THE ASSESSMENT OF EFFECTIVE IMPLEMENTATION OPRAS SYSTEM IN THE PUBLIC SERVICE IN TANZANIA: CASE STUDY PRESIDENT'S OFFICE PUBLIC SERVICE MANAGEMENT

BY

Rehema A.Msemo

THESIS

Submitted to

KDI School of Public Policy and Management

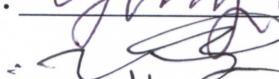**in partial fulfillment of requirements**

for the degree of

MASTERS OF PUBLIC POLICY

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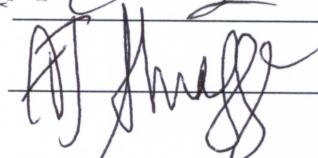for the Degree of

MASTERS OF PUBLIC POLICY

Committee in charge:

Proffessor Yong.S Lee, Supervisor:

Dr.Kang, Younguck

Shragge, Abraham

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Abstract

The government of Tanzania embarked on the implementation of the Open Performance Review and Appraisal System (OPRAS) in the public service with an aim to improve the performance of the public sector on the delivery of its services effectively to the public. Reports have shown that not all the public agencies implemented the performance appraisal system in the way as expected. This study examines critically the OPRA'S implementation process and identifies the procedural and institutional impediments that have arguably been in the way to an effective implementation of the OPRAS system. With the use of several sources of available data I analyze the problem and make recommendation that bring the OPRAS system back on track

Acknowledgements

Firstly, I wish to give my thankfulness to Almighty God for His love, care and strength he has given me for the entire period of my life. Secondly, I am specifically grateful to my supervisor Professor Yong S. Lee, for his continuous support and advice provided during the period of my thesis. He spent his valuable time to offer the necessary advice and assistance needed to ensure successful completion of this thesis. His encouragement made me move those extra miles.

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Together we made it.

Asante Sana!!!!

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Abbreviation

PO-PSM	-	President's Office, Public Service Management
OPRAS	-	Open Performance Review appraisal System
HRM	-	Human Resources Management
MDA's	-	Ministry Departments and Agencies
TASA	-	Tanzania Food and Drugs Authority Staff Appraisal
TFDA	-	Tanzania Food and Drugs Authority
CAS	-	Confidential Appraisal System
CSRP	-	Civil Service Reforms Program
PSRP	-	Public Service Reform Program
TOR	-	Training of Trainers
DPD	-	Directorate of Policy Development

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SECTION I

## 1.	Introduction

Tanzania just like many countries in the globe aspires to develop a productive human capital. Human resources lie at the heart of organization, thus the effectiveness of any organization is largely the question of how effectively human resources are utilized and strategically integrated into the organization's plans and objectives. Therefore, it is of paramount importance that organizations review periodically the goodness of fit between organizational objectives and the capacity of its human resources.

The goodness of fit is the point where the needs of the organization and the employee capacity are translated into a set of objective and standards of performance, it is worth noting that these standards are used to measure the performance and identify the weaknesses and strengths of the organization, keeping in mind that the result are going to be used to develop a new alignment. (Armstrong 1992).

The open performance review and appraisal system (OPRAS) is one such method which was originally developed and used in the public service in the United Republic of Tanzania. It is a systematic process for improving organizational performance by developing performance of individual and teams. In that sense, the OPRAS is a tool for bringing better results by understanding and managing performance within an agreed framework of planned goals, standards and competency requirements of human resources in the organization (Weiss and Hartle 1997).

The government of Tanzania adopted the open performance review appraisal system (OPRAS) to its public administration in the fiscal year 2003--2004. This system replaced the old performance management system which was in use. The OPRAS was believed to be particularly good in its ability to identify training and development needs. With the OPRAS in place, the government of Tanzania hoped to bring accountability, as well as efficiency, to its public administration and deliver better service to the public.

Policy-making and implementation, however, may be two different things. The best intention, which is poorly executed, is no guarantee for the desired result. In the context of Tanzanian public administration, episodic evidence a bound to rise doubts about the implementation efforts (Viane Sylvester 2010). If this suspicion were true, it is not difficult to surmise that the OPRAS in Tanzania may not bring about the intended result as expected.

Policy makers in the Tanzanian government are left in the dark as to how the bureaucratic machine is handling the implementation of the new initiative. Unless the implementation of OPRA system is carefully monitored and problems fixed as they surface, it is likely that the system will face the same demise with which the previous performance review system experienced. No innovation however will survive were we to "throw the baby with the bath water."

