

**AN ASSESSMENT OF THE IMPLEMENTATION OF OPEN
PERFORMANCE REVIEW AND APPRAISAL SYSTEM IN LOCAL
GOVERNMENT AUTHORITIES: A CASE OF MOROGORO MUNICIPAL
COUNCIL**

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**A THESIS SUBMITTED IN FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF DOCTOR OF PHILOSOPHY IN POLITICAL
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CERTIFICATION

The undersigned certify that they have read and hereby recommend for acceptance by the Open University of Tanzania a thesis entitled: **An Assessment of the Implementation of Open Performance Review and Appraisal System in Local Government Authorities: A Case of Morogoro Municipal Council**” in fulfilment of the requirements for the Degree of Doctor of Philosophy in Political Science and Public Administration of the Open University of Tanzania.

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Signature

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Date

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I would like to extend my sincere thanks to the Almighty God for keeping me and family in good health throughout the three years of my studies at the Open University of Tanzania, Dar es Salaam Campus. I would also like to express my sincere gratitude to my supervisors, Prof. Hosea Rwegoshora of Open University of Tanzania and Dr. Jaraj S. Kikula of Mzumbe University for their assistance, supervision, encouragement, guidance, constructive ideas and criticisms and concerns in the course of this study. They were real loyal supervisors and the inspiring mentors. I feel privileged to have had a chance to work under them.

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DEDICATION

This study is dedicated to the late father, Mathias P. Lalika and the late mother, Lucia M. Kilyenyi for their prayers in heaven while I was working on this thesis.

ABSTRACT

The study was done in Morogoro Municipal Council (MMC). The main objective was to assess the process of Open Performance Review and Appraisal System (OPRAS) implementation in local government authorities, in the light of administrative culture. The study employed a cross-sectional design, in particular a case study. The sample size was 389 respondents administered with questionnaires, from 3,505 populations. The sample also involved heads of department, units, the Municipal Director (MD) and leaders of TALGWU in interview. There were medical and teaching staff selected to participate in Focus Group Discussions (FGD). The results of study found that OPRAS is the only appraisal system which was used to appraise the staff in MMC. It was found that respondents' levels of education had influence on commitment to OPRAS implementation, followed by lack of resources which had a negative effect. The study also found that OPRAS implementation would do better if working facilities were available, and the teachers pointed out that increased log books, teachers' houses, school library services and stationeries would facilitate the process of OPRAS implementation. Other resources pointed out as necessary were enough human resources, copies of OPRAS forms, funds for transport allowance and workers' training; feedback on staff performance and good working environment. The influence of administrative culture was also said to have impact on OPRAS implementation. However, it was concluded that OPRAS still has positive results for improved performance. The study recommended for training, consistency in using OPRA forms, giving feedback and availability of facilities for implementation of activities entered into agreement between supervisors and subordinates.

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LIST OF ABBREVIATIONS

ACDOs	Assistant Community Development Officers
BNPC	Botswana National Productivity Centre
CAS	Confidential Appraisal System
CDOs	Community Development Officers
CSC	Client Service Charter
CSRP	Civil Service Reform Programme
DPSM	Directorate of Public Service Management
EFQM	European Foundation of Quality Management
GOT	Government of Tanzania
IMF	International Monetary Fund
HR/HRM	Human Resources/ Human Resources Management
HRD	Human Resource Development
HOD/HOU	Head of Department/ Head of Unit
HROs	Human Resource Officers
IPA	Individual Performance Agreement
KPIs	Key Performance Indicators
KTDA	Kenya Tea Development Agency
LGAs	Local Government Authorities
LRM	Linear Regression Model
MBO	Management by Objectives
MDAs	Ministries, Departments and Agencies
MEOs	Mtaa Executive Officers

M & E	Monitoring and Evaluation
MKUKUTA	Mkakati wa Kupuguza Umaskini na Kuinua Uchumi Tanzania
MTEF	Medium Term Expenditure Framework
MTP	Medium Term Plan
NDPs	National Development Plans
NPM	New Public Management
NSGRP	National Strategy for Growth and Reduction of Poverty
O&M	Organization and Method
OPRAS	Open Performance Review and Appraisal System
PBRS	Performance Based Reward System
PICs	Public Initiative Committees
PIM	Performance Improvement Model
PMS	Performance Management System
PO – HCMIS	Presidents’ Office – Human Capital Management Information System
PO – PSM	Presidents’ Office – Public Service Management
PO – CSD	Presidents’ Office – Civil Service Department
PPP	Public-Private Partnership
PSMEP	Public Service Management and Employment Policy
PSRP	Public Service Reform Programme
PSP	Permanent Secretary to the President
QICs	Quality Improvement Circles
RBM	Result Based Management
RMA	Rural Medical Aider

TALGWU	Trade Association for Local Government Workers' Union
TRC	Teachers' Resource Centre
US	United States
WEOs	Ward Executive Officers
WIA	Workforce Investment Act
WIT	Work Improvement Teams

CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE PROBLEM

1.1 Introduction

This chapter presents the background information to the study which defines the Open Performance Review and Appraisal System (OPRAS), highlights its origin and objectives, and the performance improvement model (PIM) that needed OPRAS as one of its implementation tools. It also identifies the statement of the problem, objectives of the study, research questions, significance and limitations of the study.

1.2 Background Information

1.2.1 Meaning of Open Performance Review and Appraisal System and its History of Emergence

The Open Performance Review and Appraisal System (OPRAS) is defined as the system which is open, formal, and systematic procedure designed to assist both employers and employees in planning, managing, evaluating and realizing performance improvement in the organization with the aim of achieving organizational goals (PO - PSM, 2009).

OPRAS originated from the performance management system (PMS) which existed worldwide, after the reforms that took place before 1950s in organizations, being used as a tool of the performance appraisal system; which continued to be a subject of importance and interest among human resource specialists. Due to such importance the research on performance appraisal has been carried out in developed countries, particularly the United States and some input from Western Europe

(Fletcher, 2001). Therefore, the sustained application of PMS in the world, led to its spread in most African states in the late 1950s and 1960s as an initiative to improve the public sector performance being considered as pivotal to promoting socio-economic development. The public sector comprised a number of institutions, including the local government authorities to make and implement decisions with regard to interests of the public needs. Its basic function was to provide goods and services to citizens based on the realization and representation of public interests and its possession of unique public qualities compared to business management (Haque, 2001).

Following the continued use of the performance management system worldwide and its introduction in Tanzania in late 1980s, led to implementation of the civil Service Reform Programme (CSRP) from 1993 – 1998 and later the public service reform programme (PSRP) in 2000. The PSRP came with the introduction of OPRAS in 2004 as a new innovation for managing individual performance in the public service institutions. The PSRP incorporated the use of OPRAS as one of the major instruments for implementation of the Performance Improvement Model (PIM), which was considered as a critical model to the adoption and nurturing of the performance management culture in the public Service (Bana, 2009).

In order to make the performance management system more effective, OPRAS was introduced in all Ministries, Independent Departments and Agencies, Regional Secretariats and Local Government Authorities (LGAs) to enable proper and more effective use of human resources (PO – PSM, 2013). The objectives of OPRAS were anticipated to improve accountability, transparency and resource management for

efficient and effective delivery of quality services to the public. The process of implementation of the PIM, as explained by Bana (ibid) consists of four steps with eight elements, which includes OPRAS implementation as indicated in Figure 1.1.

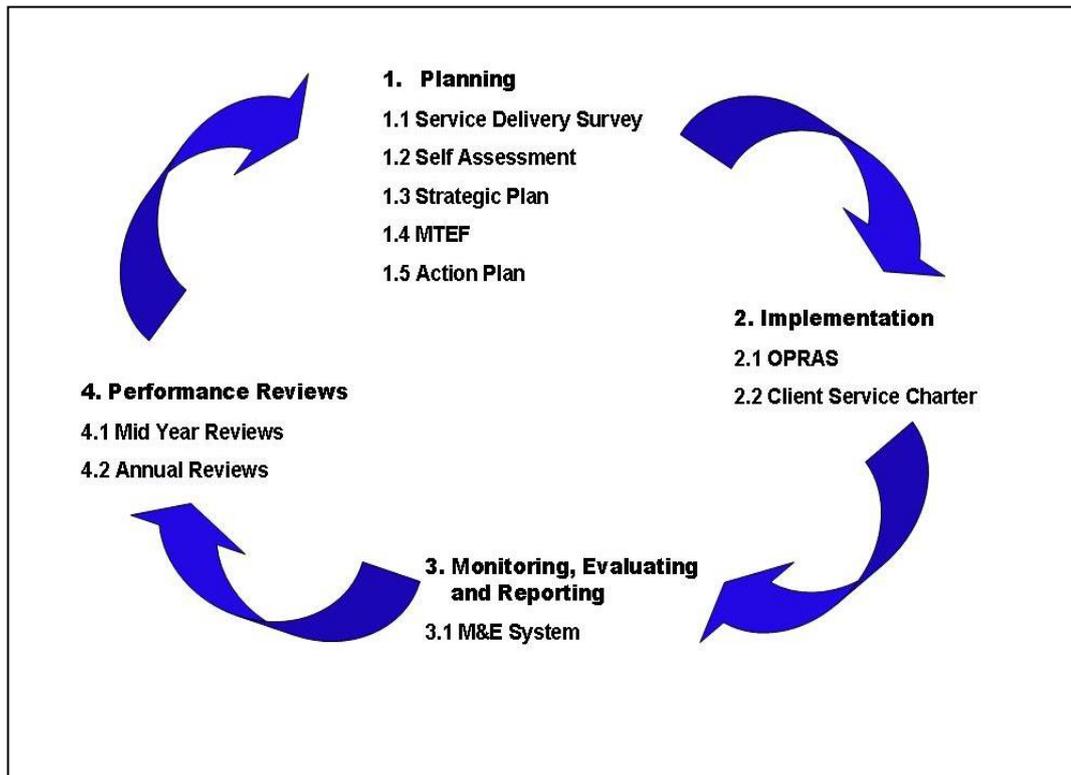


Figure 1.1: Performance Improvement Model and its Elements -

Source: Mutahaba (2011)

The interpretation of figure 1 for each stage and its eight elements is explained below (PO – PSM, 2007):

Stage 1: Planning

(i) Service Delivery Survey – MDAs have to undertake surveys which focus on external customers and should mean to provide feedback on the level of performance and quality of services offered, areas requiring improvement and benchmarking information. The feedback obtained becomes an input for the strategic planning process.

(ii) Self-Assessment – Each MDA conducts an internal organization scan which focuses on internal customers using the European Foundation of Quality Management (EFQM) Model. The staff give feedback on the quality of leadership, people’s management, policy and strategies, internal processes, stakeholder’s engagement and resource management and services offered to customers. The aim is to assess the strategies applied in those areas and provide feedback on areas of improvements. This feedback is also an important input for strategic planning process.

