THE INFLUENCE OF OPEN PERFORMANCE REVIEW AND APPRAISAL SYSTEM ON EMPLOYEES' PERFORMANCE: THE EXPERIENCE FROM IRAMBA DISTRICT COUNCIL

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

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CERTIFICATION

The undersigned certifies that he has read and hereby recommends for acceptance by the Open University of Tanzania a dissertation titled: The influence of Open Performance Review and Appraisal System on employeesø performance: The Experience from Iramba District Council in partial fulfilment of the requirement for the award Degree of Master of Human Resource Management (MHRM).

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DECLARATION

I, Ausi Nchimbi, do hereby declare that this dissertation is my own original work, and it has not been presented and will not be presented to any other university for similar or any degree award.

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Signature

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DEDICATION

This dissertation is dedicated to my beloved family, especially to my lovely wife Sabrina and my daughter Ailah for caring and understanding. They mean a lot in my life because of the unconditional love and joy they bring to my heart.

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ABSTRACT

Open Performance Review and Appraisal System (OPRAS) were introduced by the Tanzania government in 2004 as a new innovation for managing individual performance in the Tanzania public service. OPRAS is viewed as an idiosyncratic tool in the history of Human Resource Management in the Tanzanian public service. OPRAS as proposed by Performance Improvement Model is important to the adoption and nurturing of the performance management culture in the public service. Nevertheless, sketchy evidence reveals that despite the Government efforts to introduce OPRAS, it has not been in a position to develop a real and effective Open Performance Review and Appraisal System. With this in mind, this study intended to evaluate whether OPRAS as currently used in IDC is adequate to improve employeesø performance. The study employed a cross-sectional research design. A sample of 80 respondents was used. Data was collected through questionnaires and interviews. The data collected were analyzed and processed by use of SPSS computer software and descriptive statistics such as frequencies, percentages and tables were presented. The findings suggest that majority of participants reported that OPRAS as currently used in IDC is not adequate at improving employeesø performance. Also, majority of respondents agreed that OPRAS as currently practiced in IDC is not linked with other human resource systems specifically training, career development, rewards and promotion. Moreover, it was found that, the implementation of OPRAS in IDC is affected by a number of challenges which include: budget deficits, absence of regular feedback from supervisors, little dissemination of the knowledge of the tool among employees and supervisors and little emphasis from the top management of IDC.

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LIST OF ABBREVIATIONS

CACRS	Closed Annual Confidential Report System
CME	Comprehensive Monitoring and Evaluation
CMES	Comprehensive Monitoring and Evaluation System
DED	District Executive Director
HRM	Human Resource Management
IDC	Iramba District Council
LGA	Local Government Authorities
MBO	Management by Objectives
MDAs	Ministries, Departments and Agencies
NPM	New Public Management
NPM	New Public Management
OPRAS	Open Performance Review and Appraisal System
PA	Performance Appraisal
PIM	Performance Improvement Model
PO-PSM	Presidentøs Office Public Service Management
PSRP	Public Service Reform Programme
REPOA	Research on Poverty Alleviation
RH	Human Resource Management
SPSS	Statistical Package for Social Sciences
TPSC	Tanzania Public Service College

CHAPTER ONE

PROBLEM STATEMENT

1.1 Introduction

This chapter provides a general introduction of the study. It comprises of the following sections: the background of the study, statement of the problem, objectives of the study, research questions, significance of the study and finally the scope of the study.

1.2 Background of the Problem

The public sector reform drive was initiated under several names, one of which is New Public Management (henceforth NPM). These reforms came to existence during the 1980øs in the advanced capitalist nations as a response to the economic crisis (Gregory, 2001). With the glowing number of challenges faced today, there are now, more than ever, increased demands on managers and all other staff members to achieve higher levels of efficiency and productivity. The continuously changing nature of most public services today and the higher expectations from the general public have increased pressure on public servants to re-evaluate their contributions in their work places and the way in which they work. The introduction of performance management systems has been one of the strategies adopted to meet this challenge (Mgoma, 2010).

Performance management system are amongst the most important human resource practices and also continue to be the subject of interest and importance to human resource subject both in theory and practice. Performance management is vital for survival and profitability of the firm in the market place. High performing employees

contribute to the superior performance giving the firm they work a competitive advantage and their extra effort provide the firm with distinctive capability. In the public service also performance management has become a popular subject. The pressure to maximize result and quality in Public Service in most countries in the world has resulted to the adoption of NPM principles which bear a resemblance to many management techniques from the private sector.

Under NPM, public institutions like private institutions are required to justify their spending on productive resources in a transparent and measurable way. In NPM performance management is an overarching focus. The use of performance management tools is frequently recommended by the literature in the field of management (Davis and Albright, 2004; Armstrong, 2009; Panda, 2011; Hildebrand, 2007; Buchner 2007). Government at all levels in Tanzania, similar to other public sector organizations in the World, has been going through prolonged and dramatic system changes that institute performance culture. These include socio-economic and legal changes that call for doing things differently compared to the past.

Tanzania has undertaken considerable reforms in managing public sector in the shape of NPM. Among other things, performance management constitutes the core focus of Tanzanian's public service reform agenda (Bana, 2009). The Public Service Reform Program (henceforth PSRP) introduced by Tanzanian Government in 2000 aimed at improving public service delivery and policy management. In fact, every public organization is required to introduce performance management system so as to improve efficiency and effectiveness of its service delivery and to ensure that value for money is achieved (Bana, 2009; Sulle, 2014; Rugumyamheto, 2005).

The cradle of Performance Management in Tanzania Public Service is the reform agenda. Since 1961 when Tanzania attained its political independence, the government took deliberate actions to reform the civil or public service in order to spearhead development in the economic and social spheres to respond to the expectations of the people. The public service was viewed as a strong arm of the government as well as engine for growth and development and was expected to ensure that the war against three development enemies was executed to a successful end (Bana, 2009).

According to Rugumyamheto (2005) Tanzanian government's actions to reform the civil/public service in Tanzania since independence can be grouped into four phases, first is the period following the independence in 1962 to 1970, second is the ÷decentralizationøø phase in 1972 to 1984, third is the structural adjustment civil service reform phase in 1987 to 1999 and last is the fourth and current public service reform program phase which started in the year 2000.

Performance management elements entered in the reform agenda in 2000 when the government launched PSRP. According to Bana (2009) performance management constitutes the kernel of Tanzania PSRP which is implemented in ministries, independent departments and agencies as well as public sector in its entirety. The PSRP is implemented by the government of Tanzania in order to improve the Ministries, Departments and Agencies (henceforth MDAs) service delivery, policy management and regulatory functions through a more vigorous and rigorous public service. Performance management in Tanzania is geared at improving the efficiency and effectiveness in public service delivery, consequently ensuring value for money.

Performance management system is one of the reform initiative that provide a means to improve the effectiveness of the MDAs by linking and aligning individual, team and the public service objectives and results (Bana, ibid). Performance management in Tanzanian public service is supported by public service management and employment policy of 1999 as revised in 2008 and the Public Service Act No. 8 of 2002. These two instruments facilitate the institutionalization of performance management system in the public sector for example the policy stipulated clearly the need for performance and result oriented management philosophy in the public service. The Act also provides an enabling legal framework for managing performance in the public service.

The public service reform program introduced a number of processes, tools and mechanisms in order to facilitate the institutionalization of performance management system. The specific tools include strategic and operational planning, client service charters, service delivery surveys, self-assessment programmes, performance budgets, the introduction of Open Performance Review and Appraisal System (henceforth OPRAS) and Comprehensive Monitoring and Evaluation System (henceforth CMES) (Bana, 2005). For the purpose of this study only OPRAS will be the aspect of focus.

OPRAS was introduced in 2004. The tool aligns the objectives of the individual officer with that of the department/unit to the objectives of the organization. It is used in all public organizations. The OPRAS replaced the Closed Annual Confidential Report System (henceforth CACRS) which was used before in order to assess the performance of employees in the public service institutions (Bana, 2005).

The CACRS was limited and largely generated one side information on the performance of employees in the public service. OPRAS, on the contrary, provide an opportunity to public servants and their managers to develop personal objectives based on strategic planning process and the organizations respective service delivery targets. In developing individual performance objectives both the appraisee and the appraiser have to agree on performance objectives, targets criteria and required resources. Also there must be mid-year review which is important in order to keep track of employee's performance progress.

Public service legislation made OPRAS as mandatory to all MDAs. Local governments as a part of public service have come under increasing pressure to modernize, improve overall performance and service delivery, cost reduction, competition and increase accountability to their stake holders (Guthrie and English, 1997). Local governments, because they are closest to the citizens and because of what they do are tangible, have long standing interest in demonstrating the value of their programs and service they offer. Therefore, it is important to understand how performance management activities specifically OPRAS has been developed and used by Local Government Authorities (henceforth LGAs) in Tanzania. The extent to which local governments have experienced success and challenges is the key issue of this study. This enables for conclusion to be drawn as to what could be done for improving the performance management and appraisals in these LGAs.