In this study I examine the implementation efforts to see whether the OPRA'S system was implemented as originally planned and to identify any potential roadblocks, if any, that may be in the way of the system's implementation. The problem may take many forms and style, some being outright resistance and others subtle and gone underground. Secondly, findings of the

study can be applied by the public service in Tanzania as well as in other organizations in their work improving performance there by optimizing the use, developing and retaining the staff, especially in this competitive environment. Thereafter come up with recommendations that will help better implement the OPRAS system in President's Office, Public Service Management (PO-PSM). To this end I examine the following questions: How successfully and effectively was the OPRA'S implemented? In other words, are there any organizational barriers that are in the way of the effective implementation of OPRAS?

To achieve the study objectives I will select the Ministry, President's Office-Public Service Management (PO-PSM) and evaluate its implementation process. For this evaluation I rely mostly on the information provided by the Management Analyst Department that has major responsibility for the installation, training, and evaluation of OPRAS in all public institutions in Tanzania. The data is supplemented by my own interviews with 15 managers and 20 subordinates. These interviewees are randomly selected. The interview is conducted with a set of "open-ended" questionnaire (See Appendix A). The study is further supplemented by other available documents, and the relevant literature.

This thesis is organized in four segments: The first segment is the introduction, and the second part the issue background, including literature review. The third segment is data analysis, and the fourth segment is discussion and conclusion.

2. Issue Background

This section describes the background of which the government of Tanzania adopted the OPRAS as a human resources management tool. In addition, the section reviews the literature on the OPRAS with attention focused on the concept of the OPRAS and the expected role played in improving the performance of both individuals and the respective organizations.

A. *Institutionalization of the OPRAS in the Tanzanian Public Service*

The government of Tanzania decided to introduce performance management system which is open performance review and appraisal system (OPRAS) as a human resources management tool for measuring employee's performance in the public service in Tanzania. This was due to the different political, economic, cultural and social challenges which exist in Tanzania since 1980's, such as poor provision of services to the public, lack of accountability of the public servant, misuse of the government budget, poor evaluation methods of measuring performance of the employees that is confidential appraisal system (CAS).

Hence the government introduces and implements different public service reform programs such as civil Service Reforms Program (CSRP) launched in July 1991 to 1999. The major thrust of CSRP was "cost containment and restructuring government". This was succeeded by reform program; Public Service Reform Program (PSRP) phase one which was launched year 2000 and phase two 2007 with the theme of "instituting the Performance Management System" (PMS). Among the system installed and developed within PMS was Open performance review and appraisal system (OPRAS). The program was geared towards

improving efficiency and effectiveness in service delivery to the public. The open performance review and appraisal system (OPRAS) was used for measuring staff performance in the entire Public Service in Tanzania. (World Bank report 2008:p3).

OPRAS replaced Confidential Appraisal System which was identified to have various weaknesses that hinder its effectiveness in improving individual as well as organizational accountability in performance.   The system had no clear linkages with organizational objectives which are derived from an organization's strategic, operational and action plans hence hinder the organization from pursuing its strategic direction.

The system rendered impossible the aspect of improving employee performance via constructive feedback due to its confidentiality, its design and structure which did not allow it to inform an employee's on training and career development needs. The system was not open and participative to the employee in designing the performance objectives and standards.

The intrinsic failure of the previous confidential appraisal system to address individual performance gaps, training and career development needs as well as its disassociation to and organization strategic direction behooved the Tanzania government to look for a new system that would be able to effectively address these pertinent issues. The open Performance Appraisal System (OPRAS) was latest reform in a series which was introduced by the Tanzania Public service in 2004.

SECTION III

3.   Literature Review

3.1 Introduction

In this section I will review different document related OPRAS System, theoretical literature on the subject matter is looked at, thereafter the conceptual review mainly targeting the open performance review and appraisal system, the role played by the open performance appraisal system in improving performance of both organization and individuals employees in the respective organizations and the characteristics of open performance review and appraisal system which distinguish it from others evaluation systems.

3.2 Theory and Concept of OPRAS

The open performance review and appraisal system (OPRAS) adopted in July 2004.This is a distinctive tool in the history of human resource management (HRM) in the Tanzanian public service. OPRAS is one of the major tools critical to the adoption and nurturing of the performance management culture in the Public Service (Shitindi and Bana 2009: 12).