(iii) Institutional Medium Term Strategic Plan - The Medium Term Strategic Plans are the heart of PMS process in Tanzania as other PMS components are centred on strategic planning. The strategic plans respond to MDA’s specific role in implementation of the national long-term and medium-term strategies as well as crosscutting and sectoral policies and strategies or priorities. These include the Tanzania Development Vision 2025, Medium Term Plan (MTP) and National Strategy for Growth and Reduction of Poverty (MKUKUTA). The Tanzania Development Vision articulates the aspirations that the nation wants to achieve over a 25 years period. These are general and include: High quality livelihood, Peace, Stability and Unity, Good Governance, a Well Educated and Learning Society and a Strong and Competitive Economy by the year 2025.

The MTP provides the framework for policy options, sector objectives, strategies and targets. MKUKUTA is the national framework which accords high priority to poverty reduction in the Tanzania’s Development Agenda. The framework has the

clusters of Growth and Reduction of Income Poverty, Improvement of quality of life and Good Governance and Accountability. MDAs prepare a three year strategic plans which contains the Institution's Vision, Mission, core values, objectives, strategies, targets, indicators, results, framework and a monitoring and evaluation plan. The strategic plan among other things addresses actions to be taken with regard to areas requiring improvement identified in both the Service Delivery Surveys and Self-Assessment Reports.

(iv) Medium Term Expenditure Framework (Operational Plan) - After preparation of the strategic plan, each MDA has to prepare a three year Medium Term Expenditure Framework (MTEF) as a tool for operationalizing the strategic plan. It is at this level that the plans are linked to performance budget by taking the objectives and targets in the plan and developing activities, determining inputs and undertake costing. The interface between planning and budgeting is a key pillar of the PIM.

(v) Annual Plan - Each MDA prepares an annual implementation plan derived from their MTEF and approved budgets. This provides an important link between planning, implementation and the resource envelop.

Stage 2: Implementation

(i) The Open Performance Review and Appraisal System is the kingpin of Tanzania's Performance Management System; a system which requires every public servant to sign an individual performance agreement with the Chief Executive Officer, and it sets performance targets for the financial year starting from first of July each year. The performance agreement contains objectives, targets, performance

criteria and resources required for implementing the performance agreement. The agreement is the basis for staff performance appraisal. The performance agreement derives its annual targets from the annual plan and budget. This link cascades down the implementation of the plan to individual staff levels and thus enhance individual accountability.

(ii) Client Service Charter - Each MDA is required to prepare a charter that informs clients and other stakeholders the type of services offered, service standards and service commitments, service delivery approach, the rights and obligations of the clients and complaints handling mechanism in case the services offered are below the set standard.

Stage 3: Monitoring, Evaluation and Reporting

(i) **Monitoring and Evaluation (M&E) System** - Each MDA has to put in place a monitoring and evaluation system or mechanism for tracking, gathering, analyzing, interpreting and generating performance information on progress of implementation of its strategic plan against pre-determined indicators; and evaluating whether the interventions do achieve the intended results, i.e. outputs and outcomes. The M&E system provides a link within and across the PIM components.

Stage 4: Performance Reviews

This involves undertaking performance reviews, which are mid and annual reviews using the PMS tools such as OPRAS, Service Delivery Surveys, Self-Assessment and Monitoring and Evaluation system. The installation of the above eight components across the Public Service has been the key in reform agenda under the first phase of the Public Service Reform Programme.

OPRAS operates for enhancing results of the performance appraisal. The performance appraisal propositions are oriented towards results and engender competition. This orientation may contradict traditional views of public service in the aspects of discretion, hierarchy and permanence. Understanding the expected level of fit (consistency) between societal values and the performance appraisal systems in organizations is important as a basis for understanding the effects of such systems on organizational performance.

It is expected that if organizations adopt the performance appraisal systems according to the administrative culture they are embedded in, the results would increase performance indicators (i.e. less turnover and absenteeism, higher productivity, innovation, and service quality). Conversely, if organizations adopt the performance appraisal systems that deviate from the dominant societal culture, the results would be a decrease in the performance indicators (Peretz & Fried, 2008).

Ideally, OPRAS was introduced with the purposes of improving institutional performance by aligning the institutional plans to individual responsibilities; establishing the environment that provides feedback, exchange and communication between supervisors and subordinates; helping to identify the subordinate's strengths and areas of development; and linking performance results to the salary or wage. The process of OPRAS implementation consists of the following steps;

- (a) Supervisors and subordinates agree on what the subordinate will do, what his or her objectives are, how performance will be assessed, and what resources will be available.

- (b) Mid-Year Reviews to be done whereby the initial agreement is reviewed and where necessary, be revised.
- (c) End of the year appraisal to be conducted, so as to assess the subordinate's
- (d) performance, and reward.

Through those steps, OPRAS was expected to build a shared vision, understanding and agreement about the results to be achieved; and the approach, deployment, assessment and review of activities for continuous improvement in standards of service delivery.

1.3 Statement of the Problem

Formerly there was a closed system called the confidential appraisal system (CAS), which later failed. Failure of the old confidential appraisal system, which was characterized by absence of feedback and poor help in identifying strengths or weaknesses to employees, and lack of linkage in job relations between supervisors and employees; led to the hindrance of effectiveness in improving the individual and organizational accountability, transparency and resource management. This was confirmed in several studies done on appraisal systems implementation whereby the findings revealed that there were still some weaknesses (Loth 2012, PO-PSM 2011 and Kimathi, 2011).

The old confidential appraisal system is said to have caused a social distance that did not allow supervisors and subordinates to sit together for setting objectives and undertake the implementation of such objectives collectively. The solution for this was introduction of OPRAS. Therefore, following the introduction of OPRAS in

public service it was thought that if the weaknesses of the old confidential appraisal system would be eliminated the process of its implementation could be well observed. However, it was realized that the actual process of OPRAS implementation on the ground is frustrated by some elements of the former confidential system. This is evidenced by the government report (PO – PSM, 2011) which asserts that OPRAS is still an area where MDAs have not performed well.

Moreover, Loth (2012) focusing on factors affecting the effective management of the performance appraisal and Kimathi (2011) who conducted the study on implementation of open performance appraisal system in higher learning institutions, came up with findings that show the process of OPRAS implementation was limited by lack of support or commitment from the top management, lack of understanding of the purpose of OPRAS and perception that OPRAS is useless and misinterpreted in its requirements respectively.

Another study conducted by Karyeija (2010) on performance appraisal in Uganda's civil service in relation to the influence administrative culture, revealed that administrative culture bureaucracy was quite an influential factor. This study therefore intended to assess the strength or weakness of the process of OPRAS implementation in local government authorities in the light of administrative culture, particularly the factors that limited or facilitated its implementation in Morogoro Municipal Council (MMC). The findings of this study were expected to help avoiding the mistake which was done in using the former confidential system; so as to achieve the best outcomes of OPRAS.

1.4 Research Objectives

1.4.1 Main Objective

The main objective of this study was to assess the process of OPRAS implementation in local government authorities, in the light of traditional administrative culture in MMC.

1.4.2 Specific objectives

The specific objectives of the study were to;

- (i) Assess the factors which influenced the contemporary process of OPRAS implementation in local government authorities.
- (ii) Review the commitment of management, supervisors and subordinates on OPRAS implementation.
- (iii) Explore the extent to which management structures, resources, and personal factors are influenced by the administrative culture in the process of OPRAS implementation.

1.4.3 Research Questions

The research questions in this study were:

- (i) Which factors limited or facilitated the process of OPRAS implementation in local government authorities?
- (ii) How were management, supervisors and subordinates committed on OPRAS implementation?
- (iii) Were the existing management structures, resources and personal factors influenced by administrative culture in the process of OPRAS implementation?

1.5 Significance of the Study

The findings from this study intended to determine the factors that limited or facilitated the process of OPRAS implementation in LGAs, and avoid them or improve. The study was determined to come up with recommendations to improve the organizations' performance through employees' development; improved remunerations, promotions' processes and annual salary increments. The study also aimed at adding knowledge to the community of scholars and policy makers on why OPRAS was implemented in a slow pace.

1.6 Limitations of the Study

The researcher faced the limitations of delay due to work occupied the respondents like preparations for receiving and running the Uhuru Tourch, meetings, travel on official duties, preparations for Nane Nane anniversaries, elections of leaders for local government authorities and resources. The researcher experienced challenges to access some information due to rigidity from some respondents. Some respondents did not turn up timely to scheduled interviews and questionnaires sent to them because of doubt of questions that they thought needed sensitive information.

Other limitations were fear that the research would not access variations in other public sectors in Tanzania because the study was conducted in only one LGA. Some doubts relied on the study that it would only capture the circumstances that prevailed at the time of the interviews, the tendency which is normal to most of survey studies. The researcher sometimes doubted that some respondents did not provide their true opinions during the interview or focus group discussion because of fear of the management. However, careful consideration was taken on board and thoughtful

efforts were made to make the study as scientific, systematic and as objective as possible so as to encounter the limitations of the study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter presents a literature review on overview of administrative reforms, experience of Reforms in Tanzania, performance management system, historical development of performance appraisal, OPRAS implementation and influence of the administrative culture in the process of OPRAS implementation. It has also reviewed the empirical evidence on performance management system as the system that originated OPRAS; which was done by different scholars.

The conceptual framework adapted a theoretical relationship between independent and dependent variables; and the influence of administrative culture in the process of OPRAS implementation. The information reviewed covered the period from 1980 onwards, as the period of social and economic problems in Tanzania (Maganya, 1990 and Kaul, 1996); and such reviews included both current and past records together for identifying the existing gaps.

2.2 Administrative Reforms

2.2.1 The Concept of Administrative Reforms

The theoretical basis for structuring of administrative reforms started by determining the approach that most strategies or devices were employed by African countries to reform their public sectors; such as decentralization, privatization, commercialization, contracting out and public private partnership. All these were predicated to have been involved in the concept of administrative reforms. The administrative reforms had numerous definitions some of which focused on political

interactions of stakeholders, which actually determined the course of events. For instance, Caiden (1969) defined administrative reform as ‘the artificial inducement of administrative transformation, against resistance’, that contains three interrelated concepts of moral purpose which meant the need to improve on the status quo; artificial transformation which meant departure from existing arrangements and natural change processes; and administrative resistance, where opposition is assumed (Ayee, 2008).

Such definitions focused on reform that contains elements of rational instrumentality. There were an assumption that reformers had an accurate knowledge of the cause and effect. In this regard, Dror (1976) defined the reform as a ‘directed change of main features of the administrative system’ and as containing two properties of goal orientation (directed, conscious) and the comprehensiveness of change (number of administrative components affected, state of change). Caiden (2007) shows how the study of administrative reforms can contribute substantially to the development of administrative theory, and constructs a working definition of the phenomenon of administrative reforms, distinguishing it from social change and from administrative change. The practical use of this definition is tested by the analysis of various case histories of administrative cultures of different periods in history from which a common cycle of reform processes is discerned.