1.3 Statement of the Problem

Following the adoption of the decentralization by devolution (D-by-D) policy by the Tanzanian government; local governments are now envisaged to become the main

service provider in the restructured public sector. They are responsible for major functions in the sectors of health, education, water, roads and agriculture (REPOA, 2008). Again, in the present movement towards poverty reduction and the attainment of sustainable social and economic development local government is the centre of importance. In order to ensure that local governments achieve their goals, like any other organizations, performance management is a sensitive and imperative component of success (Guest, 1999; Armstrong, 2000; Macky & Johnson, 2000; Stevers & Joyce, 2000). This is because their performances depend on the effective utilization of human resources and how well are integrated into organization¢s plans and objectives.

It is in the above context that, the government of Tanzania introduced OPRAS in all MDAs, Regional secretariats and LGAs to enable proper and more effective use of human capital (PO-PSM, 2011). The tool (OPRAS) replaced the old performance management system. The tool hoped to bring accountability and effectiveness in public service delivery. However, comprehensive literature review indicates that there is a rising doubts about the implementation efforts of OPRAS. If these doubts are true, it is not hard to conclude that OPRAS in Tanzania may not bring about the intended results as expected.

Moreover, a heuristic review of the literature uncovered very few published studies on the implementation of OPRAS in Tanzania (and Iramba District Council (IDC) in particular), but even the quick review of the available studies expose the overriding focus on the implementation in MDAs. This study departs from that direction and appeals to evaluate the utilization of OPRAS in LGAs in Tanzania to see whether

OPRAS as currently used in LGAs is adequate for improving employees' performance. The extent to which local governments have experienced success and challenges is the key issue of this study.

1.4 Objectives of the Study

1.4.1   General Objective

The general objective of the study is to evaluate whether OPRAS as currently used in Tanzania public service is adequate for improving employees' performance.

1.4.2   Specific Objectives

The study was guided by the following specific objectives:

1. To analyze the relationship between OPRAS and Performance at IDC

2. To examine the integration between OPRAS with other HR systems specifically reward and employees' development in IDC; and

3. To examine the challenges which managers in IDC face in implementing OPRAS.

1.5 Research Questions

This study is guided by the following research questions:

1.5.1   General Research Question

Does OPRAS as currently used in IDC is adequate for improving Employee's Performance?

1.5.2   Specific Research Questions

i.   Is OPRAS an adequate tool for improving employees' performance in IDC?

ii.   Has OPRAS been integrated with other HR systems specifically reward and

employeesødevelopment in IDC?

iii.   What are the challenges which managers in IDC face when implementing OPRAS?

1.6 Significance of the Study

This study is significant in the following ways: first, this study will help IDC in implementing the most appropriate and effective performance management system. Both employees and supervisors will be made to understand the role they need to play in order to achieve the organizational objectives. Second, the study will benefit the higher learning institutions through contributions to the body of knowledge with regards to performance management initiatives. It will also form the basis for further studies in performance management initiatives and how they may affect work performance. Lastly, the study will also benefit human resource practitioners and managers from other LGAs, regional secretariats and MDAs through provision of information that will assist them in understanding their roles in improving performance management initiatives.

1.7 Scope of the Study

The study concentrates to evaluate whether OPRAS as currently used in Tanzania public service is adequate for improving employeesø performance. In order to achieve this, IDC is selected and used as a case study where the OPRAS implementation process is evaluated. The study relies mostly on the information provided by supervisors and employees in IDC. The choice of IDC is based on the fact that it is one of the LGAs found in Tanzania, and that it is assumed to be similar to other LGAs.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviewed both theoretical and empirical literature related to the study. It comprised approaches related to the performance appraisals at working place. It defined some of the basic concepts used in performance management, OPRAS its objectives and its features. The link between performance management and other HR systems is also a part of this chapter. It further discussed findings of related researches and the knowledge gap covered by this study.

2.2 Theoretical Literature

2.2.1   Performance Management and Performance Appraisal: Understanding the Concepts

Performance management has become a focus of discussion in the management literature today.   According to Armstrong (2009) performance management is a means of getting better results by understanding and managing performance within an agreed framework of planned goals, standards and competency requirements. The ultimate objective of performance management process is to align individual performance with the organizational performance; the process of performance management should signal employees about the organization's goals, priorities and expectations and how well they are contributing to them. Any performance management system should aim to develop the capacity of the people to meet and exceed expectations and achieve their full potentials to the benefit of themselves, the organization and the society in general.

It is difficult to trace the true antecedent of formal performance management appraisal but it seems that the performance appraisals of workers on annual basis began with the advent of industrial revolution in the late of 18th century (Kohli, 2008 in Panda, 2011). The basic purpose was to assess the productivity of workers. The rating of performance was introduced in the 1920s. The focus of appraisal changed to assessing the personality traits of workers after the Hawthorne studies. This brought a merit rating method for assessing performance.

However, this method came under severe criticism as it focused more on the personality traits. Moreover, trait measures were subjective and dubious in predicting the outcome of employees (Napier & Latham, 1986 in Panda, 2011). From there Management by Objective (henceforth MBO) approach as advocated by Peter Druncker (1956) gained popularity in the management field. However, its being too much subjective and inconsistency made it an approach that is limited to performance management.

For the first time the phrase of performance management was used by Beer and Ruth (1976) (Kohli, 2008 cited in Panda, 2011). The concept has been the most significant development in the field of Human Resource Management (HRM) in recent time. The emphasis has been shifting from controlling, commanding and vigilant system to commitment based system. According to Armstrong and Angela (2005) performance management is a process which contributes to the effective management of individuals and teams in order to achieve high levels of organizational performance. The process of managing performance is similar to the models used to manage performance at the organizational level (Selden *et al*, 2011).

They further argued that the process starts at the top of the organization with management developing a performance management policy. Managers primarily control performance by influencing inputs and by the feedback provided.

Performance management should be a planned process of which the five primary elements are agreements, measurement, positive reinforcement and dialogue. It is concerned with measuring outcomes in the shape of delivered performance compared with expectations expressed as objectives. In this respect, it focuses on targets, standards and performance measures or indicators. It is based on the agreement of role requirements, objectives, performance improvements and personal development plans. It provides the setting for ongoing dialogue about performance which involves the joint and continuous review of achievements against objectives, requirements and plans. Armstrong (2009) suggests that performance management should be something that that is done for the people and in partnership with them. Selden *et al.* (2011) noted that performance management process is subject to interpretation by individual employees.

2.2.1.1 Performance Appraisal

The term Performance Appraisal (PA) refers to the methods and processes used by organizations to assess the level of performance of their employees. This process usually includes measuring employeesø performance and providing them with feedback regarding the level and quality of their performance (Denisi and Pritchard, 2006). The main goal of the PA in organizations is to improve employee performance. This goal could be achieved through three possible mechanisms: first, the information provided by the PA can be used for administrative decisions linking

the evaluated performance to organizational rewards or punishments such as a pay raise, promotion, or discharge (Cleveland *et al*., 1989). Second, the PA process involves providing performance feedback to the employees who were evaluated, allowing them to adjust their performance strategies to match the desired performance. Lastly, the PA is a process that raises employeesø awareness to the fact that they are being measured. The mere fact of knowing that one is being observed or measured increases performance and fosters cooperative behaviour (Bateson *et al*., 2006).

2.2.2   Performance Appraisal Systems: An Overview

There is evidence in the history of PA that suggests formal performance appraisal began to materialize and be used in the evaluation of work performance as early as in the 20th century from the time of the First World War (Fletcher & Williams, 1992). Initially, PAs were used as a measure to raise morale of the workforce, the assumption was that high morale led to high productivity ó a motion reinforced by Hawthorne studies in 1920s. However, the introduction of PA in the 1920s and 1930s was limited mainly to managers.

In the 1950s the potential usefulness of appraisal as a tool for motivation and development was gradually recognized and the number of companies using PA programs has risen since then (Fletcher and Williams, 1992). Hale and Whitlam (2000) asserted that as with many human resource systems, PA systems evolved out of a perceived requirement to institutionalize and centralize good human resource management practice. The systems were set up in order to support corporate decision-making, particularly for the purposes of salary review and promotion. The

assumption was that line managers concentrated on their line activities and the human resource manager was interested in the people aspects of management. This led to the disempowering of the line manager and the abdication of good people management practices to the human resource department.

In the 1960s, it was recognized that a more systematic approach must be used and hence the introduction and development of a number of PA techniques including the popular technique called the MBO. But, although very logical in design, the system was less successful in practice because it was implemented mechanistically and that objectives were imposed on subordinates from above. Critics to MBO argue that the style was judgmental, and feedback would be given without the right to reply. By the end of 1960s, PA was generally seen as a more participative, problem solving process concentrated on task performance rather than personality (Fletcher and Williams, 1992).

The following decade saw a number of more specific development and an even greater shift towards openness and participation in appraisal, reflecting changes in society as a whole. Belief about the nature of human abilities, theories of motivation, trade union concerns, government legislation and changing social attitudes have all influenced and modified PA process (Fletcher and Williams, ibid). During the 1990s the evident difficulties of assessment and appraisal as isolated activities resulted in growing shift in performance management and the need to link the requirement of business strategy to all employees (Fletcher and William, ibid). Unlike earlier PA systems where the application of the systems were limited to the managers, there were trends to broaden the application of PA systems to employees in most job roles,

and making PA much more than a top-down only process. It is commonly accepted that PA is more effective if an appraisee have more involvement in the review of his own performance (Hale and Whitlam, 2000).