The use of performance appraisal has increased over the last few decades; the practice of formally evaluating employees has existed for centuries. As early as the third century AD, Sin Yu, an early Chinese philosopher, criticized a biased rater employed by the Wei dynasty on the grounds of what he claimed "The Imperial Rate of Nine Grades seldom rates men according to their merits but always according to his likes and dislikes" (Patten, 1997:352).

The open performance appraisal system is the method through which the expectations of interest to both (employee and the organization) can be met at will. With this method, they both discuss the

goals and objectives which were communicated and mutually agreed by both, the employee and management, interactively. Biases are highly reduced by this method, while motivation and organization effectiveness is intensified.

Tom (2004), comments that, in recent years open performance appraisal has been driven more by large scale organizational changes rather than theoretical advances in the study of performance appraisal. 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 a total quality management (TQM), competence and particular investors in people, has triggered the open performance appraisal system.

This is the tool that aligns Objective of the individual officer with that of the department/division/unit/section to the overall strategy and objective of the organization used in all public service institutions, (PO-PSM 2006 pp 1)[I]. 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 open performance review and appraisal system (OPRAS) has different characteristics which distinguish it from other appraisal system. This making it more effective and efficient performance tool to be pursued by organizations. (Viane Sylvester 2010).

Here below are some of the characteristics:

- **Openness:** This gives to both employees and employers in an organization the opportunity to discuss and agree in an open manner organizational and individual objectives that are to be achieved in a given year.

- **Participation:** Involves employees in the process of setting objectives, performance targets and criteria as well as determining, assessing and recording performance.

- **Accountability:** Individual employees are required to sign annual performance agreements and account for their performance against agreed objectives, targets, performance criteria and resources allocated for each activity.

- **Ownership:** Shows the linkages between individual objectives and the overall organizational objectives in a given period. This helps the employees to understand their own role and contribution and subsequently creates commitment in achieving organizational goals.

- **Feedback:** Employees must be informed about the method and purpose of the performance appraisal and also notified probably orally or writing too about the result of their performance.

Therefore with those characteristics above, if OPRAS implemented well will improve performance and accountability to the organization. Apart from characteristics, the system has advantages to the organization and employees in Tanzania. H. Mkunda (2005. 20)

3.2.1 Advantages of OPRA'S to the organization

- Valuable appraisal information can help organization for manpower planning and Development plan of the individual employees as well as in compensation and promotion.

- Better and timely service provisional to public servants is another advantage of implementing OPRAS in the public service

- OPRA'S has the ability of holding the bureaucrats accountable for their action. Since the public officer aware on what they are required to do according to the agreement hence makes them be accountable and perform according to the agreed objective and time.

3.2.2 Advantages of OPRAS to the employee

- Motivated to perform effectively and efficiently since continuously recognition.

- Training and development opportunity is available since the performance gape can be identified through performance review system and development programme can be made by the organization.

- Empowered through resources planned to implement the agreed objectives.

- Improves work relation

- Improve communication skills between the employees and their managers

- Improve transparency

- Guide the employees to focus on his duties and obligations

- Enable the employees to know what is expected over him/her

Therefore effective implementation of OPRAS will hold employees responsible and accountable to their doings; this will improve service delivery and build a good image to the public hence organization development.

4. **OPRAS Implementation in Tanzania**

4.1 Implementation Model

The government of Tanzania introduced the guideline on the implementation of OPRA'S to the public service in order to ensure that, all the parties that are employees and employer understand the implementation process. The OPRA'S guideline is a useful tool in Public Service Institutions and employees in implementing OPRA'S for a more result oriented public service. The guideline defines terms frequently used and provides details explanations on how to complete the OPRA'S form and how to conduct performance review, how to conduct appraisal meeting and finally how to use the results obtained from the OPRAS system in order to improve performance of individual employees.