2.2.2 Strategies for Administrative Reforms

Ayee (2008) as quoting from Turner & Hulme (1997); Peters (1992); Caiden (1991, 1978) and Dror (1976); identified a number of strategies which were employed in administrative reforms as;

(a) Restructuring

This involved the redesigning of the structure of organizations to improve effectiveness and efficiency. Restructuring devices included eliminating red tape, downsizing, decentralizing authority and improving organizational effectiveness through privatization, commercialization, partnerships and co-production. The reform agenda usually included an attempt to address the rigidities and dysfunctions associated with mechanical structures, a process referred to as ‘de-bureaucratization’ as Ayee (ibid) quoted from Turner & Hulme (ibid) and Caiden (ibid).

(b) Human resource issues

The reform of human resources focused on human resource development (HRD) and human resource management (HRM). This is important because an organization’s most valuable resources are its staff, which perform and coordinate tasks, organize inputs and produce outputs. Hence, HRM and HRD are crucial for reformers aiming at greater efficiency and effectiveness in public bureaucracies. While HRM focuses on selection, recruitment, appraisal, reward and career opportunities within an organization; HRD refers to the organizational activities directed towards improving the skills and capacities of the workforce. HRM and HRD as taken together are seen as the principal means of promoting improvements in organizational capacity which is highly favoured and oft-repeated objective of administrative reforms.

The human resource (HR) initiatives in developed and developing countries include increasing emphasis on training and the development of interpersonal skills; providing career advice and mentoring; encouragement of mobility and broadening experience; introducing participative management styles; providing performance

feedback; introducing human resource planning systems; human resource development planning; devolution of personnel management functions and power; management training and remuneration, as Ayee (ibid) adopted from EDI & ISAS (1992); Peters (1992) and Dror (1976).

(c) Participation

Participation involves reforms that aimed at decentralization, thereby providing greater scope for continuing participation in significant decision-making by both organizational members and clients of the organization. Perceived advantages of participation include a lesser need for co-ordination and control, more effective utilization of human resources, greater commitment to organizational objectives and public intervention in shaping the activities of public bureaucracies in order to provide services that are both required and desired, as Ayee (ibid) quoted from Turner & Hulme (1997 and Peters (1992).

(d) Accountability

Accountability is one of the most important objectives of public sector reforms. Ayee (ibid) referred to Paul (1991) who said that accountability is the 'driving force that generates the pressure for key actors involved to be responsible for and to ensure good public service performance'. It involves not only tackling corruption, but also improving public sector performance, effectiveness, efficiency, achievement of goals, honesty and regularity on the part of public officials who are expected to follow formal rules and regulations. Ayee (ibid) reiterated that a range of institutions were created to promote accountability, including auditors and ombudspersons (government officials responsible for impartially investigating citizens' complaints

against a public authority or institution and trying to bring about a fair settlement). However, the key question remains: to whom is the public servant accountable? (Paul 1992).

(e) Public-private sector partnerships

Dror (ibid) pointed out that there were agencies which drove privatization, commercialization, co-production and deregulation. Such agencies emphasized and encouraged public-private sector synergy or partnership (PPP) in the provision of social welfare, public goods and services, and the partnerships or co-operation that meant to present governments with the opportunities to human resource development for improving citizen access to services. In addition, the competition in such service provision arrangements was expected to encourage quality in institutions as Ayee (ibid) quoted from Batley (1994, 1997) and Collins (2000).

Therefore the quest for efficiency, effectiveness and economy had the dominant impetus to the current administrative reforms and re-engineering in many countries. The reforms offered management practices and advocated smaller and less intrusive government in place of larger and more interventionist government. The reforms proposed to alter public administration to management, shifting the focus from inputs to outputs and outcomes. The emphasis on achieving effective outcomes induced a move towards decentralization, devolution and contracting out, as other authors stated earlier. The reforms intended to change the “culture” of public administration to new public management (NPM). This culture took a root in developed countries and is now spreading in developing countries. The international donors like the World Bank and the International Monetary Fund who bailed out the developing

countries placed some pre-conditions for reforms (Adam, 2006). In essence, the change appeared to be more structural rather than functional. The public service reform agenda was embedded in administrative reforms which took a firm root in developing countries since early 1980's.

The reforms of 1980s and 1990s were essentially a deliberate attempt to use political power to influence the change of goals, structure and processes of state bureaucracy. At the beginning, reforms seemed to be extensive, involving a major shake-up in administrative organizations to remedy the malfunctioning of traditional processes. However, an in-depth analysis revealed the dominance of neo-liberal economics over politics (Rao, 2008). The intensity of change was indeed more political and economic than administrative. Therefore, based on the solutions offered by IMF, World Bank, United Nations and Commonwealth Secretariat, to the ills afflicting the civil service systems all over the world; a number of approaches were adopted to bring improvement in performance effectiveness and efficiency in the public sector which is a citizen's charter, re-engineering, reinventing government, New Public Management, privatization, financial reforms, democratization and decentralization.

2.3 Experience of Reforms in Tanzania

The image of Tanzania's public service reform has a long and distinguished history. At the time of independence in late 1960s, the emerging nation of Tanganyika inherited a public service designed to serve its colonial rulers (PO – PSM, 2011). The support to the public service was dominated by non-Africans; whereby there were few African doctors, managers and professionals. The size of government was small, with a focus on providing services to the colonial population. Therefore, the reforms

after attaining the independence entailed the building of institutional and human resource capacity in order to cope with the required needs of the new nation.

Tanzania adopted a policy of self-reliance, whereby the government would be the primary producer and distributor of goods and services. This was intended to bring services closer to the people, who were the majority living in rural areas. In terms of the public service sphere, this led to a rapid expansion in both the scope and size of government. Therefore, Tanzania being among the developing countries at that moment experienced a wave of reforms both in Central and Local Government authorities since then. In 1980s it was the period when the country started to face a serious social and economic problem (Maganya, 1990; Kaul, 1996) due to low productivity in the agricultural and industrial sectors; high rate of inflation; drought and the war between Tanzania and Uganda (in 1978 – 1979).

According to the World Bank (1990) it was affirmed that Tanzania's workforce was underperforming; and as a result of suffering from ineffectiveness and inefficiency in public service delivery in civil and local government services which contributed to a decline of performance in the total public service. One of the root causes for such underperformance, among others, was said to be the use of old performance appraisal system in the civil service which was not geared to attain the standard effectiveness and efficiency in performing the government functions.

2.4 Performance Management System in Tanzania

Performance means “the accomplishment, execution, carrying out, and working out of anything ordered or undertaken” (Oxford English Dictionary). Performance

management is, therefore, a means of getting better results from the organizational teams and individuals by understanding and measuring performance within the agreed framework of goals, standards and competence requirements. The concept of performance management has been one of the most important and positive development initiatives in the sphere of human resource management (HRM).

However, it was not recognized as a distinctive approach until mid 1980s, when the growing out of realization came up with knowledge that it is a more continuous and integrated approach needed to manage and reward performance (Beer & Ruh, 1976). Tanzania, like other African countries faced the challenging tasks of nation-building and promoting socio-economic development since attaining her independence in 1961.

Tanzania's political leadership identified poverty, disease and ignorance as the most critical enemies to the country's development (Issa, 2010). Tanzania made several efforts in order to confront the three inseparable enemies. At first Tanzania introduced a socialist reform which gave the government control of the commanding heights of the economy. Later in the mid-1980s and 1990s, partly in response to the economic crisis, a shift was made by introducing a market-oriented economy associated with private sector led development; diverging away from a public sector-led economy associated with central planning and administrative controls characteristic of the mid 1970s and 1980s. Secondly, in the 1990s the Government introduced strategies that aimed at poverty reduction and economic growth. These included the National Strategy for Growth and Reduction of Poverty (NSGRP) referred to as MKUKUTA, in Swahili acronym.

Since attaining her independence, Tanzania had at various intervals pursued structural, institutional, systems and process reforms with the aim of improving performance in the public service institutions and service delivery to the public. Measures were taken against massive growth of the public sector, poor service delivery and poor performance in most public service institutions. This was caused by the poor status of performance in late 1980s as was noticed in service delivery plethora. Therefore, in early 1990s a consensus emerged that there should be a shift towards a free-market economy as stated before (where the private sector was there to serve as the engine of growth), which would be better reflected in the structure and size of the nation's public service. Such consensus was expressed through designing and implementing the Civil Service Reform Programme (CSRP) from 1993 to 1998.

The CSRP focused on cost containment and the restructuring of government. This was by then limited knowledge on the number of public servants and their situation. What was visible was the existence of ghost workers; a huge and lowly paid public employees; unmotivated public service; unmanageable public expenditure; low revenue collection; high domestic and international debts; poor service delivery; lower level of accountability; poor performing public service institutions and a huge government structure.

Hence, in order to address such a prevailing situation the redefinition of government roles and functions was introduced whereby the Local Government decentralization programme began; Executive Agencies were created; and the non-core function services were contracted out to the private sector. Such exercises reduced the number of employees in some ministries, departments and units by 25 percent ranging from

355,000 in 1992 to 264,000 by end of 1998 (PO – PSM, 2007), as referred in PSRP II (2008 – 2012). The result was that salary levels were enhanced (in real terms) and a more transparent and efficient pay structure was created (by consolidating allowances into basic salaries). Following such a significant downsizing and the achievement of macro-economic stability, the need to impose further cost containment lessened as a result Tanzania's move towards political pluralism which amplified citizens' demands for improved service delivery.

However, it was discovered that such improvements were unlikely to arise through the programmes that focused on cost cutting because the nature of the introduced CSRP was felt discouraging to implement. It imposed a significant hardship on the general population, for example the imposition of cost sharing arrangements in health and education services.

Therefore, based on the above limitations, the Government redesigned a more comprehensive Public Service Reform Programme (PSRP) whose implementation started in 2000 as a pilot study in some ministries (PO – PSM, 2011). The main focus of PSRP was to improve the ministries, departments and agencies (MDAs) service delivery and regulatory functions through a more efficient Public Service; and thus introducing the open performance review and appraisal system (OPRAS).