In addition, with the development in upward appraisal, whereby the subordinate actually appraises the performance of the boss, PA has become even more democratized. Some observations on the development of PA practice concluded that the changes that have taken place in the field of PA demonstrate the fact that activities in this area reflect wider changes in societies as a whole. As societies have become more open and less rigid, so has PA. The PA has developed from becoming the sole concern of top management to being something that the appraisees, the trade unions and the government have a say in (Fletcher and Williams, 1992).

2.2.3 Approaches to Performance Appraisal

There are two approaches to PA which are administrative approach (traditional approach) and developmental approach (modern approach). In Administrative approach, making and carrying out employment decisions are the fundamental goals of PAs. Administrative decisions include deciding which employees to promote, which to terminate, which to discipline, which employees to transfer, etc. In administrative approach, PA can be used as a key input for administering a formal organization reward and punishment system.

Administrative approach deals with the following: human resource planning, reward decisions e.g. salary and wages increase, promotions and personnel research (e.g. effectiveness of training programs). While in developmental approach PA

information is intended to be used for developmental purposes, employees receive concrete feedback about their job performance. This serves a valuable function because in order to improve in the future, employees need to know what their weaknesses were in the past and how to correct them. This also enables managers to identify which employees would receive the most benefits from developmental inputs.

Pointing out strengths and weaknesses is a counseling function for the manager, while receiving meaningful feedback and acting upon it is a motivational experience for the employee. In this way, PA serves as a vehicle for personal development. Developmental approach deals with the following: provides employees with feedback on their strengths and weaknesses and how to improve future performance, aids career planning and development, and provides inputs for personal remedial interventions (Fletcher and Williams, 1992).

2.2.4 The Link between PA and other HR Systems

PA which is most concerned with the evaluation of an individualøs job strengths and weaknesses is not carried out in isolation. Rather the process should be integrated and cohere with other human resourcesø functions and processes such as human resources planning, promotion, training and development and rewards management. PAs are of great value to any organization; however, its value will depend on how well the process is integrated with other human resourcesø functions and processes.

2.2.4.1 Performance Appraisals and Human Resource Planning

Human resource planning is used to estimate the future need of human capital that

the firm needs in order to achieve its goals by analyzing current job occupation, turnover, transfers, promotions and retirements (Hasbroek *et al.,* 2008:275). Because managers and supervisors must take decisions concerning promotions, demotions, transfers and layoffs, past PA results are of great importance since they will help to determine which employee is most deserving of a promotion or other desirable job changes (Gomes-Meja *et al.,* 2001:226). Thus, through performance evaluation results, the organization is able to plan for future personnel needs for example which employee will need training or which skill the organization is lacking so as to determine if external recruitment is a solution.

2.2.4.2 Performance Appraisals and Promotions

If promotions are not well administered they will likely lower morale and high turnover. This can be the order of days in an organization which will eventually reduce productivity and increase unnecessary costs. Performance evaluation can be used to increase and improve employeesø performance. An effective PA will also improve employeesø motivation. Thus, when conducting performance evaluations for promotion purposes subjectivity such as halo effect and central tendency should be strictly avoided so that any outcome of the appraisals will be perceived as fair by all employees who will be expecting promotion.

2.2.4.3 Performance Appraisals and Rewards Management

If the organization decides to use metric pay system, which is based on PAøs results then it follows that appraisals must be done and done very well. Even if PAøs results are not used for merit pay purposes, there is a good reason to believe that PAs should be done. The most common decisions based on evaluative objectives concerning

compensation include merit incentives, employeesø bonuses and other increases in pay. Thus, the term merit review or merit evaluation can be found in an organization using PAs to determine pay increase (Grobler *et al.*, 2001:265).

2.2.4.4 Performance Appraisals and Human Resource Training and Development

Employeesø PAs are particularly appropriate for identifying individual training and development needs. After all, an appraisal is proposed to determine how well an individual is performing his or her job. Performance deficiencies can be stemming from the lack of knowledge or skills. This can be appropriately used to identify traditional training needs. While proficiencies in performance are traditionally used to plan employeesø educational activities leading to promotion or other future career moves for individuals.

Carell *et al.* (2001:265) posited that the results of PAs influence decisions about training and development of employees. For them, below average evaluation may signal areas of employeeøs behaviour that may be strengthened through training. Off course it has been argued that not all performance deficiencies may be overcame by training and development. It is therefore the role of managers and supervisors to distinguish problems resulting from the lack of the critical skills or ability from those caused by low morale or some form of job dissatisfaction.

2.2.5   Performance Appraisal: The Experience of Tanzania Public Sector

The cradle of Performance Management (PM) in Tanzania public service is the reform agenda. Since 1961 when Tanzania attained her political independence the

government took deliberate actions to reform the civil (public) service in order to spearhead development in the economic and social spheres to respond to the expectations of the people. The public service was viewed as a strong arm of the government as well as engine for growth and development and was expected to ensure that the war against three development enemies was executed to a successful end (Bana, 2009).

According to Rugumyamheto (2005) Tanzanian government actions to reform the civil/public service in Tanzania since independence can be grouped in to four phases: first is the period following the independence (1962 to 1970), second is the decentralization phase (1972 to 1984), third is the structural adjustment civil service reform phase (1987 to 1999), and last is the fourth and current public service reform program phase which started in the year 2000. PM elements entered in the reform agenda in 2000 when the government launched Public Service Reform Programme (PSRP).

According to Bana, (2009) PM constitutes the kernel of Tanzania PSRP which is implemented in ministries, independent departments and agencies as well as public sector in its entirety. The PSRP is implemented by the government of Tanzania in order to improve the MDAøs service delivery, policy management and regulatory functions through a more vigorous and rigorous public service. PM in Tanzania is geared at improving the efficiency and effectiveness in public service delivery, consequently ensuring value for money. Performance management system is one of the reform initiatives that provide a means to improve the effectiveness of the MDAøs by linking and aligning individual, team and the public service objectives

and results (Bana, ibid).

PM in Tanzanian public service is supported by public service management and employment policy of 1999 and the Public Service Act No. 8 of 2002. These two instruments facilitate the institutionalization of PM system in the public sector, for example the policy stipulated clearly the need for performance and result oriented management philosophy in the public service. The Act also provides an enabling legal framework for managing performance in the public service.

The public service reform programme introduced a number of processes, tools and mechanisms in order to facilitate the institutionalization of PM system. The specific tools include strategic and operational planning, client service charters, service delivery surveys, self-assessment programs, performance budgets, the introduction of OPRAS and CMES (Bana, 2005). OPRAS was introduced in 2004. The tool aligns the objectives of the individual officer with that of the department or unit to the objectives of the organization. It is used in all public organizations.

The OPRAS replaced the CACRS which was used before in order to assess the performance of employees in the public service institutions (Bana, ibid). The CACRS was limited and largely generated one side information on the performance of employees in the public service. OPRAS, on the contrary, provide an opportunity to public servants and their managers to develop personal objectives based on strategic planning process and the organization's respective service delivery targets. In developing individual performance objectives both the appraisee and the appraiser have to agree on performance objectives, targets criteria and required resources. Also

there must be mid-year review which is important in order to keep track of employeesø performance progress. Public service legislation made OPRAS as mandatory to all MDAs. Local governments as part of public service have come under increasing pressure to modernize, to improve overall performance and service delivery, cost reduction, competition and to increase accountability to their stake holders (Guthrie and English, 1997).

The local governments, because they are closest to the citizens and because of what they do are tangible have long standing interest in demonstrating the value of their programs and service they offer. Therefore, it is important to understand how PM activities specifically OPRAS has been developed and used by LGAs in Tanzania. The extent to which local governments have experienced success and challenges will be the key issue of this study. This also allows for conclusion to be drawn as to what could be done for improving the performance management and appraisals in these local government authorities.

2.2.6 OPRAS: Understanding the Concept

The OPRAS was adopted by the Tanzanian government in July 2004. This is a distinguishing tool in the history of human resource management in the Tanzanian public service. OPRAS is one of the major tools critical to the adoption and nurturing of the PM culture in the Public Service (Shitindi and Bana, 2009:12).

The OPRAS is the method through which the expectations of interest to both (employee and the organization) can be met at self-control. With this method, both supervisors and subordinates discuss the goals and objectives which are then communicated and mutually agreed by both parties. Subjectivity is highly

reduced by this tool, while motivation and organization effectiveness is strengthened.

Tom (2004) posited that, in recent years open performance appraisal has been driven more by large scale organizational changes rather than theoretical advances in the study of PA. The advent of downsizing, decentralization and delaying flexibility of the public workforce, the move to team working and the after wave of culture change programs and the new managerial initiatives such as Total Quality Management (henceforth TQM), competence and particular investors in people, have triggered the OPRAS.

This is the tool that aligns objectives of the individual officer with that of the department, division, unit or section to the overall strategy and objective of the organization used in all public service institutions, (PO-PSM, 2006:1). The main goal of OPRAS is to maximize organizational performance through a process of continuous improvement, which entails conducting performance reviews that focus on the future rather than the past (Hartog *et al*., 2004). The OPRAS has different characteristics which distinguish it from other appraisal systems practiced in the past; hence making it more successful and capable performing tool to be pursued by public organizations (Sylvester, 2010).