4.2 OPRAS Implementation process flows.

Implementation of OPRA'S in public service follow the series of integrated process which originate from the annual planning process and ends with the feedback on the annual overall performance providing input to the annual planning process as shown in the diagram one below:-

Figure 1. OPRA'S process flows
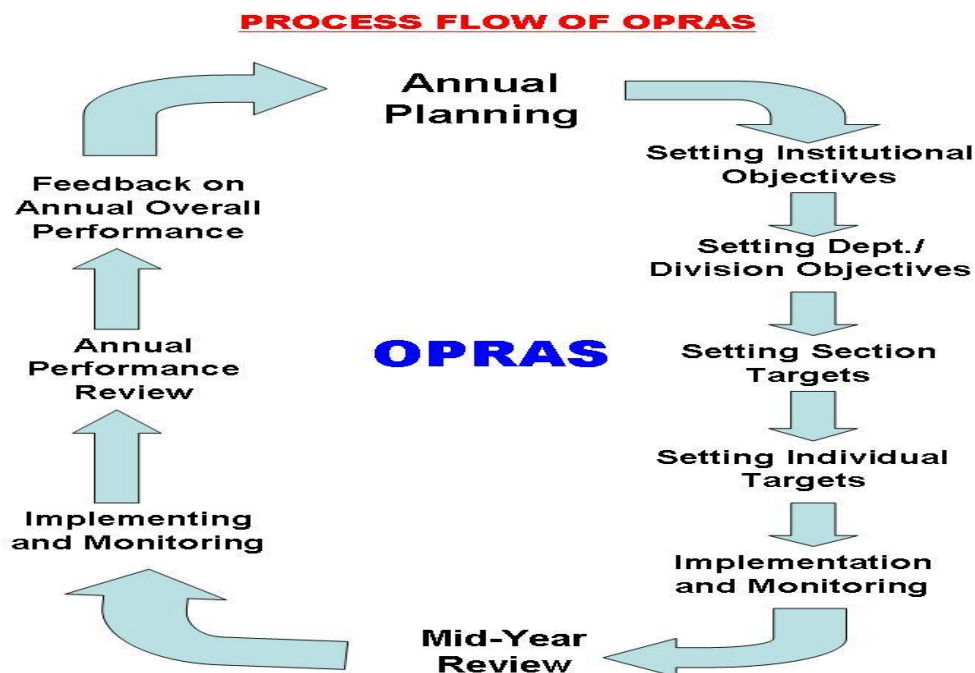
Source: Guidelines on implementation of OPRAS in the Tanzanian Public Service (2006)

4.3 Monitoring Review and Ownership of the OPRA System

Monitoring and evaluation is important step which help the manager to measure the program strength and weaknesses and take action to correct them.

i. Data collection- chooses the people (committee) from different department which will be used in collecting data from different stake holder within the organization about how the system works.

ii. Feedback-both negative and positive feedback was usefully for the committee on how the system works. This will help decision makers to make the necessary improvements in OPRA'S implementation process.

iii. Joint problem solving- evaluation committee seat together examine the issues and try to come with various alternative to solve the problem.

iv. Modification-Make the modification of OPRA'S process including training, OPRAS forms according to the feedback you obtain form the evaluation committee for further improvement of the system.

Hence OPRA'S will be effectively   implemented in PO-PSM if there is continued monitoring and review of the system so as to identify strength and weaknesses and make remedial changes for the improvement of the program.

5. **Assessment of the OPRA'S Implementation Process**

The government of Tanzania invests a lot in the implementation of OPRAS in the entire Public service in Tanzania.

    i. At first by designing the required performance systems as envisaged in the performance improvement model (PIM).

    ii. Second by building the capacity to employees and management team to the Ministry and Department Agency's (MDA'S) on how to implement and monitor the systems and their effectiveness.

However, a critical look of OPRA'S on its effectiveness against the investment poured in by the government facing a lot of challenges to its installation and hinders to get the same success as the government expected. (Benson and Shitindi 2009 p.13) revealed that the adoption and institutionalization of OPRAS in the Tanzania MDAs has been patchy. The reasons for this low compliance include:

There are claims that the initial OPRAS forms were overly complicated to complete and they were not context-sensitive to different professional cadres in the public service such as drivers and secretary also to some cadres it is difficult due to the nature of their work example teachers and staffs from Ministry of health like nurses.

Some public servants remained skeptical of their intended use of OPRA'S results for their progress. As they perceive of OPRAS was threat for their development such as promotion but this is due to the lack of knowledge on the importance of OPRAS system.

Little dissemination took place at the middle and lower levels staff of the MDA's and in field offices hence they are not familiar with the technique use of the system. (Powel S.2004) also comments that, "from the experience of years it was evident that, there is inadequate and unsustainable training was offered to public servant. Those who have been trained that is training of trainers (TOR) were not able to deliver good results" as the result created obstacles to institutionalize the system in the whole public service in Tanzania.