The PSRP was expected to support the attainment of a high rate of economic growth and ensure that delivery of quality services within the priority sectors that conforms to public expectations for value, satisfaction and relevancy on a continuous and sustainable basis by the end of 2012 (PO – PSM, 2007). The performance

management system in Tanzania uses OPRAS as one of the instruments to implement the Performance Improvement Model (PIM) for generating a shared vision, understanding and agreement about the results to be achieved, within public service institutions and across the public service (Songstad *et al*, 2012). OPRAS was introduced in Tanzania public service through the Establishment Circular No.2 of 2004 (Mutahaba, 2011). Since its introduction all MDAs, Regional Secretariats and LGAs including Morogoro Municipal Council (MMC), were argued to install and implement OPRAS (PO – PSM, *ibid*) to improve the organizational performance, accountability, transparency and resources management. However, despite the fact that the implementation of OPRAS is mandated by law yet it is not clearly known by the employees (PO – PSM, 2011: 8) and that is why it has taken a slow pace to be implemented in local government authorities to achieve the intended goals.

2.5 Historical Development of Performance Appraisal

The history of performance appraisal has roots in the early 20th century and can be traced back to Taylor's pioneering Time and Motion studies. In 1911 the performance appraisal pioneer Frederick Winslow Taylor published two books titled: *The Principles of Scientific Management* and *Shop Management*, which stand as testament to his pioneering work in the areas of identifying, improving and, most crucially, modifying the flow of employee tasks and expectations (Horgan, 2014).

Performance appraisal as defined by scholars is a continuous process through which the performance of employees is identified, measured and improved in the organization. This process includes various practices like recognition of employees' achievements, providing them with regular feedback and offering career

development, as Lansbury (2013) quoted from Wilson (2005) and Aguinis (2007). According to Archer North & Associates (2006) performance appraisal systems began after World War I as a simple method of income justification. It was used to decide whether or not the salary or wage of an individual employee was justifiable.

If an employee's performance was found to be less than ideal, the salary was deducted. The emerging of performance appraisal system was also confirmed by Gibson (2004) who said that prior to World War II performance appraisals were used only in the military. Therefore, since the World War I, the need for employee performance appraisal became increasingly accepted till today whereby a sound and objective system of employee appraisal is considered indispensable for any organization.

2.5.1 Need for Performance Appraisal System in Organisations

It was been established by scholars that appraising employees' performance in organizations is a complex and challenging task. Performance appraisal is often not acknowledged but always it is an inevitable component in the supervisory process. According to Brown (2001) and Longenecker & Fink (1999), the performance appraisal is unavoidable element of organizational life.

Judgments about how individuals are performing are to be made whether there is formal performance appraisal system or not, because people regularly make judgments about others (Grote, 1996). Since many of these informal judgments were erroneous, then the formal appraisal system was needed to minimize the possibilities of bias and flawed judgments.

There are many decisions in modern organizations that depended on performance appraisals, and they are widely used in most organizations (Burkhalter & Buford, 1989; DeNisi, 1996; and Wanguri, 1995). They are important piece of the process by which organizations attempt to direct themselves (Kreitner, 1998), and they are considered as key components in the success of organizations for most of the twentieth century (Grote, 2002).

Performance appraisals play an important role in organizations and serve a variety of purposes, among them being to provide the basis for making selection and promotion decisions, determining salary increases; and a vehicle for feedback between supervisors and employees in public organizations. Longenecker (1999) found that there were many reasons why an organization needed a formal performance appraisal (PA) system. Longenecker (ibid) points out it was needed to take smart decisions regarding salary increases, promotions, demotions, terminations and transfers. Similarly, Valance as quoted by Longenecker (ibid) advocated another major need for PA system that it can be used to assess and suggest improvements in employee productivity. He put his opinion that PA system is important for organizations, as it mainly focused on employees to develop their capabilities.

Moreover, it is not only useful for capacity building but also helps managers in timely predictions and taking actions promptly to uncertain changes. The performance appraisal is considered as a key element of performance management which involves different measurements throughout the organization. Performance appraisal is important if the organizations were to take the advantage of their most important asset, that is employees, and gain human capital advantage.

2.5.2 Approaches to Performance Appraisal

There are two approaches to performance appraisal; that is the administrative approach and developmental approach as Hennessey & Bernardin (2003) explained as follows;

(a) Administrative approach

Making and carrying out employment decisions are the fundamental goals of the administrative decision-making. Administrative decisions include deciding which employees deserve to be promoted, terminated, disciplined, transferred, etc. In administrative approach, performance appraisal can be used as a key input for administration of a formal organization reward and punishment system. In addition, administrative approach deals with human resource planning, reward decisions (e.g. salary and wages increase), promotions and personnel research (e.g. effectiveness of training programmes).

(b) Developmental approach

When performance appraisal 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 performance 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 should receive the most benefit chance 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, performance appraisal serves as a vehicle for personal development. Hence,

developmental approach deals with providing employees' feedback on their strengths and weaknesses and how to improve future performance; aiding career planning and development; and providing inputs for personal remedial interventions.

2.5.3 Pre-requisites for Performance Appraisal System

The pre-requisites for performance appraisal system as pointed out by Hennessey and Bernardin (ibid) are:

(a) Documentation – This means, a continuous noting and documenting the performance. It helps the evaluators to give a proof and the basis of their ratings.

(b) Standards/Goals – This highlights that the standards/goals set should be clear, easy to understand, achievable, motivating, time bound and measurable.

(c) Practical and simple format - The appraisal format should be simple, clear, fair and objective. Long and complicated formats are time consuming, difficult to understand, and do not elicit much useful information. It is found that, involving performance appraisals often claim adverse impact as a result of the type of rating format used, more specific rating criteria leads to lessened adverse impact.

(d) Appraisal technique – This means, the appropriate appraisal technique should be selected; the way appraisal system should be performance based and uniform. The criteria for evaluation should base on observable and measurable characteristics of the behavior of the employee. The appraisal techniques should be easy to administer, implement and economical to undertake.

(e) Communication – It is an indispensable part of the performance appraisal process. The desired behavior or the expected results should be communicated to the

employees as well as the evaluators. Communication also plays an important role in the review or feedback meeting. Open communication system motivates the employees to actively participate in the appraisal process.

(f) Feedback – The purpose of feedback should be developmental rather than judgmental. Therefore, in order to maintain its utility, timely feedback should be provided to the employees and the manner of giving feedback should have a motivating effect on the employees' future performance.

(g) Personal bias – Appraisal being a complex affair, training should be provided to the appraisers on certain aspects like insights and idea on rating, documenting appraisals, conducting interviews, etc. Interpersonal relationships can influence the evaluation and the decisions in the performance appraisal process. Therefore, the evaluators should be trained to carry out the processes of appraisals effectively without personal bias.

Emphasis: An effective performance appraisal system should emphasize on individual objectives, organizational objectives and mutual objectives. From this point of view, the individual objective of performance appraisal should answer about the following questions;

- (a) What task the individual is expected to do?
- (b) How well the individual has done the task?
- (c) How can his/her performance be further improved?
- (d) What is his/her reward for doing well?

Failure to appraise the competencies of employees reduces the effectiveness of the competencies and the managerial performance appraisal programs. Hence, the appraisal system should appraise the managerial competency which in turn helps to identify successful employees, as Steven *et al* (2001) quoted by Hennessey & Bernardin (*ibid*).

2.5.4 Challenges of Performance Appraisal System

A number of challenges raised in the literature on implementing performance appraisal systems, among which include lack of full commitment and rewards to the performance management processes by managers (Waal 2007: 71 and 81); low political commitment by the top officials; absence of training; cultural issues and international organization interference (Ohemeng 2009: 110); weak/highly bureaucratic management systems (Waal 2007: 72; Mendonca and Kanungo (1996: 65-66) and lack of expertise to design sophisticated performance management systems (Mendonca & Kanungo, *ibid*). On the other hand, Kimathi (2011) listed other challenges as lack of specific funds for OPRAS implementation and training; inadequate resources like human resources, material resources such as fully fledged computerized tools for OPRAS implementers; difficulty in setting targets and in understanding how to fill objectives in OPRA forms by the lower and higher cadre of staff in most organizations.

The literature also suggests that it is difficult to design systems that truly measure the quantity or quality of work performed by employees (Boice and Kleiner, 1997: 197). Citing from Henderson (1984:54), Boice and Kleiner (1997) noted that “Performance appraisal systems are not generic or easily passed from one company to another. The

designed systems and administration should be tailor-made to match the employees' and organizational characteristics and qualities" (p.197). Vance (2006) highlighted some challenges associated with performance appraisal which included identification of performance, measurement difficulties, conflicts inherent in performance appraisal, pay as a motivational tool and the cost of performance appraisal.

2.6 OPRAS Implementation

2.6.1 The Meaning of OPRAS Implementation

The word 'Implementation' means the carrying out, execution, or practice of a plan, a method, or any design for doing something. As such, implementation is the action that must follow some preliminary thinking in order for something to actually happen (Rouse, 2014). Implementation is defined as a specified set of activities designed to put into practice an activity or program of known dimensions. Implementation processes are purposeful and are described in sufficient detail so that independent observers can detect the presence and strength of the "specific set of activities" related to implementation Rouse (ibid) cited from Meyers, *et al* (2012).

Therefore, OPRAS implementation in the Tanzania context means the act of filling the annual performance objectives in OPRA forms in July (for other public servants) and in January (for teaching staff members), and signed as the annual performance agreements. The objectives are reviewed in December (for other public servants) and in June (for teaching staff members) so as to get satisfied if they are done as agreed and be replaced (if need be); for annual performance assessment in June (for other public servants) and in December (for teaching staff members). The results from annual performance assessment are useful for performance appraisal to the public

servants/teaching staff members. After the public servants have been assessed at the end of the financial year they are given feedback of their performance, rewarded, subjected into training programmes or sanctioned. The aims of giving feedback reward, training or sanctions to public servants are meant to improve the organizational performance, service delivery and economy; individual accountability and transparency; resources management and communication between management and employees in organizations (PO – PSM, 2011).

2.6.2 Operationalisation of OPRAS in Tanzania

The Government introduced OPRAS in July 2004, through Establishment Circular No.2 of 2004. OPRAS replaced the former Confidential Performance Appraisal System that used the TFN.743 form to all cadres of employees and EF 117 form to the teaching staff. The old Confidential Performance Appraisal System was characterized by absence of feedback and poor help in the identification of the training needs to employees.

The former appraisal system failed to promote performance improvement and accountability in the Public Service. OPRAS introduction came with the use of TFN 832 form for all public servants, instead of TFN.743 and EF 117. This was a key part of the Government's commitment to improve performance in public organizations and service delivery to the public. It is a crucial accountability instrument for individual employees that emphasized the importance for participation, ownership and transparency through involving employees in objectives setting, implementing, monitoring and performance reviewing and evaluation process. This enables continuous communication between supervisors and employees; and common

understanding on the linkage between organizational objectives and individual performance.

