor,D,(1960). *The Human Side of Enterprise*. New York, McGrawHill.

Mackenzie. I. S. (2000). *Performance appraisal system for organizational success strategic management of change, south eastern Region, Australia*.

- Metawie, M. and Gilman, M. (2005). *Problems with the implementation of Performance Measurement system in the Public Sector where Performance Linked to pay*, is University of Kent at Canterbury.
- Meyer, H.H, Kay E & French, J.R.P (1965). "Split Roles in Performance Appraisal", Harvard Business Review Vol.43 No.1.
- Mgoma, V. S. (2010). *Open Performance Review and Appraisal System in Tanzania* On Article, retrieved on 1st Nov. 2011, from <http://www.articlebase.com/human-resource-articles/open-performance-review-and-appraisal-system>
- Moses, A, Stephen, O. & Basil C. N. (2013). *Review of performance Appraisal And Objective assessment of subordinate officers in Nigeria: (IJPAMR)* Volume 2. NO. 1, October.
- Mutahaba, G. (2011). *Report on the Adoption and use of performance management Systems including measurement, monitoring and evaluation in Africa: University of Dar es salaam, Tanzania.*
- Mbua, F.N. (2003). *Educational Administration. Theory and practice. Limbe, South west province, Cameron Design House.*
- Neely, A. (1995). *Performance measurement system design: developing and testing a Process based approach*; Cranfield School of Management, U.K.
- Ngirwa, (2000). "Why Performance appraisal programs failed. A dissertation University of Dares salaam
- Njau, F. (2001). "The impact of performance appraisal on the performance of Tanzaniawork organizations", A dissertation, University of Dares Salaam

- Paile, N.J.(2012). *Staff perceptions of the implementation of a Performance Management and Development system: FatherSmangalisomkhatswa case Study*.
- Reelika, I & Kulno, T, (2010). *Implementation of The performance related pay In the general educational schools of Estonia: University of Tartu, Tartu Estonia*.
- Ronsholt, F. (2003); *Results Oriented Expenditure Management Country Study- Tanzania*. Working paper 204, London, overseas Development Institute.
- Rudrabasavaraj.(1969). *Personnel Administrative practice in India*, Poona UMNicm.
- Rugumyamheto, J.(2005). “*Reforming the Public service in Tanzania*”, 26th AAPAM Annualroundtable conference, Mombasa, Kenya.
- Salaman, G, John,S.& Jon, B.(2005).*Strategic Human Resources Management: Theory and Practice*. 2nded sage Publication Ltd.
- Shayo, A. (2007). *Performance Appraisal in the Public Sector: The need for Infrastructure*, A paper presented at Mzumbe University- CAFRAD Regional Conference,at Arusha International Conference Centre, 26th-28thFebruary, 2007
- Silverman, D. (2006). *Interpreting Qualitative data.3rd edition*. New Delhi: Sage.
- Songstand N.G, Ida L, Karen M.M, Victor C & Astrid B, (2012).*Assessing Performance enhancing tools: experiences with the open performance and Appraisal system (OPRAS) and expectations towards payment for performance (p4p) in the public health sector in Tanzania.The Public Service Act, NO. 8 of 2002The Public Service Regulations GN No. 168 of 2003*
- Vaghul, N.(1975). *Employee Appraisal in Banks*, Prajnam, Human Resources

Management, 3rded, New York; John Wiley & Sons Ltd.Vol.14 No. 1

Yin, K.R. (2003).Case study research: Design and methods. 3rd ed. London, New

APPENDICES

Appendix I: Research questionnaires

THE OPEN UNIVIVERSITY OF TANZANIA

I Editha V Musiba, a student from open university of Tanzania, pursuit a master degree of Human resources management (MHRM). I am conducting a research on the investigation of the factors hindering implementation of (OPRAS) open performance review appraisal system in Tanzania a case study of Temeke municipal council. The information you provide is highly appreciated and will be treated with utmost confidentiality, I will be very grateful if you answer all questions

SECTION A: GENERAL CHARACTERISTICS OF THE RESPONDENTS

1. Gender (Please tick your category)

Male

Female

2. Age (please tick your age group)

18-25

26-30

31-35

36-40

41+

3. Education (please tick your education at group)

Certificate

Diploma

Degree

Other (please specify)

4. Total years of work experience (please tick your group)

SECTION B

Appendix 2

Questionnaire to all council staff

Instruction

You are requested to fill the information in the spaces provided below, and where the answer is a choice circle around the letter that best matches your opinion

Name of your Department-----

Designation (Your job title) -----

1. Do you practice Open Performance Review and Appraisal System (OPRAS) in Temeke municipal council?

- a. Yes b. No

2. How institutionalized is Open Performance Review and Appraisal System in TMC?

- a. Low b. Moderate c. High

3. Is there any organized system to learn from the success and failure of the past performance appraisal system? a. Yes b. No

If yes, how?-----

4. Is Open Performance Review and Appraisal System (OPRAS) easy to understand?

a. Yes b. No

If Yes, how-----

If the answer is no, why-----

5. Are OPRA forms easy to fill? a. Yes b. No

If the answer is No, why? -----

6. Do you like to fill OPRA forms? a. Yes b. No

7. Are you aware of performance standards, criteria and grade you have to achieve in performing your duties?

a. Yes b. No

If your answer is yes, please explain how you know-----

-----If the answer is

no, please describe why you do not know-----

8. Are there any management decision making over the implementation of OPRAS?

- a. Yes b. No

If yes, Please explain how you know? -----

9. From your experience with OPRAS, do you think that it has led to improved employee performance and council efficiency in service delivery?

- a. Yes b. No

If yes, how-----

If no, why-----

10. From your observation, what is your view on the competency of workers on OPRAS implementation?

- a. highly competent b. Competent c. Lowly competent
d. incompetent e. Highly incompetent

11. What is your opinion on the leadership of this council in supervising implementation of OPRAS?

- a. Very good leadership b. Good leadership c. Bad leadership d.
Very bad leadership

12. Is OPRAS linked to pay or salary increment?

- a. Yes b. No

If yes, how does the pay provided increase your commitment to OPRAS implementation?

13. OPRAS entails mutual agreement in planning work and setting targets between supervisor and workers. Is such practice effective in Temeke Municipal Council?

- a. Yes b. No

If yes, how is this practice implemented?

If no, what limits your participation in performance agreement? -----

14. Since the introduction of OPRAS in this council, is there any notable success? please mention at least three.

a.....

b.....

c.....

15. What would you say are the main factors limiting in implementing OPRAS in this TMC?

(a)-----

(b)-----

(c)-----

16. What would you say are the most important factors for successful OPRAS implementation?

(a)-----

(b)-----

(c)-----

17. How many times is OPRAS applied TMC in a year?

(a) Quarterly evaluation

(b) Once in year

(c) Twice in year

18. from your understanding what does OPRAS mean?

a. Open performance review appraisal system

b. Is a tool for improving job performance

c. OPRAS linking to pay

d. I don't know

19. Is there any steps have been taken by the heads of department to make sure that the system is understood and accepted to the employees?

a. Yes

b. No

If Yes,

How?.....

If No,

How?.....

20. Is there any communication methodologies are employed to communicate between appraisers and appraise during evaluation process?

a. Yes

b.no

21. During evaluation process who manages the evaluation process?

a. Heads of department

b. employee themselves

c.I don't know

22. Is there any capacity building/training done to the staff to enable them to perform well their duties?

a. Yes

b. No

If Yes please explain

If No please explain

THANK YOU FOR COOPERATION