Tanzanian cultural posse's unique challenges to the installation and implementation of the OPRA'S, as required to have continuous communication between managers and subordinates. (Asim 2004 and Bermont 1994) argued that, "due to the nature of the Tanzanian Public Service it may lead to difficulty in making objective assessments in the work place, and the reluctance of managers in taking any action that may disappoint fellow employee and harm ongoing working relationships"

Unclear objectives and poor interpreted goal as well as frequent interruption from some politician this usually reduce the effective implementation OPRA'S. They make public servant/employees not exactly to know where their effort should direct. (Sylvester 2010 -3).

Budgetary constraints and poor prioritization is another factor which makes OPRAS to underperform in Tanzania the state of available resources in implementation OPRAS in Tanzania was less convincing to be sufficient as Neely, A. (1995) noted. The resources are needed to support employee and organization objectives was not sufficient hence hinder employees to achieve the expected result.

Feedback in OPRAS is not used especially in promotions, selection of best performers, and capacity building such as training has been done without reference to the information available from OPRAS feedback if the employees has weaknesses or not. Also the best performer in the organization was chosen according to the majority vote of employees and not for the feedback obtains from OPRAS.

Tangen 2004 noted that poor participation of employees in planning of their objectives. Most of public sector institution in Tanzania doesn't allow the effective participation of the both employers and employees and other stakeholder in equal basis in planning, designing bargaining of what to be done and to what extent. This makes some administrator themselves to set some unrealistic objectives and performance to be achieved on behalf of the employees and lead to poor performance.

In addition, TFDA has also revealed some shortcomings in the implementation of OPRA'S   to their organization[II] (TFDA TASA 2008 -1). Those are:-

    i.   OPRA'S Implementation tool does not provide room for other activities not covered in the work plan.

    ii.   It does not provide for personal development plan.

    iii.   The system itself is not motivating as it does not clearly provide rewards and sanctions for good and bad performance respectively.

    iv.   It does not provide for 360 degrees performance feedback.

    v.   It does not cover performance during the probation period (for newly recruited staff).

vi.   Provision of the third party in the appraisal process destroys mutual trust, confidence and relationship between the supervisor and the subordinate

vii.   Does not provide for the performance appraisal committee

Hence implementation of OPRA System hindered to achieve the intended objectives due to the above factors.

6.   Analysis and Findings

6.1 The Profile of Respondents for Members

In this study three types of data collection methods were used. These are questionnaires, observation and documentary source. Questionnaires were distributed to all employees from DPD unit and some from other department in the case organization. The questions were designed in such way each questions was given numerical rating to indicate the successful and not successful, accepting and not accepting statements while some needs descriptions. The ratings were illustrated from one to five as:-

1 to indicate not successful at all

5 to indicate very successful and

Middle numbers indicating more or less of the rating or average.

Table 1: Distributed questionnaires and Returns

Questionnaires	Percentage	Returned	Percentage	Lost	Percentage
40	100	32	80	12	20

Source; Researcher's own source, December, 2010, PO PSM

General information of respondents in this study shows that both female and male employees were involved, and both attained different levels of education and positions in PO-PSM. In this study however 50 respondents were issued questionnaires, however 10 (20%) questionnaires were not responsive. The respondents in this study involved 25 (62.5%) males and 15 (37.5%) females. Among them 5 (12.5%) were Directors, 15 (37.5%) were Head of Units who both of

them makes the group of Management and appraisers. 20 (50%) were lower cadre staff who are appraisee. The study involved a total of 40 respondents with varying experience and education level. 8(20%) of the respondents had a Masters degree, 23(57.5%) had a degree and diploma and only 9(22.5%) had certificates. The study revealed that all the staff knows about the available appraisal system since they once had training on OPRAS and also participated in feeling the forms of agreements with their supervisors.

Table 2 Response from the questionnaire

Title	Respondents	Percentage (%)	Returned	Percentage (%)	Effective implemented	Percentage (%)	Not implemented	Percentage (%)
Head of department	8	20	5	15.6	1	8.3	4	20
Head of Sections	10	25	8	25	3	25	5	25
DPD Staffs	14	35	11	34.4	8	66.7	3	15
Employees PO PSM	8	20	8	25	0	0	8	40
Total	**40**	**100**	**32**	**80**	**12**	**37.5**	**20**	**62.5**

Source; Field data, 2011

These questionnaires was designed to be filled in by the all employees from DPD unit and some from other departments but, questionnaire like any other data collection technique, has limitations. The questionnaires returned were less than what was distributed and the response from the heads of section were not good. Responses from respondents were analyzed and interpreted using percentages and tables and the finding obtained through questionnaires, observation, and documentary report were as follows:-

The study revealed that the process of filling OPRAS form is conducted in mid and annual terms. Moreover it was revealed that not all employees fill the form although it is mandatory. Also it was identified that PO-PSM conducted training to all the staff in regard to the installation of OPRAS system. Training was conducted in phases focusing specific groups such as Training of Trainers who were used in training other Ministries, Departments and Agencies. In regard to PO-PSM as a Ministry 87% of the respondent attend training on OPRAS, while 13% have never attended the training.