The above mentioned changes, in appraising the performance of public employees were introduced in line with the Public Service Management and Employment Policy (PSMEP) of 1999 and the Public Service Act No. 8 of 2002, which both emphasized on institutionalization of results-oriented management and meritocratic principles in the Public Service. The two instruments facilitated the institutionalization of the performance management system in the public service. Bana (2007) argued that the policy stipulated clearly the need for a performance and results-oriented management philosophy in the public service. The Act provided an enabling legal framework for managing performance in the public service. Those instruments are important to give a legal status of the performance management initiative in the public service. The policy and legislation are important instruments to facilitate the gradual creation of a performance-accountability culture in the public service.

2.6.3 Features of OPRAS in Tanzania

OPRAS has the following unique features that can differentiate it from the previous confidential appraisal system (PO – PSM, 2009);

(a) Openness; which allows both employee and employer to discuss and agree on the organizational and individual objectives that are to be achieved during the respective financial year openly.

(b) Participation; which involves employees in the process of setting objectives, performance targets and criteria as well as determining, assessing and recording performance.

(c) **Accountability;** whereby individual employees are required to sign annual performance agreements and account for their performance against agreed targets and resources allocated for each activity.

(d) **Ownership;** that shows linkage between individual objectives and the overall organizational objectives in a given period of time. This helps the employee understand own role and contribution, thus creating commitment in achieving organizational goals.

2.6.4 The Flow of OPRAS Implementation Process

OPRAS implementation flows in a series of interlinked processes with the roots from the annual planning process, and ends with the feedback on annual overall performance providing input to the following annual planning process; as shown in Figure 2.1.



Figure 2.1: The OPRAS Implementation Process Flow

Source: PO – PSM (2013)

2.6.5 Key Elements of OPRAS

(a) Setting of Annual Performance Targets

It is a key element of OPRAS which is normally done at the planning level/stage. The performance targets are used to assess the performance of every public servant by comparing the achievements against agreed performance targets as stipulated in the Strategic Plan. The annual performance targets of individual employees are set only after the overall directions and objectives; and the performance targets which have been determined for the institution, departments/divisions/units within department/division/unit. This process is the one, which finally creates the linkage between organizational objectives and individual objectives.

(b) Evaluative aspects

Those are as follows below (PO – PSM, 2013):

- (i) OPRAS provides an opportunity to measure the aggregate of achievement attained by the individual employee in a given year. Emphasis is on quantity, quality and effectiveness in utilization of resources.
- (ii) Under OPRAS the characteristics and qualities of Public Service employees are evaluated under the “attributes of good performance” aspect. The attributes of good performance aim at motivating and instilling positive work attitude to staff. At the same time they do discourage actions that come into conflict with established rules of good conduct and values of the public service. Among the notable values are integrity, commitment, discipline, ability to be an effective team player and in establishing good relationship with fellow employees within and outside the public service.

- (iii) Another element introduced in the OPRAS is an appeal mechanism in case of disagreement of evaluation scores between individual employee and immediate supervisor.
- (iv) OPRAS provides an opportunity for the supervisor and employee to discuss and agree on measures to improve performance weaknesses so as to prepare the employee for future organizational responsibilities.
- (v) OPRAS provides an opportunity for the employee to give feedback to the employer on issues that are encountered during the period of assessment and call for improvement.

(c) Rewards

(i) Salary progression - The introduction of OPRAS meant that the salary progression of a public servant is no longer automatic like in the past. To encourage performance, salary increments had to be offered to employees with good performance. Public servants with poor and very poor performance will not receive salary increments as a way of demonstration of their performance levels.

(ii) Non-salary rewards - OPRAS also provides for bonus and non-financial rewards to be offered to outstanding and above average performers.

2.6.5.1 Benefits of OPRAS Implementation to Employees, Employers and Organizations

The advantages of employees' participation in the OPRAS exercises in general are: involving them in formulating goals; focusing to change work attitude of the

employees and hence building a new organizational culture; facilitating the sense of individual commitment in performance; it is the means to link the organizational goal and individual targets; provides accurate information and transparency to all; promotes the new management culture which aims at increasing output with utilization of least resources in relation to cost of inputs used; and puts in place the existing job descriptions with the specific measurable objectives.

(a) Particular benefits to employees

Those are as follows:

- (i) Employees are paid salaries that correspond to their performance. Therefore, good performers can be allowed to get their annual increments.
- (ii) OPRAS helps the employees to be proactive in future planning in the organizations.
- (iii) It enhances the salient feature of goal ownership and commitment of staff in the public service.
- (iv) It enhances transparency, accountability and integrity among public servants (HRP).

In addition, the PO – PSM (2006) asserted the views about participation of employees in appraisal systems that through participation, employees are given an opportunity to raise their voice. Biasness is reduced and trust on the supervisors develops when performance standards and criteria for evaluation are set with the help of employer in a joint session between the employee and the supervisor. Decreased employee participation increases appraisal related tension and appraiser - appraisee

conflicts. The PO – PSM (ibid) pointed out more advantages that employees would be motivated to perform effectively and improve performance due to the feeling of recognition. They would also be empowered through resources provided to implement the planned and agreed activities. Moreover, they would be informed of skill gaps and measures for improvement, and be guided and focused in the execution of responsibilities and duties. Employees would improve working relations and transparency and also be enabled to know what is expected of them.

(b) Benefits of OPRAS to the employers

On the other hand, the consideration on benefit to the employers is to be provided with an opportunity to re-enforce the organizational objectives and to get feedback on the effectiveness or weaknesses of the workplace systems, processes and procedures. Employers get informed on how to make merit based decisions on rewards and sanctions. They are also informed on staff developmental needs and human resources planning to improve working relations and assist to confirm an employee (PO – PSM, ibid).

(c) Benefits of OPRAS in organizations

The job of a person being appraised may be clarified and better defined, since it requires the employer and employees to sit together and set the expected outcomes based on organization objectives (Articlesbase, 2005 - 2014). OPRAS tends to develop the self-esteem of the person being appraised particularly the good performers since it demands the use of various strategies such as feedback, rewards recognition etc. This helps to develop self-esteem of the employees within organization. Through the effective use of OPRAS; rewards such as pay and

promotion can be distributed on a fair and credible basis although the appraisal system in Tanzania Public Service has not yet linked to any formal reward under the current system. OPRAS requires both the employees and employers to know the objectives of the organization clearly before setting any performance standards. This helps to make organizational goals clearer and well known since they can be more readily accepted by both parties.

Valuable appraisal information can allow the organization to do better on manpower planning, test validation, and development of training programmes. This can be done through identification of performance gap within the organization, the information which can help managers to make proper human resource decisions such as coaching, guidance, recruitment and firing. Better and timely service provision is strengthened by the effective use of OPRAS. Through use of OPRAS the public service provision can be made within a well known stipulated time bound. It offers an opportunity to both officers and employees to make a proper assessment of their work performance and evaluate their contribution in fulfilling the overall mission of the organization. So, this brings a change of attitude from the old notions of public administration in organizations to the modern one.

2.6.5.2 Challenges of OPRAS Implementation

These include the following (Bekele *et al*, 2014):

(a) Unclear standards

Although the graphic rating scale seemed to be objective, it probably resulted in unfair appraisals because the traits and degrees of merit are open to interpretation. For instance, different supervisors would probably define good performance, fair

performance, and so on, differently. The same is true of such traits as quality of work or creativity. However, there are several ways to rectify this problem. The best way is to develop and include descriptive phrases that define each trait, for example by specifying on the evaluation form what is meant by such things as outstanding, superior, and good quality of work. This specificity results in appraisals that are more consistent and more easily, as Sims (2007) was adopted in Bekele (2014).

(b) Lack of objectivity

A potential weakness of traditional performance appraisal method is that they lack objectivity. In the rating scale method, for instance commonly used factors such as attitudes, loyalty, and personality are difficult to measure. In addition, these factors may have little to do with an employees' job performance. Some subjectivity would always exist in appraisal methods. However, the employee's appraisal based primarily on personal characteristics may place the evaluator and the organization in untenable positions with the employee and an equal employment opportunity guideline. The firm may be hard pressed to show that these factors are job-related (Mondy *et al*, 2002).

(c) Bias

Rater bias occurs when a rater's value or prejudices distort the rating. Rater bias may come unconscious or quite intentional. If a manager has strong dislike of certain ethnic group, bias is likely to result in distorted appraisal information for some people. Halo error occurs when a manager generalizes one positive performance feature or incident to all aspects of employee performance resulting in a higher rating (Mondy & Noe, 2005). For instance, a manager may give high rating for employees

who show noticeable punctuality in spite of other factors in which the appraisal is based such as quantity and quality of output.

(d) Leniency or strictness

Giving unfair high rating is referred to as leniency. The behavior is often motivated by a desire to avoid controversy over the appraisal (Mondy and Noe, *ibid*). Some managers may rate their subordinates very high either because they want to show that the work under their responsibilities is proceeding very well or because they do not have the ability to convince their subordinates that their performance deserve this rating. Another problem which is closely connected to leniency is strictness.

Strictness is the act of rating subordinates on the lower level of the rating system. Some managers want to show the chief or head of the organization that they care for the organization that they work at. In addition, it is also a good excuse before the higher level management that the subordinates under their supervision are not performing their tasks as well as they should; and thus the overall performance of the department is unsatisfactory due to the existence of these subordinates.

(e) Central tendency

It is a common error that occurs when employees are incorrectly rated near the average or middle of the scale. This practice may be encouraged by some rating scale systems that require the evaluator to justify in writing extremely high and extremely low ratings. With such system, the rater may avoid possible criticism by giving only average ratings. However, since these ratings tend to cluster in the fully satisfactory range, employees do not often complain about this (Mondy & Noe, *ibid*).

(f) Failure to communicate the purposes of the performance appraisal

It may happen that the performance appraisal review report is not communicated between the supervisor and subordinate. The literature confirms how fundamental it is, that the purposes for which performance appraisal information will be used are clearly conveyed to both supervisors and employees, as Reinke (2003); Gabris & Ihrke (2000); Longenecker & Nykodym (1996) were quoted in Mondy & Noe (ibid).

According to Hindo (2010) and Martin & Nicholls (1987) wrote, “The need to be informed is vital in human relationships. Nothing can destroy trust more quickly than a feeling of not knowing what is going on and being cut off from information” (*p. 16, emphasis in original*). It is apparent that supervisors and employees may exhibit confusion, frustration, and fear when they are not sure of an appraisal’s purpose. Longenecker and Nykodym (1996) argued that in order to reduce the vagueness and confusion of the evaluation process, organizations need to inform employees of the reasoning behind evaluations (p. 160).