2.2.7 OPRAS Unique Features

PO-PSM (2006) highlighted the following unique features of OPRAS that can be used to differentiate it from the previous confidential appraisal system: (i) Openness - allows both employee and employer to discuss and agree on the organizational and

individual objectives that are to be achieved during the year openly; (ii) Participation - involves employees in the process of setting objectives, performance targets and criteria as well as determining, assessing and recording performance; (iii) Accountability - individual employees are required to sign annual performance agreements and account for their performance against agreed targets and resources allocated for each activity; (iv) Ownership - shows linkage between individual objectives and the overall organizational objectives in a given period. This helps the employee understand own role and contribution thus creating commitment in achieving organizational goals; and (v) Feedback - employees must be informed about the method and purpose of the PA and also be notified probably orally or writing too about the results of their performance.

2.2.8 Importance of OPRAS

PO-PSM (2006) identified the following benefits of OPRAS to the employee and employer:

(a) To Employee ó (i) Is motivated to perform effectively and continuously to improve performance due to recognition; (ii) Is empowered through resources provided to implement planned and agreed activities; (iii) Is informed of skill gaps and measures for improvement; (iv) Is guided and focused in the execution of duties and responsibilities; (v) Improved working relations with both higher and lower levels; (vi) Improves transparency; and (vii) Enables the employees to know what is expected of them.

(b) To Employer – (i) Is provided with opportunities to re-enforce the organizational objectives; (ii) Is given feedback on the effectiveness or

weaknesses of workplace systems, processes and procedures; (iii) Informed on how to make merit based decisions on rewards and sanctions; (iv) Informed on staff developmental needs and human resources planning; (v) Improved working relations in an organization; and (vi) Assisted to confirm and promote an employee whenever necessary.

2.3 Empirical Literature Review

This part reviews various studies done by other researchers on the topic understudy. It looks at their findings and conclusions so that at the end these are compared with the results of this study in order to analyze the gap for this study. Songstad *et al* (2012) conducted a study which aimed to assess the performance enhancement tools in public health workers.

The study revealed that there is a general reluctance among health workers towards OPRAS as health workers did not see OPRAS as leading them to financial gains nor did it provide feedback on performance. Msemo (2011) reported that Feedback in OPRAS is not used especially in promotions, selection of best performers and capacity building such as training. These are done without any reference to the information available from OPRAS feedback if the employees have weaknesses or not. Also the best performer in the organization is chosen according to the majority vote of employees and not due to the feedback obtained from OPRAS.

The study conducted by Mpanda (2015) revealed that OPRAS has great important features that can be used in the process of identifying employeesø training needs. Despite the government efforts to introduce the systematic procedures in conducting

training, issues of training needs identification are neglected. This state of affairs has continuously led to presence of training which does not reflect the need for job and organization in general in public sectors. Baraka (2015) in his study revealed that results of OPRAS exercises do not necessarily lead to either promotion or salary increase or training opportunities. This has led to employees believe that the exercise is not geared to help employees but rather be used as a weapon by supervisors. The study further asserts that majority of workers believe that OPRAS results have no impact at all to their performance levels.

2.4 The Research Gap

Although there exists various texts and empirical studies on performance appraisals, but most of them are for the central government institutions. Most of the titles are not directed on the influence of PSA on employeeøs performance. However, it is clearly observed that there is a substantial gap that lies between practical orientation of PAs and the literature. This gap exists because researchers target other researchers as their audience rather than organizations. Basing on that reason it can be argued that a research is needed for the comprehensive understanding of OPRAS in Tanzania LGA different from central government institutions. Therefore, the study attempts to address the gap in the literature by exploring the influence of OPRAS on employeesøperformance in Tanzanian LGAs taking IDC as a case study.

2.4.1   Conceptual Framework

PA is believed to be one of the key contributors to the organizational performance. The Properly designed and applied PA system is seen to be a motivator to the employees at work place because employees feel valued through recognition of their

efforts and as well clearly understanding what is expected of them from the organization and how to improve their performance. It is also through PA that management will be able to identify proper incentives for different employees within the organization.

Managers can make correct decision on issues like what pay raise will be satisfactory, what retirement package will be motivating enough, who needs to be trained, kind of training suitable for different employees according to their duties, who to keep and who to layoff as well as what resources and work environment needs to be improved to improve employees¢performance. All these have direct and indirect input to the performance of an individual employee and the organization in general.
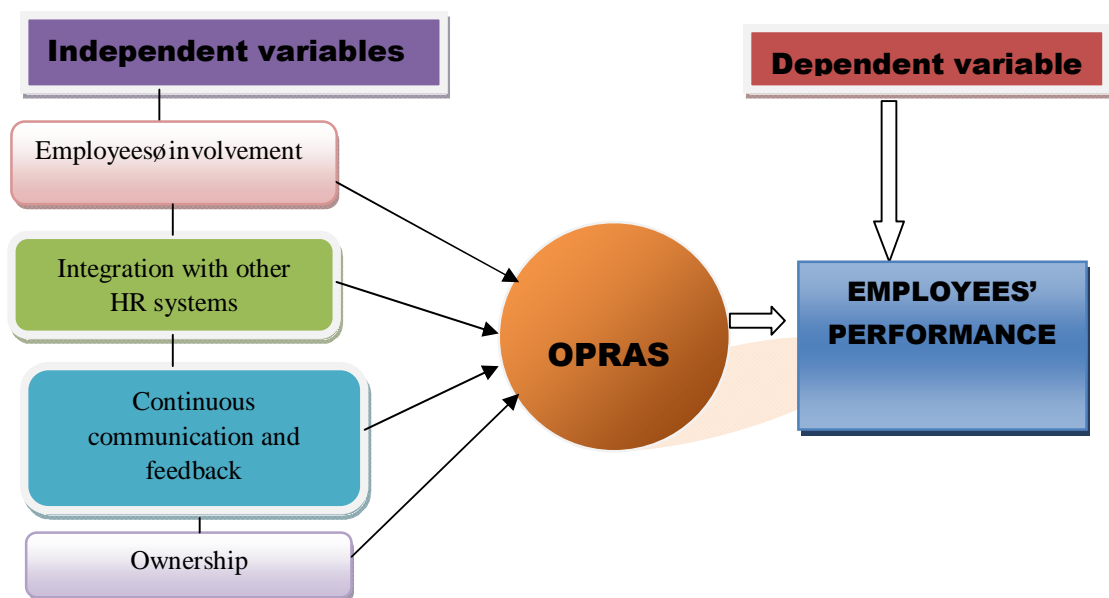
Figure 2.1: Conceptual Framework

Source: Researcher, (2018)

Generally, PAs have a profound impact to the performance of an organization. Organizations will only benefit from the use of PA if it is properly designed and carried out and decisions basing on it are made appropriately.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter highlights the methods and techniques that were used in the whole process of data collection and data analysis. It tells the tools and ways in which the data were collected and analyzed as well as the sampling techniques. The chapter comprises of eight sections namely, the study area, research design, data types and sources, sampling design, sampling frame, sampling procedure, sample size, data collection methods and data analysis methods.

3.2 Research Design

According to Aaker *et al.,* (2012) a research design is a detailed blue print used to guide a research study towards its objectives. It is a conceptual structure within which research is conducted; it constitutes the blue print for the collection, measurement analysis and interpretation of data. In this study, a case study design was adopted. Aaker *et al.,* (ibid) defined a case study as a comprehensive description and analysis of a single situation. In addition, the case study approach place emphasis on a fully contextual analysis of fewer events or conditions and their interactions (Cooper and Schindler, 2003).

This study design was adopted because it brings the inner sights and it enables the researcher to make a comprehensive inquiry into the nature of the phenomenon. Also, using this type of research design facilitates generalization to other cases not covered by this study and creates a base for replication of the study using large sample of cases. Moreover, case study designs allow various data collection methods

to be employed such as interview and questionnaire so as to come up with the data required to answer the research objectives and thus validate the generalization at the end.

The study also used both qualitative and quantitative design. A qualitative research design is a method used to find out how people feel or what people think about a particular subject or institution, where quantitative research design is based much on the measurements of quantity or amount (Kothari, 2004). Hence, quantitative research design was used in calculating simple percentage and number of respondents. Therefore this is a mixed research design which use both qualitative and quantitative.

3.3 Study Area

This study was conducted in Iramba District Council (IDC) in Singida Region; more specifically the study was conducted in IDC Head office and Kiomboi ward. IDC was selected as a focal point of this study because it one of the old local government authority in Singida Region and have been practicing performance appraisal for many years therefore it was easy to collect reliable information relating to performance management. Iramba is one of the five (5) districts of the Singida Region of Tanzania. The population of Iramba is 236,282 (Tanzania National Census, 2012). The main economic activity of residents of the district is agriculture, with some livestock keeping.

3.4 Target Population, Sample Size and Sampling Techniques

3.4.1 Targeted Population

The targeted population of the study was employees of IDC at its head office

(Kiomboi). The council has the total number of 98 employees working at its head office. The questionnaires employees who were present in their offices at the time of the survey were conducted. This comprised heads of departments, administrative and technical staffs in different departments. This is because the researcher intended to have a clear picture, by meeting all kinds of employees, on how OPRAS is implemented and its influence on employeesø performance. The number of employees completed the questionnaires were 80, leading to a response rate of 93.8%.