6.2 Setting the performance standard.

Findings show that, the supervisor and the subordinate meet to set and agree on the targets in which the employee's performance will be assessed. The targets are derived from the directorate work plans focusing on individual targets. In this regard, supervisors are required to further define agreed activities to achieve the approved work plan and budget before signing performance contract.

Table 3 Respondents' involvement in setting the performance standards

Variables	Number of employee N=40	Percentage
Satisfied	28	87
Unsatisfied	0	0
Don't know	4	13

Source: Field data, 2010

It has been identified that 87% of 40 respondents, were satisfied with their involvement in setting the work standard to be loaded in the year. Apraisee's are provided with enough chance to discuss with their supervisors on the work to be performed given the available resources, physical and skills ability of the staff. However 13% of 40 respondents were not aware of their involvement in setting the work standard. It was noted that, all these respondents were lower cadre staff whom most of their activities are routine and qualitative; hence their measure is qualitative too like drivers.

Figure. 2 Apraisees' participation in the performance standards setting

Source: Field data

It has been noted that; performance agreement is top down flow where by the activities to be performed were derived from the business plan where the Permanent Secretary gets into agreements with the directors so as to determine the magnitude of the workload for each directorate. Directors knowing the workload of his or her office, they define the activities for each department or unit and sign the contracts with the Head of Sections, who also sign contracts with officers below them. 90% of staff was confident in their participation in the whole process of setting performance standard and felt the mutual agreement with their supervisors.

6.3 Performance Assessment

It has been revealed that, at the end of financial year employees' performance were assessed against agreed targets. The annual appraisals were preceded by the Mid-year review where by the signed agreements were revisited to find its validity depending on the available resources and priorities of the organization.

The study found that OPRAS implementation at PO-PSM is not all that encouraging. In the financial year 2008/09 all management, senior and middle level staff had their OPRAS forms filled. However, only one member of the management staff had completed and conducted mid and end of the year review and appraisal. Non professional staff from other departments neither completed the forms nor took part in midyear reviews and annual appraisals. Rewards management was also not linked to the OPRAS feedback.

Generally, it has been observed that the evaluation of employees performance is focused and objective. This approach involves an evaluation of the targets achieved in terms of quantity and quality of work performed the individual specific values and business behavior displayed. The supervisor and the subordinate sit together at the end of the financial year to discuss and agree on the performance achieved for the year under review.

6.4 Respondents Satisfaction on the OPRAS

Research findings shows that 55% out of 40 respondents were not satisfied with the appraisal system applicable at PO-PSM in evaluating their performance since they find it more user friendly, but the problem remain in feedback of their performance of the appraise. 31% find that the appraisal system is fair.

Figure 3: Respondents' satisfaction in using OPRAS
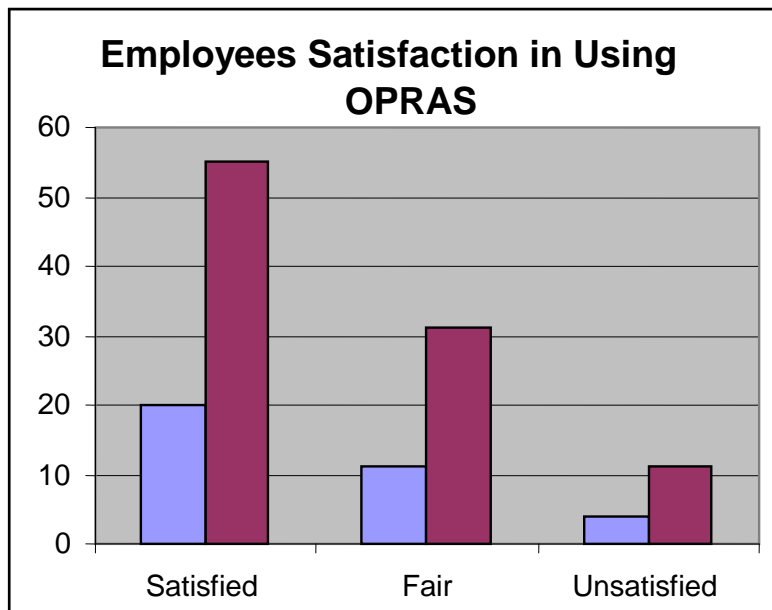
Source: Field data, 2010