(g) Supervisors stressing the negative rather than the positive in the performance appraisal

All employees want to feel appreciated for the work they have performed. Hence, it is important to recognize the positive aspects of an employee’s performance, as Mondy & Noe (ibid) quoted in Bacon (2006); Herman (1999); Roseman (1981); Sweet (1989). There are some supervisors who would downplay the negative aspects of their employees’ performance to avoid potential conflict and maintain good relationships with their employees. Other supervisors may consciously stress the

negative in order to “... reduce the challenge, competition, or even individuality of the other man”. In some face-to-face encounters the primary task seems to be that of degrading the interviewee by deliberately ignoring his skills, strengths, and accomplishments and concentrating on his weaknesses” as Hindo (2010) quoted in Williams (1972).

h) Lack of training for conducting performance appraisal

According to Hindo (ibid) as quoted in Mohrman, Resnick-West, and Lawler (1989), superiors experience trouble when they are asked to appraise the performance of their employees. This is mainly because superiors lack the skills and behaviors that would allow them to effectively appraise the performance of their subordinates (p. 176).

This is supported by Roberts’ (1995) study on municipal government performance appraisal practices which found that: “Only 41 percent of the respondents perceive a high degree of rater confidence in their ability to effectively use the appraisal system” (p. 209). Hindo (ibid) reiterates that those who are charged with conducting performance appraisals must be properly trained (Daley, 2003; Roberts, 1998; Longenecker & Nykodym, 1996; Daley, 1992; Martin & Bartol, 1986). Despite this emphasis, literature again suggests that raters are often not provided with the necessary training on how to effectively conduct appraisals (Martin & Bartol, 1986).

2.6.5.3 Roles of Various Players in the Process of OPRAS Implementation in

MDAs, Regions and LGAs

The PO – PSM (2013) identified such roles as follows;

(a) Individual employee

- (i) To understand what is expected of him/her during the reporting in the respective financial year.
- (ii) To communicate with the supervisor and advice on implementation of individual objectives, successes and obstacles faced.
- (iii) To prepare Individual Performance Agreement (IPA) at the beginning of the financial year and take part in a mid-year review meeting.
- (iv) To participate in the assessment of performance at the end of the respective financial year.
- (v) To air some comments on the given annual performance appraisal report; and
- (vi) To retain a copy of his/her development plan and mid year review for respective financial year.

(b) Supervisor

- (i) To coach, mentor and counsel employees from his/her department, section or unit.
- (ii) To ensure that objectives are set within the context of strategic, action and development plans.
- (iii) To ensure availability of resources/inputs for carrying out individual employee objectives.
- (iv) To ensure that the employee is properly involved in the review process throughout the year.
- (v) To carry out at least one mid-year review with all subordinates;
- (vi) To complete the end of year assessment for all subordinates;

- (vii) To ensure that the Head of Unit/Department/Organization sees the comments on performance appraisal report.

(c) Employers

- (i) To ensure individual performance agreements are signed by all employees at the beginning of the respective financial year.
- (ii) To ensure that mid- and annual-year reviews take place timely in the organization.
- (iii) To support and facilitate implementation of organizational plans through providing resources, training, etc
- (iv) To monitor and evaluate implementation of organizational plans, as were intended.
- (v) To take actions on recommendations of employees given by supervisors during the annual performance assessment through providing rewards, sanctions, developmental measures and appeals accordingly.

(d) The President's Office - Public Service Management

- (i) To issue guidelines on OPRAS and their clarifications.
- (ii) To facilitate MDAs, Regions and LGAs (whenever possible) on the implementation of OPRAS.
- (iii) To monitor implementation of OPRAS in MDAs, Regions and LGAs.

(e) The Public Service Commission

- (i) To check on MDAs, Regions and LGAs compliance in the implementation of OPRAS.

- (ii) To handle employees' appeals on OPRAS from MDAs, Regions and LGAs as per guidelines.

2.7 The Introduction of OPRAS Implementation in Morogoro Municipal Council

Morogoro Municipal Council (MMC) is situated in Morogoro Municipality with the population density of 315,866 (Population Census, 2012). The Municipal started to implement OPRAS in 2006 (HR Department, 2014); as a result of the sectoral Reforms in Tanzania took place from late 1990s whereby various government/public institutions undergone a series of changes in terms of functional roles in order to meet the public expectations (MMC Strategic Plan, 2012).

The Municipal introduced OPRAS implementation in 2006 by observing the following steps:

- (a) The Strategic and annual plans were at first prepared by MMC management in May, 2006 observing the instructions given by the government; with long- and short-term objectives.
- (b) MMC hired the independent consultant (Dr. Sabai) who had already been selected by the Prime Minister's Office, Regional Administration and Local Government in 2005; to undertake OPRAS training in local authorities.
- (c) The consultant trained the Heads of Department (HODs) and Sections first on how to prepare the MMC objectives and targets for individual employees; according to their job descriptions or schedule of duties; originated from MMC's strategic plan.

- (d) Then, the trained HODs and Head of Units (HOU) undertook a two week timetable of the on-the-job training to their subordinates to ensure of awareness on what OPRAS is; the need and advantages of the use of it as well as its introduction in MMC.
- (e) The department of HR was assigned the responsibility of training all staff of MMC on how to fill in the OPRA forms; the activity which was preceded by the head of HR department to train the Human Resources Officers first for three days before starting the obligation to the rest of MMC staff.
- (f) Thereafter, the head of HR department distributed three copies of the OPRA forms to every MMC employee; ready to fill in the objectives for implementation of OPRAS in July, 2006.

However, it was acknowledged by the head of HR department that the take off point of OPRAS implementation at MMC faced some resistances from the HODs, Heads of Units and staff. This tendency is almost common to all public organizations, whereby apart from delay to start implementing OPRAS managements do not show up to the exercise. Either, because there was a threat that if any employee was not ready to observe such a government directives, one would be victimized by disciplinary actions; then they had no option.

No public servant in MMC was allowed to go for annual leave or travelling on duty if his/her file has no OPRA form which was ready filled in the annual performance objectives; and signed as an agreement. Therefore, they later accepted it and became used with OPRAS exercise. Thereafter, the MMC public servants started even to

look for OPRA forms from the HR department so that they can be evaluated for promotions or training courses; and the like.

2.8 Philosophical and Theoretical Perspectives of the Study

A Perspective is often considered as a view of something, for instance an organization, a society or a theoretical position from a vantage point. If a perspective implies a point of reference from which to view a situation, this section examines the philosophical and theoretical underpinnings of this study. It was considered important that the philosophical paradigm underpinning performance management is identified to ensure that the cultural changes that an organisation wants to realize support the values of performance management.

2.8.1 Philosophy of Performance Management

The field of performance management has moved away from the philosophy based on the paradigm of management control and direction through coercion and tight controls to one based on shared values such as participation and empowerment, which emphasise the individuality and self-directed nature of the employee (Schwartz, 1999; Spangenberg & Theron, 2001; UCSD, 2004; Williams, 2002). This shift in philosophy is partly a result of the new shift in focus on employees as a sustainable source of competitive advantage (Hope-Hailey, Stiles & Truss, 2001; Kotze, 2002; Truss, 1999). It also stems partly from Theory Y, which states that employees will strive towards goals to which they are committed, and from Noon's view of 'hermeneutical' man, which speaks of employees as creators of organizational reality rather than mere respondents to external cues (McGregor, 1960; Noon, 1992; Truss, 1999). Furthermore, McGregor (1960) felt that

management's aim should be to facilitate the growth and development of its employees in order to leverage the potential of its human resources. Performance management thus subscribes to a philosophy of improvement (Armstrong, 2000; Williams, 2001).

Three philosophical tenets emerge from this shift in philosophy. First, employee's unique skills, knowledge, experience, skills and personal style are essential to achieving the objectives of the organization (Hope-Hailey, Stiles & Truss, 2001; Kotze, 2002; Truss, 1999). Secondly, empowerment and participation of employees in the workplace, as well as recognition of their contributions and achievements, are essential for employee wellbeing and for motivating them to commit to the objectives of the organisation (McGregor, 1960; Schwartz, 1999; Spangenberg & Theron, 2001; UCSD, 2004; Williams, 2002). Thirdly, performance management rests on a philosophy of performance improvement, both of the individual and of the organisation (Armstrong, 2000; Williams, 2001). This humanistic approach clearly indicates a shift from bureaucratic to a more empowering, people-centred paradigm that is aligned with the overall purpose of performance management.

In line with a philosophy of empowerment and participation, performance management has a strong developmental slant. Armstrong (2000) states that performance management should be called 'performance and development management'. It should therefore be directly linked to both formal and informal training and development initiatives in the organization (Williams, 2002). It can thus be concluded that, performance management subscribes to a philosophy of continual performance improvement of both the individual and the organization (Armstrong,

2000; Williams, 2001). We must therefore ensure that the performance of people in the organization is effectively leveraged in meeting organizational objectives. With this aim in mind, the effectiveness of performance management in adding value must be constantly monitored and evaluated at the individual, team and organizational levels (Armstrong, 2000; Brown & Armstrong, 1999; Griffith and Orega, 1997; Williams, 2002). As Hartle (1997, p.216) explains, 'evolution, revision and change will be necessary to achieve continuous improvement'. The system therefore also needs to be flexible so that it can meet the ever-changing demands of the business environment (Engelmann & Roesch, 1997). This need can partly be met by moving away from a system based on assumptions of bureaucracy to one that facilitates the empowerment and participation of employees. In this way performance management can become a flexible process that adapts to the demands of high-velocity environments (Stiles, 1999).

2.8.2 Theoretical Perspectives of the Study

The study was grounded on the following theories:

(a) Goal-setting theory

This theory was been proposed by Edwin Locke in the year 1668. Locke and Latham stated that "the goal setting theory was based on the premise that much human action is purposeful, in that it is directed by conscious goals" (O'Neil & Drillings, 1994). This theory suggests that the individual goals established by an employee play an important role in motivating him/her for superior performance. This is because the employees keep following their goals. If these goals are not achieved, they either improve their performance or modify the goals and make them

more realistic. In case the performance improves it will result in achievement of the performance management system aims (Salaman et al, 2005). Studies by Edwin Locke and his colleagues have shown that more specific and ambitious goals lead to more performance improvement than easy or general goals. As long as the person accepts the goal, has the ability to attain it, and does not have conflicting goals, there is a positive linear relationship between goal difficulty and task *performance* (Locke, E.; Latham, Gary P, 2006). The Goal-setting theory thus provides us with vital inputs to our assessment of the implementation of OPRAS in local government authorities taking the case of Morogoro municipal council.

(b) Expectancy theory

This had been proposed by Victor Vroom in 1964. Vroom developed the Expectancy theory through his study of the motivations behind decision making and this theory is still of great relevance to the study of management. Expectancy theory is based on the hypothesis that individuals adjust their behavior in the organization on the basis of anticipated satisfaction of valued goals set by them. The individuals modify their behavior in such a way which is most likely to lead them to attain these goals. This theory underlies the concept of performance management as it is believed that performance is influenced by the expectations concerning future events (Salaman et al, 2005).