3.4.2 Sample Size

A sample is defined as a segment of population in which the researcher is interested in gaining information and drawing conclusion (Kombo & Tromp, 2006). A total sample of 80 respondents was identified and studied which constitute about 81% of the entire employees of the IDC at its HQ.

3.4.3 Sampling Techniques

Sampling is a set of act, process or technique of selecting a suitable sample or a representative part of a population for the purpose of determining parameters of characteristics of the whole population (Kathori, 2004). It is a process of selecting a number of individuals or objects from a population such that the selected group contains elements representative of the characteristics found in the entire group (Kombo & Tromp, 2006). In this study, the researcher employed both probability sampling and non-probability sampling techniques. The heads of departments were purposively selected due to their position while other employees were randomly selected. The employeesø register was used as study sampling frame.

3.5 Data Sources and Data Collection Techniques

There are several data collection tools in research atmosphere (Kathori, 2004; Kombo, 2006). In this study, both primary and secondary data were collected. The following below are data collection tools that were employed in this study.

3.5.1 Questionnaire

A questionnaire consists of a number of questions printed or typed in a definite order on a form or set of forms. (Kothari, 2004). Data were obtained through a set of questionnaires that were drawn up to meet the objectives of the study. A set of questions were designed in which the respondents were required to fill in the answers. The key factor in the constructions of questionnaire was to get data based on the objectives of the study. Properly constructed questionnaires in English language (as attached in the appendix I) were prepared and administered to respondents who were the employees of IDC. The method is appropriate because it is very wide and informative. (Krishnaswami, 2002). Also the method provided respondents an adequate time to give well thought out answers, furthermore respondents, who were not easily approachable because of their tight schedule were, reached conveniently.

3.5.2 Interview

The interview method of collecting data involves presentation of oral-verbal stimuli and reply interms of oral-verbal responses (Kothari, 2004). The face to face interview also was conducted with officers working in IDC. An interview was used to collect qualitative data which could not be collected by questionnaires. Furthermore, the study needed a deep explanation on some matters with relation to

research problem.

Yeasmin & Rahman (2012) emphasize the use of triangulation research method as it helps in curbing the weakness of each method. This is agreed by Brannen (1992) who put forth that, in research, it is always advised to use more than one tool of data collection so that to improve quality and reliability of collected data. The same view is shared by Saunders *et al.,* (2012) who emphasize on triangulation, which requires studies not to rely on a single method of data collection; rather they should apply different methods of data collection as a means of making results more valid.

3.5.3 Documentary Review

Documentary review refers to the analysis of documents that contain information about the phenomenon we wish to study (Bailey 1994). Documentary review is a suitable method for collecting data from secondary sources that consist of statistical statements, and other reports whose data was used by the study. Krishnaswami (2002) defines secondary data as a data which have been collected and compiled for another purpose. It consists of readily available documents and already compiled statistical statements and reports whose data may be used by researchers for their studies. The use of secondary data is expected to raise the validity and reliability of the study. The secondary sources used in this research include journals, reports, books, documentations, and various sources from the Internet.

3.6 Management and Data Analysis

3.6.1   Data Management

Data entry and checking was very important so that to include only what relates to

the study while ignoring those not required. This included checking the data for internal consistency, completeness, miscoded responses, and coding some open-ended questions.

3.6.2 Data Analysis

3.6.2.1 Quantitative Analysis

The data was analysed by using quantitative approach and using descriptive statistics. Quantitative data from the questionnaires was analysed by using the Statistical Package for Social Science (SPSS) software to determine the descriptive statistics such as percentages, mean, standard deviation and frequencies of study variables. The spearman correlation analysis was also used to compare the variables and hence drawing the conclusion and recommendations for the studied problem.

3.6.2.2 Qualitative Analysis

Qualitative data was summarized, categorised in order to create the theme, and then the researcher showed the relationship between various themes identified. Implications for policy or practice was derived from the interpretation sought of puzzling findings from previous studies.

3.6.2.3 Data Presentation

The quantitative data was presented in descriptive forms such as graphs, charts supported by mean, tables, frequency distributions and percentages. While on the other hand, qualitative data was presented in words. Moreover, Microsoft Excel was used to compare the variables and hence enabling the drawing of conclusion and recommendations for the studied problem.

3.7 Validity

Validity is concerned with whether the research findings are really about what they appear to be about (Saunders *et al*., 2007). In this study, validity addresses whether the research explains or evaluates what the researcher intended to explain or evaluate. To address the issue of validity, the researcher conducted a pilot study to make sure that the tools for data collection yield valid information. Furthermore, in order to ensure validity the researcher presented the questionnaires and interview questions to his supervisor and small sample to check on the correctness of the wording, whether the questions measure what they were supposed to measure and if there were any biasness. From the pilot study improvements were made and then the tools were used for data collection.

3.8 Reliability

Reliability refers to the extent to which data collection techniques or analysis procedures yield consistent findings (Saunders *et al.*, 2007). It is a measure which address how accurate your research methods and techniques produce data. To ensure reliability of the data, triangulation techniques were employed. According to Brannen (1992) and Saunders *et al*., (2007) triangulation refers to the use of different data collection techniques within one study in order to ensure that the data are telling what they are supposed to tell. So, in order to reduce bias and achieve data reliability, the study used multiple data collection methods namely interviews, questionnaires and documentary review.

3.9 Ethical Issues

The researcher is really aware of the research ethics and therefore he is ready to

conduct his study by adhering to the research ethics. Openness, honesty and confidentiality were highly observed during the study more particularly during data collection. Furthermore, the researcher accepts individual responsibility for the conduct or consequences of this study.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND DISCUSSION OF FINDINGS

4.1 Introduction

This chapter presents the analysis and discussion of findings of the study. The data collected through questionnaire, interview and documentary review are presented, analyzed and discussed in a brief and organized way. Among the distributed questionnaires, 80 of 87 questionnaires were collected; making 92% of the response rate. However, the remaining 7 (8%) questionnaires were not returned. In order to increase the validity of the information obtained, the researcher conducted interviews with the heads of departments. The reason for using interview is to have clear information and to triangulate the data gathered through questionnaire. To be more coherent, the analysis and discussion of the results are provided together based on specific objectives guiding this study.

4.2 Demographic Characteristics of Respondents

In social science research, personal characteristics of the respondents have a significant role to play in expressing and giving the responses about the problem understudy. Keeping this in mind, in this study, a set of personal characteristics namely gender, age, level of education, years of experience and category of respondents in terms of position of 80 respondents have been examined and presented in this section. The percentages of distinctiveness of each variable were based on the total number of respondents.

4.2.1   Distribution of Respondents by Gender

The variable gender was investigated in the study. The data in Table 1, which is on

the gender of respondents, show that 54 (67.5%) of all respondents were male and the remaining 26 (32.5%) were female. These 80 respondents, as said previously, included staffs working in different departments, sections, and units in IDC. This implies that IDC has more male workers than female workers.

Table 4.1: Distribution of Respondents by Gender

	Gender	Frequency	Percent
	Male	54	67.5
	Female	26	32.5
Total		80	100.0

Source: Field Survey (2018)

4.2.2 Distribution of Respondents by Age

Regarding the age groups of respondents, the findings in Table 4.2 show that majority of the respondents, that is, 40 (50%) falls within the age group of 30-39 years, whereas the age groups of 20-29 years and 40-49 years accounted for 26 (32.4%) and 11 (13.8%) respectively. Moreover, the respondents of age group 50-59 years had the least number of respondents, 3 (3.8%). This implies that IDC has more young, energetic and productive manpower that can transform the mission and vision of the council into reality.

Table 4.2: Distribution of Respondents by Age

	Age range	Frequency	Percent
	20-29	26	32.4
	30-39	40	50
	40-49	11	13.8
	50-59	3	3.8
Total		80	100

Source: Field survey (2018)

4.2.3 Respondents' Distribution by Level of Education

Education is one of the most important characteristics that might affect the person's attitude and the way of looking and understanding any particular social phenomenon. With this in mind, it was, therefore, imperative to know the education background of the respondents in IDC. The data in Table 4.3 show that majority of respondents (staffs) 68 (78.8%) were graduates, 9 (11.3%) had postgraduate diploma, 6 (7.3%) had certificates, whereas 1 (1.3%) and 1 (1.3%) had primary education and master degree respectively. The fact that all the respondents had education of varied levels, it is believed that they can easily understand the questionnaire as designed by the study.

Table 4.3: Respondents' Distribution by level of Education

	Level of Education	Frequency	Percent
	Primary education	1	1.3
	Certificates	6	7.5
	Bachelor degree	63	78.8
	Postgraduate diploma	9	11.3
	Master degree	1	1.3
	Total	80	100.0

Source: Field survey (2018)

4.2.4 Respondents' Distribution by Work Experience in the Public Service

The study intended to extract information on the years of experience in the public service among respondents. The respondents were provided with the questionnaire item which requires them to state the number of years they have worked in the public service. The question was set intentionally in order to extract information especially on the number of years respondents have been involved in the implementation of OPRAS.