Again it was noted that the evaluation of behavioral aspects of good conducts which carry weight of 20 marks as per OPRAS guidelines, are not rationally considered by supervisors, since they are more perceptional than real. There are no clear standards to guide the decision of

certain marks award rather the personal feeling of the supervisor hence a loophole for biasness to the supervisor.

The study also found that, OPRAS implementation system to the PO-PSM was impeded due to the following reasons:

Inadequate resources were the main issues which hinder not effectively implementation of OPRAS. Resources were not available for employees to meet their objectives since the budget so limited to meet the organization target as there are ad hock activities which course the reallocation of the budget to other priority areas.

Training and Education was provided to last three years to the management and employees in PO-PSM and the new employed and transfers staff not yet trained hence they don't have knowledge on how to fill the OPRAS form.

Uses of OPRAS feedback in Management decision was not used especial in promotion and training programme. Training was conducted according to the employees needs and not for deficiency identified through OPRAS process.

Also junior staff they didn't get the feedback after being evaluated by their bosses hence hinders them to know their feedback of their performance. With this cause the employees to lose the commitment in the OPRAS implementation.

Most of the staff were not well conversant of the system especially drivers and new employees they don't know even how to fill the form and to derive their objectives.

Monitoring and evaluation was not done in every year to check the system strength and weaknesses hence make difficult for the employer to take corrective majors on the system.

PO-PSM doesn't form performance appraisal committee which will be responsible to approve all appraising done by supervisors and their subordinates and also for taking complaints for unfair evaluation.

Occurrence of unplanned national and international activities which makes misallocation of funds to those plans and hinders the achievement of the planned targets and goals of the organization.

Section VII

7. Conclusion and Recommendation

7.1 Conclusion

From the study it has been revealed that OPRAS implementation process was not so encouraging in PO PSM. Although the training was done from top management to different levels, staffs were not well aware on the system goal across the Ministry especially in the lower level as well as to some officers. Although the findings show that people likes the system as it was fair in measuring their performance. In the case of performance feedback the study revealed that most of the head of department they not provide performance feedback to their subordinates after they have been evaluated by their supervisors hence hinder them to know their performance status. With this reduce commitment from them by not knowing the real importance of the system hence they didn't take serious on it.

Also the study revealed that monitoring and evaluation of the system was not done for past four years, no appraisal committee was formed for evaluation of OPRAS. This being the case, it is evident that the training program were arbitrarily implemented basing on the personal decision and not basing on the identified training needs or gapes emanating from the OPRAS evaluation hence wastage of the government resources used in training of the staff.

However the study revealed that some of the employee failed to reach their performance target and objectives due to the lack of resources for meeting those targets. Hence is difficult in reaching the performance target. Also some employees they had routine work so it is difficult to identify their objectives.

7.2 Recommendations

In this study, the writer came up with recommendations to improve OPRAS implementations and service delivery to the public and area for future research. In order to ensure OPRAS is implemented successfully PO-PSM has to do following:-

There should be leadership commitment. Directors from different department should make sure that they are committed to the system goal and objectives, also should provide feedback to the employees so as to be aware of their performance gapes and also to hire their commitment on the system.

PO-PSM should ensure continuous training about OPRAS for the newly recruited and transferred employees on how the system works its importance on their performance and for their future career development.

Moreover PO-PSM should form the appraisal committee which will review and recommend annual report for approval by permanent secretary, discuss the majors regarding managers who receiving lower grade on performance evaluation, discuss appeal which have been submitted. Also the committee should makes necessary amendments of the appraisal forms based on the information obtain from the monitoring and evaluation committee.

PO-PSM should form a monitoring and evaluation committee for the system in order to identify the strength of the OPRAS system and makes the corrective measures. This will involve building of M&E capacity for their staffs and identify system weakness. With this it will be easier for the correction of those drawbacks and make the system work on track.