Subba Rao (2000) highlights that Vroom introduces three variables within the expectancy theory which are valence (V), expectancy (E) and instrumentality (I). The three elements are important behind choosing one element over another because they are clearly defined: effort-performance expectancy (E>P expectancy), performance-

outcome expectancy (P>O expectancy). This theory provides vital inputs to our study as it emphasizes the needs for organizations to relate rewards directly to performance and to ensure that the rewards provided are those rewards deserved and wanted by the recipients. This is of extreme importance for local government authorities such as Morogoro municipal council which is the focus of our study. The theoretical underpinnings of this study are further illustrated by examination of the concept of administrative culture.

2.9 The Influence of Administrative Culture on the Process of OPRAS Implementation

2.9.1 The Meaning of Administrative Culture

Many definitions on the term *administrative culture* were elaborated before. Henderson (2005) defined it as ‘the general characteristics of public officials with shared values, attitudes and beliefs. Zhuplev & Shein (2005) believed that administrative culture manifests itself in behavioural norms, adopted and adhered to by participants of the governance process at the macro and micro level. Karyeija (2010) quoted Wilson (1989:110) who defined administrative culture as a persistent way of thinking about the central tasks of an organization and the human relationships within it. Anechiarico as quoted by Luvuno (2005:210) explained it as a transmissible pattern of beliefs, values and behaviour in a public service organization that concerns the organization’s role and relationship to the public.

Therefore, from this interpretive perspective administrative culture is approached as a process of sense-making with a strong focus on the complex daily practices of actors at the micro level of organizations, as Karyeija (2010) adopted from Geert

(2001). So from such a perspective, processes of decision-making are characterized by the complex interplay of problems, interests, polyphonic interpretations, power struggles, and internal and external pressures especially when there are many different public and private partners.

The growing body of narrative analyses in organization studies and other fields suggested that expressions of culture can be approached as narrative accounts. After all, individual actors constantly try to make sense of their environment by combining different elements of the dominant cultural narratives that fit with the specific situation or moment. As such, they produce and reproduce their own range of narrative accounts. Taking these perspectives into account of this study, administrative culture can be defined as the process of sense-making that takes place at the intersection of political and administrative arenas, which become manifested throughout the different aspects of the daily work practices within the area of public administration. Different cultural aspects of the daily work practices consist of the behaviour of actors, symbolic artefacts (something made or given shape by man, such as a tool or a work of art), central norms and values underlying the unwritten rules that guide actors' behaviour, and the deeply rooted interpretive schemes from which actors make sense of the situation and their position in that situation.

Dwivedi (2005) proposed three approaches to the study of administrative culture as the deontological (the normative ethical position that judges the morality of an action based on the action's adherence to a rule or rules), teleological (the study of design or purpose in natural phenomena) and the spiritual approach. The deontological approach focused on the ethical and moral obligations of the administrator and the

organization he or she represents. While the teleological approach asserts that processes and procedures in government administration ought to be determined by their ultimate purpose; the spiritual approach assumes that there are correct ways of doing things and that there are standards and rules to which all must adhere. It is emphasized on the importance of looking at administrative culture from all three approaches because no nation or society, ‘irrespective of its political and religious orientation, can survive in a spiritual and moral vacuum without it’ (Dwivedi, *ibid*). Furthermore, it was added that “... there must be articles of faith that govern our lives and that these should be encouraged, reinforced, resurrected, and strengthened because good governance is essentially a moral enterprise.”

However, although it is known that administrative culture has an influence in processes of decision-making in organizations, still the administrative process may differ from one place to another; as Dwivedi and Nef (1998) also alerted that, “The administrative culture of any part of the globe reflects the distinctiveness and complexity of the various regional, national, and local realities; their unique historical experiences; their forms of insertion (subordination or domination) into the system of regional and global relations; and their levels of development and fragmentation”.

It should be noted that like most other concepts used in the social sciences, the term “administrative culture” does not always mean the same thing for all people. Different perspectives may be offered, and a variety of conclusions can be drawn by people (from different places or geographic regions) studying the administrative culture. It was then concluded by the researcher that, it is better to have a holistic

view by employing all the views of deontological, teleological and spiritual approaches, but it might have been hard task to venture into the spiritual realm.

This study did not aim at presenting a holistic view or a desirable administrative culture, but to map the existing administrative culture and its influence to the process of implementation of OPRAS in local government authorities.

2.9.2 Norms in the Public Service

Norms are generally accepted, sanctioned prescriptions for or against the behaviour, beliefs or feelings of others. For instance, what others ought to do, believe and feel or else incur some negative consequence. Norms are prescriptions that have both subjects and objects, they are collectively held, always include sanctions, and are an integral part of an organization's culture (Morris, 1956a).

Usually, norms refer to the rules that a group or organization uses to determine values, beliefs and attitudes that are acceptable amongst members. They are reached through consensus and socialization, and function as social controls and avenues for accountability. For example, one norm in the Tanzanian public service may be to *not only* respect one's superiors, but also show them loyalty as individuals, in a way that exceeds one's official capacity. Thus a chauffeur may find it difficult to stop doing private errands for his boss, even though official rules and regulations are on his side. If he does stop running errands, it may give his workmates the impression that he suffers from a dangerous blend of arrogance and ignorance – inappropriate behaviour indeed. Such an impression is probably not in the interest of this particular subordinate employee. Such a dilemma as this could indicate that the members of a

bureaucracy find that breaking norms yields punishment and sanctions. In sum, bureaucrats' norms may include formal and informal social norms.

(a) Formal rules

Many rules and procedures govern bureaucracy. They also determine the status of the members of bureaucracy by identifying their roles, responsibilities and seniority. These formal norms are mainly manifested in standards, operating procedures, rules and regulations. Such rules are usually universal in nature in that they apply to everyone in the bureaucracy. It is more probable that policies which seem to undermine the existing norms will be resisted, than those policies that seem to reinforce the status quo.

(b) Informal norms

In order for a bureaucracy to function well, it must have informal social norms that influence its character. These informal social norms could be aptly referred to as normative expectations, for they relate to the different aspects of bureaucratic behaviour. For example, the exemplary behaviour in such areas as sexual relations between workmates and financial comportment. But how do informal norms specifically relate to our study object, performance appraisals? Usually a performance appraisal requires that the assessor evaluates an employee's core competencies. Here what matters are attitudes about the employee's integrity, initiative and how well he or she gets along with colleagues and can function as a team member. One might presuppose that practicing the informal norms considered acceptable to the organization's members will most likely increase an employee's chances of being rated positively during the performance appraisal exercise, but it is

worth examining the readiness to criticize or sanction colleagues' infringement of such norms. These norms could be related to interpersonal relations or task performance.

2.9.3 Administrative Culture and the Process of OPRAS Implementation

The question that is needed to be answered is: To what extent has the host of administrative culture in the Tanzanian public service impacted the process of OPRAS implementation? The barrier may be the Tanzanian societal culture which poses unique challenges for the performance appraisal system.

However, the system requires that there is a need to have a close and continuous communication between the subordinate and the superior availed by the administrative culture. Asim (2002) mentioned that the nature of the Tanzanian Public Service 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 employees". In other words, it could be generalized that the public service is arguably based on the principles of conflict-avoidance among the subordinate and the superior.

This study was designed on the assumption that appraisal systems may be affected by the administrative culture. On basis of such fact, the following questions therefore had to be answered: Does administrative culture influence the process of OPRAS implementation in Morogoro Municipal Council (MMC)? What cultural perspectives are brought to bear? How does administrative culture facilitate the success or failure of OPRAS implementation and why? The argument presented here was that

bureaucrats may have a shared cultural value system which in turn influences the way they think and make decisions. What is more in these values is a reflection of the organization's dominant administrative culture.

2.9.4 Theoretical Relationship Between Administrative Culture and OPRAS

Implementation

The researcher anticipated that the relationship between administrative culture and OPRAS implementation may be reflected in variables as discussed hereunder, as follows;

(a) Management Structures

Management structure refers to the organization's hierarchy of authority which defines accountability and communication channels within the organization, and with its external environment. It is a laid out plan on how managerial duties are affected right from the senior positions to junior ones. Management structures clearly define what is expected of the managers with respect to their level of management. This can mean those members of the executive or administration of an organization or business (Collins, 2000).

Management structures comprise of line management, middle management and top management. Line management is composed of managers responsible for the main activity or product of the organization. This means a person who directly manages other employees and is responsible for the administrative management of the individual as well as the functional management. If someone refers to the "boss" it means the individual who is the line manager (Reh, 2014). While the middle

management is a level of management in an organization or business, consisting of executives or senior supervisory staff in charge of the detailed running of an organization or business reporting to the top management; the top management means the level which is the most senior of management of an organization or business. This includes the heads of various divisions/units or departments, and is led by the Chief Executive (CEO).

Each organization has its unique management structures based on its operations, but the common denominator present in every organization's management structure is that which defines the flow of responsibility within the organization. It also defines who is responsible for each role in the organization. The management structure of an organization clearly outlines roles of the top management which consists of the Chief Executive Officer (CEO) and the board. While the middle management is the one which is made up of the heads of department and heads of divisions/units, the lower management is comprised of the line managers, team leaders and supervisors. This is the basic management structure used by most organizations.

Different authors advanced the guidelines for successful implementation of OPRAS one of them being management structures; which are committed and involved in the entire process of performance management (Halachmi, 2002; Ingram, 1997). The authors highlight that in order to improve performance there should be clear objectives which are specific, measurable, achievable, realistic and time bound; and yet challenging (Brown, 2005). It is emphasized that there must be management support mechanisms in place for facilitating the process of OPRAS implementation. However, it is still cautioned that successful implementation of OPRAS would

depend on the existing relationship maintained between supervisors and supervisees (Mendonca & Kanungo, 1996); whereby there is a management style that promotes manager - subordinate relationship.

(b) Resources

The resources referred to are those related to the human resources, financial resources and strategic/action plans. The human resources in this context mean the set of individuals who make up the workforce of an organization, business sector, or economy. Financial resources refer to the money available to a business for spending in the form of cash, liquid securities and credit lines. It is advised that before going into business the entrepreneur needs to secure sufficient financial resources in order to be able to operate efficiently and sufficiently well to promote success.

In addition, strategic and action plans are also potential resources for the process of OPRAS implementation. By strategic plan, it entails a document used to communicate within the organization, the organizational goals, and the actions needed to achieve those goals and all other critical elements developed during the planning exercise. Action plans refer to a sequence of steps that must be taken, or activities that must be performed well for a strategy to succeed. The action plan has elements of what will be done and by whom, when will it be done and what specific funds are available for specific activities.