The findings in Table 4.4 reveal that a large portion of all the respondents 37 (46.3%) fall within the range of 5-10 years of experience in the public service, 28 (35.0%) fall within the range of less than 5 years of experience, 9 (11.3%) had experience of 10-15 years while 6 (7.5%) had experience of above 15 years. This combination of respondents was good enough in finding the accurate information regarding the implementation of OPRAS. This is because majority of the respondents had 1 to 10 years of experience in the Tanzanian public service, which is more than 2 to 3 years from when OPRAS was fully executed. This gave the respondents an opportunity to reflect their opinions on the system.

Table 4.4: Respondents' Distribution by Work Experience

	Work experience	Frequency	Percent
	Less than 5 years	28	35.0
	Between 5 and 10 years	37	46.3
	Between 10 and 15 years	9	11.3
	Above 15 years	6	7.5
	Total	80	100

Source: Field survey (2018)

In general, the information regarding the distribution of demographic characteristics of respondents indicates that the study was represented by those who are qualified in understanding the questionnaire as well as the subject matter. Most of them were at their younger age which helped them to express their true feelings. They also had an experience of more than 3 to 5 years in the public service; this enabled them to understand the practice of OPRAS. As a result, it is the researcher belief that the study is well represented by relevant respondents in terms of their opinions; this assures the study of the accurate data.

4.3 Review whether OPRAS as used in Iramba District Council is Adequate for Improving Employees' Performance at Present

One of the objectives of this study was to review whether the OPRAS as currently used in IDC is adequate for improving employeesø performance. Therefore, in order to gather data for this objective respondents were presented with statements and required to show their level of agreement and disagreement. The statements and the findings (see Table 4.5) are presented as follows:

The first statement presented to respondents was related to their awareness of the organization goals. The findings reveal that the largest portion 29 (36.3%) were neutral about their awareness of the organization goals, 25 (31.3%) were satisfied, 14 (17.5%) were highly satisfied, 9 (11.3%) were highly dissatisfied and the remaining 3 (3.8%) were dissatisfied. Moreover, during interview it was also revealed that majority of respondents were neutral about their awareness of the strategic objectives of the organization. Since majority of respondents were neutral and many were not satisfied with their awareness of the organization goals, this is not good at all. This is because the objectives of OPRAS should be directly derived from the strategic goals of the organization. Hence, for effective utilization of OPRAS as a means to improve performance every individual employee should be aware of the direction that the organization is going to. This lack of awareness about the organization goals might be due to communication gap in the council as a whole or due to communication gap at departmental level.

On respondentsø knowledge about what is required of them in their jobs, the findings indicate that majority 38 (47.5%) of respondents were satisfied with their

knowledge, 25 (31.3) were highly satisfied, 10 (12.8%) were neutral and 7 (8.8%) were dissatisfied. The interviews results also indicated that majority of participants agreed that they had knowledge of what is required of them from their jobs. However, few of them showed significant disappointments about their awareness of what is required of them from their jobs.

The implication of these findings is that majority of them are clear on the contribution they have to make to their work units and organization as a whole, with the exception of the 20% of respondents who are unaware of what is required of them in their jobs. Consequently, this has impacts on performance in their work units and the organization as a whole due to their awareness or ignorance of what is expected from them. Concerning the knowledge of respondents about performance standards, the data show that the large portion 40 (50%) of respondents agreed that they know about performance standards, 18 (22.5%) were neutral, 17 (21.3%) were highly satisfied, 3 (3.8%) were dissatisfied and the remaining 2 (2.5%) were highly dissatisfied with their knowledge about performance standards.

Moreover, there was a significant positive correlation between results from questionnaires and interviews. This shows that respondents have positive knowledge towards the performance standards. However, about 27% of respondents were either neutral or dissatisfied with their knowledge about performance standards; this is not a good indicator since employees in organizations should exactly know about the performance standards. Furthermore, respondents were also asked about their level of agreement on the contribution of OPRAS in developing key competencies among employees. The results shows that of all the respondents, 24 (30.0%) were

dissatisfied, 23 (28.8%) were satisfied and 18 (22.8%) were neutral. In addition, 13 (16.3%) of the respondents were highly satisfied and the remaining 2 (2.5%) were highly dissatisfied with the contribution of OPRAS in developing key competencies among employees. This implies that OPRAS as a tool of managing performance in the Tanzanian public service as currently used at IDC do not contribute much to the development of key competencies among employees.

The other question which was presented to the respondents was about their opinions whether they feel part of the decision making process. This was purposely asked due to the reason that OPRAS provides an opportunity for the employees and managers to plan for the goals and the means to achieve them. The findings indicate that 26 (32.5%) of the respondents were neutral, 23 (28.8%) were satisfied, 11 (13.8%) were highly dissatisfied, whereas 8 (10.0%) were dissatisfied and 12 (15.0%) were dissatisfied and highly satisfied. Moreover, the results from the interview also indicated the same that employees are not happy with their level of participation in the decision making process.

The fact that majority of respondents have negative feeling regarding their participation in the decision making process implies most decisions are made by officers in the top positions, hence limiting other workersø participation in the decision making process contrary to OPRAS requirements. OPRAS, as a tool of managing performance, requires supervisors and employees to jointly decide upon the objectives and the ways to achieve them. In addition, respondents were asked to provide their opinions regarding their feeling of commitment towards OPRAS goals. The findings reveal that of all the respondents, 26 (32.5%) were satisfied with their

commitment towards OPRAS goals, 22 (27.5%) were neither satisfied nor dissatisfied (neutral), 14 (17.5%) were highly satisfied, 11 (13.8%) were highly dissatisfied while 7 (8.8%) were satisfied. This generally implies that majority of respondents were not satisfied with their commitments towards OPRAS goals. This is not a good indicator since the success of OPRAS depends much on how well individual employees are committed to the OPRAS goals in order to successful achieve personal goals and that of the organization as a whole.

Table 4.5: Review whether OPRAS as used in Iramba District Council is Adequate for improving Employees' Performance at Present

No		HD		D		N		S		HS		Mean	SD
		F	%	F	%	F	%	F	%	F	%		
1	I am aware of the organization goals	9	11.3	3	3.8	29	36.3	25	31.3	14	17.5	3.4	1.165
2	I know what is required of me in my job	0	0	7	8.8	10	12.5	38	47.5	25	31.3	4.01	.893
3	I know what my performance standards are	2	2.5	3	3.8	18	22.5	40	50.0	17	21.3	3.84	.892
4	I have developed key competences	2	2.5	24	30.0	18	22.5	23	28.8	13	16.3	3.26	1.133
5	I feel part of decision making process	11	13.8	8	10.0	26	32.5	23	28.8	12	15.0	3.21	1.229
6	I feel committed with the goals from OPRAS	11	13.8	7	8.8	22	27.5	26	32.5	14	17.5	3.31	1.259
7	I think OPRAS inspires me to exercise my rights	21	26.3	23	28.8	21	26.3	11	13.8	4	5.0	3.31	.259
8	I am always getting feedback from my supervisor	31	38.8	20	25.0	21	26.3	3	3.8	5	6.3	2.43	1.167
9	I believe OPRAS helps me to set and achieve meaningful objectives	13	16.3	24	30.0	21	26.3	17	21.3	5	6.3	2.71	1.160
10	In general I found OPRAS as currently used in IDC a useful tool to enhance my performance	17	21.3	24	30.0	19	23.8	12	15.0	8	10.0	2.63	1.257

HD=highly dissatisfied, D=Dissatisfied, N= Neutral, S=Satisfied, HS=highly satisfied and
SD=   Standard   deviation

The other question was on how well OPRAS inspires employees to exercise their rights. The results show that majority of respondents 23 (28.8%) were dissatisfied with the way OPRAS inspires employees to exercise their rights, 21 (26.3%) were highly dissatisfied, 21 (26.3%) were neutral, 11 (13.8%) were satisfied and 4 (5.0%) were highly satisfied. The implication of these results is that majority of respondents do not agree that OPRAS as currently used at IDC inspires them to exercise their rights. The respondents were also asked to provide their opinions regarding their frequency of receiving feedback from their supervisors. The results are as follows: 31 (38.8%) of respondents were highly dissatisfied, 21 (26.3%) were neutral, 20 (25%) were dissatisfied, whereas 5 (6.3%) were highly satisfied while the remaining 3 (3.8%) were satisfied. This implies that almost more than 70% of all respondents do not agree with the statement that they always receive feedback from their supervisors. This is against the tool itself since it requires supervisors to provide regular feedback to their employees.

In question 9, respondents were asked to provide their opinions whether OPRAS helps them to set and achieve meaningful objectives. The results indicates that 24 (30.0%) of respondents were dissatisfied with the statement, 21 (26.3%) were neutral, 17 (21.3%) were satisfied, 13 (16.3%) were highly dissatisfied and 5 (6.3%) were highly satisfied. This means that OPRAS do not help employees to set and achieve meaningful goals in the study area, IDC.

The last question in this section, respondents were asked to prove their level of agreement and disagreement with the statement whether OPRAS as currently used in IDC is a useful tool to enhance employeesø performance. The results indicate that 24

(30.0%) of respondents were dissatisfied with the statement, 19 (23.8%) were neutral, 17 (21.3%) were highly dissatisfied, 12 (15.0%) were satisfied and 8 (10.0%) were highly dissatisfied. Additionally, results from interviews also revealed the same trend. This implies that employees do not consider OPRAS as currently used in IDC a useful tool to enhance employeesø performance.