Also PO-PSM should ensure availability of resources for the implementation of OPRA system. Resources is important for the employee to achieve their target and objectives hence the system will run smoothly.

In general the effective implementation of OPRA system requires the institutional and legal framework. However the legislation is not necessary and not sufficient condition in forcing people to implement the system but it is usefully for ensuring adherence of the system.

Leadership support that means the system require committed leaders who 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.

[I] President's Office public service Management, Guidelines on the Use of Open Performance Review and Appraisal form TFN.832 2004-pp 1. Dar es salaam.
[II] Tanzania Food and Drugs Authority, TFDA Annual Performance Appraisal Guideline, 2008 pp1

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Appendix: **II**

8. Questionnaire to PO-PSM Employees

The purpose of this questionnaire is to collect data on how performance evaluation is conducted at PO-PSM. The information obtained from this study is confidential and focuses on improving the implementation of OPRAS in the organization.

You are kindly requested to fill in this questionnaire correctly as it is very important to the successful completion of the whole exercise. High confidentiality is promised.

Your co-operation is highly appreciated.

KEY: 5 = Very successful, 4 = Successful, 3 = Moderate Successful,
2 = somewhat successful 1 = Not Successful

PART A

Bio data

- What is your Department?
- What is your specific duties

……………………………………………………………

……………………………………………………………..

……………………………………………………………

- What is your qualification (tick relevant one)

    Certificate holder

    Diploma holder

    Bachelor degree holder

    Master degree holder

- Gender: Male ( )   Female ( )
- How long have you being working with PO-PSM?

…………………………………………………………………..

PART B. Specific Research information

1. Are you aware of OPRAS?   YES ( )   NO ( )

 If yes, please, explain in short specific objectives of OPRAS

………………………………………………………………………….

………………………………………………………………………….

2. How do you get the information about OPRAS? (tick relevant answer, more than one option

is acceptable)

-Through my head of department

-Through my supervisor

-Through departmental meetings

- Through my office mates

- Others (specify) ……………

3.   Have you filled performance appraisal forms?

    Yes   (   )

    No   (   )

    If yes, how many times do you fill in a year?

     Once   (   )

     Twice   (   )

     Thrice   (   )

     If not, why?

            …………………………………………………………………………

            ………………………………………………………………………….

4.   Have you participated in OPRAS training since you have been employed?

            Yes   (   )

No   (   )

5.   Do the supervisor, discuss with you about your performance feedback?

    Yes   (   )
    No   (   )

    If yes, on what (specify)

………………………………………………………………………………………

………………………………………………………………………………………

  If no, why?

    a. He is reluctant   (   )   (tick the correct one)
    b. Not told that we must discuss (   )

 6. Do you satisfied by the ranking in your overall performance?
        Yes ( ) No ( ) if why? …………………………….

7.   What do you benefit from performance appraisal report?

    a. Promotion   (   )
    b. Salary increment   (   )   (tick the correct one)
    c. I do not know   (   )

8.   What is the impact of performance appraisal report?

    a. Warning letter   ( ) Promotion
    b. Demotion   ( )   (tick the correct one)
    c. I do not know   ( )

9. Does the method used to evaluate your performance well known to you?

    Yes   (   )

    No,   (   )

    If yes, please explain

    ……………………………………………………………………………

    If no, what is your suggestion?

    …………………………………………………………………………………..

    …………………………………………………………………………………

    …………………………………………………………………………………

10. Do you know the criteria used to evaluate your performance?

    If yes, list them please;

    a. …………………………………………………………………………..

    b. …………………………………………………………………………

    c. …………………………………………………………………………

11. Are you happy with the system used to evaluate your performance?

    Yes   (   )

    No   (   )

    Please explain;

    …………………………………………………………………………………

    …………………………………………………………………………………

12. What is your opinion on the performance appraisal system being used in your organization?

    Fair system   (   )

    Unfair system   (   )   (tick the correct one)

    Explain please

…………………………………………………………………………

…………………………………………………………………………

…………………………………………………………………………

13.   Who is evaluating your performance?

   …………………………………………………………………

14.   Has performance appraisal improved your work performance?

Yes, how?

   ………………………………………………………………

   ……………………………………………………………………………

   ……………………………………………………………………………

15.   Please, recommend measures to improve implementation performance appraisal system,
at PO-PSM

   ……………………………………………………………………………

   ……………………………………………………………………………

   ……………………………………………………………………………

Thanks for your time and corporation.