The most obvious finding to emerge from the analysis is that, OPRAS as currently used in IDC is not an adequate tool to improve employeesø performance. This study supports evidence from previous explanations (e.g. Abdallah, 2013; Sendoro, 2013 and Dickson, 2013). This is contrary to the purpose of introducing OPRAS by the government of Tanzania in 2004. As a distinctive tool in the history of HRM in the Tanzania public service, OPRAS was geared towards improving efficiency and effectiveness in public service delivery, consequently ensuring value for money.

4.4 The Integration between OPRAS with other HR Systems Specifically Reward and Employee's Development at IDC

In order to be effective, OPRAS as a tool of managing performance in the public service should be linked with other HR systems. With this in mind, the study tried to assess employeesø opinions regarding the integration of OPRAS and other HR systems specifically training, development and rewards management. The responses were analyzed as follows:

Table 4.6: The Integration between OPRAS with other HR Systems Specifically Reward and Employee's Development at Iramba District Council

No		HD		D		N		S		HS		Mean	SD
		F	%	F	%	F	%	F	%	F	%		
1	I believe OPRAS clearly separate performers from non performers	13	16.3	23	28.8	12	15.0	22	27.5	10	12.5	2.91	1.314
2	Planning for my competence development is done during review process	10	12.5	10	12.5	30	37.5	22	27.5	8	10.0	3.10	1.143
3	My performance standards that are not currently met are identified as development areas for me	18	22.5	12	15.0	30	37.5	13	16.3	7	8.8	2.74	1.230
4	My performance data from OPRAS reviews are directly linked to incentives	21	26.3	26	32.5	12	15.0	17	21.3	4	5.0	2.46	1.232
5	I believe my recent promotion was based from my performance data from previous performance results	23	28.8	16	20.0	11	13.8	23	28.8	7	8.8	2.69	1.383

HD=highly dissatisfied, D=Dissatisfied, N= Neutral, S=Satisfied, HS=highly satisfied, SD= Standard deviation and F= frequency
Source: Field survey, (2018)

On the first question, respondents were asked about the effectiveness of OPRAS in separating performers from non performers in IDC.

Results indicate that 23(28.8%) of respondents were dissatisfied with the effectiveness of OPRAS in separating performers from non

performers, 22 (27.5%) satisfied, 13 (16.3%) were highly dissatisfied, whereas 12 (15.0%) were neutral and 10 (12.5%) were highly satisfied. The results from interviews also indicated that majority participants doubted the capacity of OPRAS as currently used at IDC to separate performers from non performers.

In question 2 and 3, respondents were asked to provide their opinions regarding the integration between OPRAS and training and development. The results of question 2 indicates that majority of respondents 30 (37.5%) were neutral, 22 (27.5%) were satisfied, 10 (12.5%) were dissatisfied, 10 (12.5%) were highly dissatisfied and 8 (10.0%) were highly. Besides, question 3 required respondents to provide their opinions whether the performance standards that are not currently met are identified as development areas for employees.

The results on this question indicate that majority of respondents 30 (37.5%) were neutral, 18 (22.5%) were highly dissatisfied, 12 (15.0%) were dissatisfied, 13 (16.3%) were satisfied and 7 (8.8%) were dissatisfied. Furthermore, analysis from interviews also indicates that majority of participants) stated that results from OPRAS reviews are not linked with the training and development decisions. This is contrary with the management literature which requires performance management results to provide a base for decisions relating to training and development.

In question 4 and 5 in this section, respondents were asked to provide their opinions whether OPRAS as a tool of managing performance have been linked with rewards. In question 4 respondents were asked to provide their opinions whether their performance standards that are currently not met are identified as development areas.

The findings show that majority respondents 26 (32.5%) were dissatisfied, 21 (26.3%) were highly dissatisfied, 12 (15.0%) were neutral, 17 (21.3were satisfied and 4(5.0%) were highly satisfied. Furthermore, in question 5 respondents were asked to provide their opinions whether the decision for promotion is based on the performance data from the previous performance results.

The findings show that 23 (28.8%) of respondents were highly dissatisfied, 26 (20.0%) were dissatisfied, 11 (13.8) were neither satisfied nor dissatisfied, 23 (28.8%) were satisfied and 7 (8.8%) were highly satisfied. Again, further analysis from interviews indicated the same results that the decisions about salary increments and promotions do not result from performance reviews data. This also is contrary to the management literature which requires the integration of rewards and performance management. Therefore, all decisions relating to rewards and promotions should be generated from performance reviews data.

This research did not detect evidence for the integration between OPRAS and other HR systems in IDC. Since majority of respondents agree that OPRAS as currently practiced in IDC is not integrated with employeesø training, development, rewards and promotions. The results are consistent with that of Msemo (2011) who reported that the feedback in OPRAS is not used especially in promotions, selection of best performers and capacity building such as training. This was done without any reference to the information available from OPRAS feedback if the employee has weaknesses or not. Also, the best performer in the organization was chosen based on the majority votes of employees and not on the feedback obtained from OPRAS. Besides, the study conducted by Mpanda (2015) revealed that OPRAS

has great important features that can be used in the process of identifying employeesøtraining needs.

Despite the government efforts to introduce the systematic procedures in conducting training, issues of training needs identification are neglected. This state of affairs has continuously led to the presence of trainings which do not reflect the needs of job and organization, in general, in public sectors. The study conducted by Baraka (2015) also revealed the same results that the results of OPRAS exercises do not necessarily lead to either promotion or salary increase or training opportunities. This has led to employees believe that the exercise is not geared to help employees but rather be used as a weapon by supervisors. The study further asserts that majority of workers believe that OPRAS results have no impact at all to their performance levels.

4.5 The Challenges which Managers in Iramba District Council Face when Implementing OPRAS

The implementation of any PM system is likely to be associated with some challenges. With this in mind, the third objective of this study was to explore the challenges experienced in the course of implementing OPRAS as a tool of managing performance in IDC. The findings in Table 4.7 reveal that budget deficits, lack of regular feedback from supervisors, lack of ownership with the tool by employees, lack of general understanding of the tool itself and lack of emphasis on the side of management on the tool are the main challenges that affect the implementation of OPRAS in IDC. A budget deficit was reported by majority respondents 70 (87%) as the most outstanding challenge that affects the implementation of OPRAS at IDC.

The second challenge reported by most respondents 68 (85%) was lack of regular feedback from supervisors.

Lack of employeesø ownership of the tool was ranked third as the challenge that affects the effective implementation of OPRAS in IDC. A total of 55 (68.8%) respondents agreed that the implementation of OPRAS is affected by lack of employeesøownership of the tool. This implies that employees feel that filling up the OPRAS forms is just to accomplish the order from someone and not as a part of improving performance. In this case the intended outcome of OPRAS cannot be well achieved.

Table 4.7: The Challenges which Managers at Iramba District Council Face when Implementing OPRAS

No		Frequency		Percent	
		Yes	No	Yes	No
1	The implementation of OPRAS is highly affected by budget deficits	70	10	87.5	12.5
2	There is no regular feedback	68	12	85.0	15.0
3	There is general lack of understanding of the tool itself	52	28	65.0	35.0
4	Employees lack ownership with the tool	55	25	68.8	31.3
5	Management do not put much emphasis on the tool	39	41	48.8	51.3

Source: Field survey, (2018)

In addition, 52 (65%) of all respondents agreed that lack of general understanding of the tool itself is also a challenge that is associated with the implementation of OPRAS in IDC. Furthermore, a total number of 39 (48.8%) respondents agreed that management does not put much emphasis on the implementation of OPRAS. These findings are rather disappointing since some of these challenges for example lack of

understanding of the tool itself was reported many years ago by Bana (2009) and the same problem still exists up to this moment. Again, these results confirm the earlier observation by Sendoro, (2013) Little dissemination took place at the middle and lower levels of the MDAs or in field offices.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS AND POLICY

IMPLICATIONS

5.1 Conclusion

The introduction of OPRAS in 2004 was a new improvement for managing individual performance in the Tanzanian public service institutions. This is a distinguishing tool in the history of HRM in the Tanzanian public service. The OPRAS is one of the major tools that are critical to the adoption and cultivation of the PM culture in the public service of Tanzania. The tool which aligns the objectives of the individual officer with that of the department, division, unit or section to the objectives of the organization is used in all public service institutions.

The OPRAS replaced the CACRS which was used before in order to assess the performance of employees in the public service institutions. The CACRS was limited and largely generated one-sided information on the performance of employees in the public service. The OPRAS requires all public servants and their managers to develop their personal objectives based on strategic planning process and the organizationsø respective service delivery targets. To develop the individual performance plan both the supervisor and subordinate have to agree on performance objectives, performance targets, performance criteria and the required resources in order to achieve the set targets and objectives.

Moreover, there must be mid-Year Review (henceforth MYR) which is important in order to keep track of the employee-cum appraiseeøs progress in terms of meeting the annual personal objectives and to identify the resources needs that will be

required to carry out the remaining six-month plan. However, the results of this study which was aimed at exploring the influence of OPRAS on employeesø performance show that OPRAS as currently used in IDC is not adequate at improving employeesø performance. This is contrary to the aim of its establishment which was to improve organizational performance by linking the individual goals with that of the organization.

The second major finding of this study is that OPRAS as currently used in IDC has not been linked with other HR systems specifically training and development, rewards and promotion. Again, this is different from its initial establishment target which requires that employee PA should, among other things, serve as a tool for identification of the employeesø training needs. PA should serve as a means to an end, hence should not become an end in itself.

Training and development plans for employees should be developed and implemented in order to enhance their capacity. This would enable employees to perceive appraisal as a useful tool in their career development. Moreover, meaningful PA should also provide a means to recognize and reward good performance as well as to manage underperformance. Recognition or reward for performance, including Performance Related Pay (PRP), salary progression guided by performance or non-pay reward system should be used as positive reinforcements in order to enable employees buy into the imperatives of OPRAS.

Lastly, the most obvious finding to emerge from this study is that the implementation of OPRAS in IDC is associated with a number of challenges which

include budget deficits, lack of regular feedback, lack of understanding of the tool itself among employees, poor participation of employees and little emphasis from the management team.

5.2 Recommendations

The results obtained from this study indicate that OPRAS as currently used in IDC is not adequate at improving employeesø performance. This study, therefore, offers the following recommendations to be considered by IDC for successfully implementation of OPRAS that could result into improved employeesø performance and the council in general.

i. Performance planning should not be always a sole activity of supervisors and higher officials but include the active involvement of employees during the design and implementation of the plan as it is a crucial element of OPRAS success. In addition, IDC has to create an environment where employees can prepare their own SMART goals, participate in the discussion and take ownership of the plan agreement. This can make employees to feel that they own the process and being more committed to the goals from OPRAS forms. The council also should create a room for the practice of setting goals and standards of performance measures on the basis of mutual agreement between employees and supervisors and let employees agree on the goals they are expected to achieve and the standards which they will be evaluated. The act of jointly setting goals and standards will provide a clear direction in the form of increasing effort, persistence towards goal accomplishment and have some motivational benefits.

ii. The appraisal process must be viewed as a continuous activity rather than a one-a-year event. Performance expectations and actual performance must be discussed often and regularly. There should be an ongoing communication throughout the year between supervisors and subordinates in order to identify the areas of weaknesses and address them before the end of performance year.

iii. IDC should ensure that employee PA should, among other things, serve as a tool for identification of the employeesø training needs. PA should be viewed as a means to an end, hence should not become an end in itself. Training and development plans for employees should be developed and implemented in order to enhance their capacity. This would enable employees to perceive appraisal as a useful tool in their career development.

iv. Moreover, meaningful PA should also provide a means of recognizing and rewarding good performance and manage underperformance. Recognition or reward for good performance including PRP, salary progression guided by performance or non-pay reward system should be used as positive reinforcements in order to enable employee buy into the imperatives of OPRAS.

v. The successful implementation of OPRAS in IDC, among other things, requires the commitment of top leaders of the council especially District Executive Director (DED) and heads of departments. The top leaders should emphasize and support the system goals and objectives by encouraging training of the system to the public servant and involve them in setting their goals and standard of their performance.

vi.   Training is required especially in areas of setting objectives and filling in the OPRAS forms from top management to lower cadres. This will help the management and the employees in IDC to have a full understanding of the tool hence its implementation will be easy and effective.

5.3 Policy Implications

The findings of this study have revealed that the results of PAs are not used to determine training needs among employees. Also the performance data are not used to determine the pay rise and promotion among employees in IDC. The policy implication for this is that the government should make sure that OPRAS is linked with other HR systems. The current approach of strategic human resource management requires HR systems to operate as a unit. There should be horizontal integration of the individual HR systems in order to cohere and support each other rather than existing as isolated systems.

Also the evidences from this study suggest that there is very little dissemination of knowledge about the use of OPRAS as a tool of managing the individual performance in the Tanzania public service. The policy implication of this is that more efforts should be put forth to make every single employee in the public service know about OPRAS, its meaning, history and how it can be used. To realize this, institution like TPSC should be used.

5.5 Areas for Further Research

Because this study was restricted to a single local government authority which is IDC, therefore, future research on this subject could focus on extending the studies

of this nature to a wide range of public organizations so as to include diverse respondents.

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APPENDICES

APPENDICES I: A QUESTIONNAIRE FOR STAFFS OF IRAMBA DISTRICT COUNCIL

Questionnaire No:

Date:

Dear Respondent,

RE: RESEARCH PROJECT COVER LETTER

The attached questionnaire is a tool for collecting data for a study titled: ÷**The influence of Open Performance Review and Appraisal System on employees' Performance: The experience from Iramba District Council''** to be submitted in partial fulfillment of the requirements for the degree of Master of Human Resource Management (MHRM) of the Open University of Tanzania. In order to achieve this objective, I need your participation to honestly answer this short questionnaire which might take 10 to 15 minutes.

Your selection for this survey was made by virtue of you being the employee of Iramba District Council and you will not be identified by name. You are kindly reminded that all your responses will be treated with the highest confidentiality.

For any information, please contact me on +255757394254/+255713126942 or email address: nchimbiausi@gmail.com

SECTION ONE

Respondents' Background

Kindly circle the correct answer

1.   Gender

    (i)   Male

    (ii)   Female

2.   Age of respondents

    (i)   20 ó 29 years

    (ii)   30 ó 39 years

    (iii)   40 ó 49 years

    (iv)   50 ó 59 years

    (v)   60+ years

3.   Highest level of education

    (i)   Primary school

    (ii)   Secondary school

    (iii)   Bachelor degree

    (iv)   Post graduate diploma

    (v)   Masters degree

    (vi)   Doctor of Philosophy (PhD)

    (vii)   Others (Please specify) í í í í í í í í í í í í ..

4.   Years of experience in the Public sector

    (i)   Less than 5 years

    (ii)   Between 5 and 10 years

    (iii)   Between 10 and 15 years

(iv)   Above 15 years

5.   Category of respondents

    (i)   Officer

    (ii)   Senior Officer

    (iii)   Heads of Department

    (iv)   District Executive Director (DED)

SECTION TWO

The influence of OPRAS on employees' performance in Iramba District Council

Use the scale below to respond to each of the statements regarding the influence of OPRAS on employeesø performance as it currently used in Iramba District Council.

Be as honest as possible, enter the correct number or simply tick.

Likert scale: 1 = Not at all, 2 = To a less extent/degree, 3 = Moderate, 4 = Greater extent/degree, 5= Completely

After using OPRAS in Iramba District Council	1	2	3	4	5
1. I am aware of the organizational goals					
2. I know what is required of me in my job					
3. I know what my performance standards are					
4. I have developed key competencies					
5. I feel a part of decision making process					
6. I feel committed with the goals from OPRAS					
7. I think OPRAS inspires me to exercise my rights					
8. I am always getting feedback from my supervisor					
9. I believe OPRAS helps me to set and achieve meaningful objectives					
10. In general, I found OPRAS as currently used in Iramba District Council a useful tool to enhance my performance					

SECTION THREE

The integration between OPRAS and other HR systems specifically rewards

and employees' Development

Use the scale below to respond to each of the statements regarding the integration

between OPRAS and other HR systems specifically rewards and employeesø

development as currently used in Iramba District Council. Be as honest as possible,

enter the correct number or simply tick.

Likert scale: 1 = Not at all, 2 = To a less extent/degree, 3 = Moderate, 4 =

Greater extent/degree, 5 =Completely.

After using OPRAS at Iramba District council	1	2	3	4	5
1. I believe OPRAS clearly separate performers from non performers					
2. Planning for my competence development is done during review process					
3. My performance standards that are not currently met are identified as development areas for me					
4. My performance data from OPRAS reviews are direct linked to incentives					
5. I believe my recent promotion was based from my performance data from previous performance results.					

SECTION FOUR

Challenges hindering the effective implementation of OPRAS in Iramba

District Council

For each of the following statements respond **YES** or **NO**

Statement	Yes	No
1. The implementation of OPRAS is highly affected by budget deficits		
2. There is no regular feedback		
3. There is a general lack of understanding of the tool itself		
4. Employees lack ownership with the tool (OPRAS)		
5. Management does not put much emphasis on the tool		

Please add any other challenges for effective implementation of OPRAS in Iramba

District council

6. í

7. í

8. í

9. í

    í

10. í

    í

THANK YOU VERY MUCH FOR TAKING YOUR VALUABLE TIME TO

ANSWER MY QUESTIONNAIRE.

APPENDIX II: INTERVIEW GUIDE

District Executive Director, Heads of Department and Supervisors

1. Please explain what OPRAS means and its benefits in Iramba District Council.

2. What are your views on OPRAS regarding its contribution to employeesø performance?

3. Do you think OPRAS as currently used has been linked with training and development? If yes how?

4. Do you think OPRAS as currently used has been linked with reward management? If yes how?

5. Does OPRAS contribute in the development of the council? [YES]   [NO]

6. In which ways has your council benefited from execution of the system?

7. What are the major hindrances or challenges in the process of administering OPRAS in your council?

THANK YOU VERY MUCH FOR TAKING YOUR VALUABLE TIME TO ANSWER MY QUESTIONS.