Scholars alert that personnel with shared understanding of vision, mission and strategies and continuous learning and training creates awareness of promoting performance improvement, measures, meaning of performance management and its

usefulness to the institution (Ohemeng, 2009:112). This approach appreciates that a well knowledgeable personnel is a key requirement for OPRAS implementation, and this idea is supported by Halachmi (2002) that OPRAS implementation depends on the budget in place. Therefore, organizations have to set priorities and adhere to the budget prepared for activities aimed at improving the performance. In addition, Ohemeng (ibid) emphasized that there must be both strategic and action plans in place whereby employees would draw their objectives and targets for implementation of OPRAS. He reiterated that indeed there is a necessity to plan and review the process of OPRAS implementation continuously.

(c) Personal Factors

According to this study the said personal factors are education, position/rank, experience and motivation. It was suggested that employees should have knowledge on OPRAS and its importance. Employees should be able to translate the newly introduced instruments for the process of OPRAS implementation, aimed at improving performance and combine them with their routinized methods they used in their organization (Boxenbaum 2005, Campbell 2004). The idea behind this is that there must be a senior position or rank among some staff who would perform the managerial roles being well equipped with knowledge, and ready to oversee OPRAS implementation. Either, it is expected that the staff with experience of more than two years in OPRAS implementation would encourage others to participate in OPRAS implementation.

These would support the management initiatives aimed at improving performance in the organization. Such a motivated staff would stand at a forefront position to defend

the move for implementation of OPRAS. So long as administrative culture is a process of sense-making and that it may guide behaviour and processes of decision-making; it was assumed that such frameworks might influence management structures, resources and personal factors that are embedded in the local context in which the frameworks operate (Geert, 1973).

In that sense, decision-making about the processes of OPRAS implementation would be characterized by the complex interplay of problems and interests because the administrative settings is influenced by actors who are constantly considering different ideas, initiatives and interests against the background of their own values, interests and agenda.

This conceptualization of administrative culture in relation to the process of OPRAS implementation hypothesized the influence, particularly to the attitude of management. That is, management might be influenced in the decision-making processes in administrative settings because throughout such processes, actors are explicitly and implicitly engaged in negotiations of meaning. In this case, the explicit focus on the narrative reconstructions and development of key events provided the researcher with the possibility to observe the complex power dynamics and ambiguities of sense-making in everyday administrative practices as (Karyeija, 2010) quoted in Berendse *et al* (2006) and Van Hulst (2008).

Hence, this study also intended to achieve a better understanding of process of OPRAS implementation in the light of administrative culture by means of a deep analysis of information collected from Morogoro Municipal Council. The study did

not intend to apply a hypotheses-testing method, instead a hypotheses-generating procedure was chosen. It would not be possible to apply a hypothesis-testing research frame because the results of the study could neither be conclusive nor robust.

2.10 Empirical Evidence on Performance Management System: Historical Antecedent

(a) Overview of Performance Management System in US

Although performance measurement system as a management tool has a long history dating back to the 1800s, it is primarily highlighted in the last two decades that public-sector performance management has shifted to an explicit focus on measuring outcomes and rewarding results (Heinrich, 2003; Radin, 2000).

Heinrich (ibid) did a study on “Improving Public-Sector Performance Management: One Step Forward, Two Steps Back?” in the U.S federal government agencies, which included annual performance plans specifying quantitatively measurable goals and levels of performance to be achieved and annual reports comparing actual performance with goals. The U.S. Department of Labor introduced performance standards and outcome measures to its public employment and training programs, and strongly emphasized on performance accountability; as a key feature of the Workforce Investment Act (WIA) programs.

The study aimed to describe and draw lessons from public agencies’ experiences in implementing the systems and to identify ways to increase their effectiveness, in addition to improving agency performance. This study used the WIA performance management system to identify challenges and prospects in implementing

performance management systems effectively in public agencies. The process for setting performance standards was studied, and empirical analyses investigated the relationships among the standards, states' attained in performance levels, and differentials between states' performance and the standards.

The study findings indicated that setting performance targets is a key task that determines the nature of incentives in the performance management system. In the absence of regular adjustments to the standards for changing local conditions, however, the WIA system appeared to have promoted increased risk for program managers rather than shared accountability. Program managers appeared to make undesirable post-hoc accommodations to improve measured performance. This study revealed both general lessons about the implementation of performance management systems and more specific feedback and strategies for improving the effectiveness of the WIA system.

However, despite Heinrich (ibid) carrying out the study on improving public-sector performance management, predicting that the effort made to improve the public-sector performance were facilitating the goals "One Step Forward, while the same effort limiting the same goals "Two Steps Back", the researcher did not go farther to find out the contribution of setting performance standards and outcome measures to the public servants in the appraisal system in local government authorities in US federal government agencies. This encouraged the current researcher to fill the gap by conducting the study on the process of OPRAS implementation in LGAs in Tanzania.

(b) Performance management in Malaysia

The performance management reforms in Malaysia resulted in improving efficiency at the bureaucratic and public service delivery systems (Beh, 2012). Within many policies and frameworks, numerous standards of practice were introduced since 1970s until the recent Public Service New Scheme in 2012. According to Beh (ibid), Woodrow Wilson argued that the civil service reform should be concerned with both improving personnel systems and the performance of the organization as a whole.

Recent efforts to improve government performance in making the organizations and the public employees more accountable to the public for results embody these tenets of Wilson's arguments. The conventional wisdom that stability contributes to "public administration performance", "change", "development", and "reforms" seem necessary to keep bureaucracy effective, as Beh (ibid) quoted from Osborne & Plastrik (1997) and O'Toole & Meier (2003). Numerous attempts in Malaysia have been made by the government in its continual effort to refine the strategies in enhancing public administration in the country.

Darehzereshki (2013) wrote the paper on "effects of performance appraisal quality on job satisfaction in multinational companies in Malaysia". The purpose of the study was to examine the role of the performance appraisal quality (independent variable) on one important human resource management outcome which is job satisfaction (dependent variable). Using data from 133 employees of the multinational companies in Malaysia, employees' performance appraisal experiences were identified. In order to have a better understanding on the demographic characteristics and specifications of the respondents, the researcher used frequency

analysis. The key findings indicated that high quality performance appraisal positively influenced employees` job satisfaction.

Furthermore, the researcher identified several researches done in the past which highlighted similar relationships. The findings also highlighted that employees must experience positive appraisal feedbacks in order for performance appraisal to positively influence employee attitudes and behavior, as Darehzereshki (ibid) quoted from Murphy & Cleveland (1995) and Kuvaas, (2007). It was also revealed that clarity of performance expectations in performance appraisal had a greater influence on attitudinal reactions for high performers. The study also revealed that there was a relatively strong relationship between performance appraisal high quality and job satisfaction.

However, despite of the efforts made by the researcher to study the effects of performance appraisal quality (in implication of OPRAS quality) on job satisfaction; the study did not go further to examine on either the factors that limited/facilitated the process of OPRAS implementation in local government authorities or the influence of culture to the same in Malaysia. Hence, this became a motivating factor to the current researcher to undertake the study to fill that gap.

(c) Performance Management in Botswana

Dzimbiri (2008) in the paper on “Experiences in New Public Management in Africa: The Case of Performance Management Systems in Botswana” intended to examine on “How PMS emerged, its implementation, monitoring and evaluation, along with an analysis of challenges and lessons learnt”. PMS as Dzimbiri quoted from

Armstrong (2003) is concerned with managing the organization, everyone in the business, performance improvement, employee development, stakeholders' satisfaction and finally communication and involvement.

Since Botswana attained independence in 1966, it introduced the National Development Plans (NDPs) which covered periods of five years functioned as instruments of guidance in the delivery of service to the nation. In order to improve the quality of service delivered and satisfy customers and stakeholders, the government mandated the Directorate of Public Service Management (DPSM) to develop initiatives that could improve public service delivery. The Botswana National Productivity Centre (BNPC) was commissioned to introduce PMS in the public service. The BNPC intended to guide the PMS process in the first year and then leave the responsibility to ministries to sustain the process in subsequent years. The implementation Framework for PMS used a top-down approach because major decisions were made by the public service management and then spread down to lower management. Monitoring of PMS was done by the Performance Improvement Co-ordinators (PICs) who were also responsible for processes of performance information to appraise the Permanent Secretary to the President (PSP). While monitoring was done by PSP, evaluation was done by the hired Ernst & Young Consultants. The outcomes were improved service delivery, celebration of Productivity Convention Week, motivation to officers who were promoted, disciplined tools to manage performance, and service delivery.

However, challenges of varying degrees of knowledge gaps among public servants, consultants and coordinators of PMS activities; employees at the lower level had

little or no knowledge about PMS; the personnel which was charged with managing PMS had no formal project management training. The BNPC consultants did not understand all elements of PMS; and the performance manual did not include any specifics for practical application (Sharma, 2006). Despite of the successes and challenges, the lessons learnt are that top-level commitment and the location of the power centre, strategic plans, detailed PMS guidelines, training/effective communication, phasing out of reforms, rewards and continuous funding had to be considered.

More or less the same, despite carrying out the study which examined “How PMS emerged, its implementation, monitoring and evaluation, along with an analysis of challenges and lessons learnt” in Botswana, Dzimbiri (ibid) did not go further to assess the factors which limited or facilitated the PMS tools that includes the implementation of OPRAS, in local government authorities. This motivated the researcher to fill this gap, by conducting a study on the process applied in OPRAS implementation in Tanzania.

(d) Performance management in Kenya

There was a tremendous growth of Kenya Tea Development Agency (KTDA) from 1964 to 2000 before the parastatal is privatized; and acquire a new status, namely Kenya Tea Development Agency Limited (KTDA LTD). Kenya Tea Development Agency Ltd was incorporated on 15th June, 2000 as a private company under (Cap. 486) of laws of Kenya becoming one of the largest private tea management Agency. The Agency managed 54 operational factories in small-scale tea sub-sector in Kenya. Messah (2011) conducted a study on “the effect of performance appraisal systems on

employees in Kenya Tea Development Agency” focused on Githongo, Imenti Tea Factory, and Kiegoi and Miciimikuru Tea factories in Meru County in Kenya. This research adopted a descriptive research design where the population of interest in the selected tea estate was visited.

The design was deemed appropriate because the main interest was to explore the viable relationship and describe how the factors that supported matters under investigation had an effect on performance appraisal systems. The purpose of the study was to investigate the effectiveness of performance appraisal systems. The entire study targeted at evaluating the effect of performance appraisal systems on employees’ performance.

The research findings revealed that competence, assessment and development affected employee performance to a moderate extent as indicated by 56.9% of the respondents. There were also a number of statements on competence, assessment and development that enhanced employee performance as indicated by the respondents. The main statements were: competence, assessment and development is seen by both staff and management, as a mechanism for identifying people with promotion potential; and competence, assessment and development at the firm emphasized on integrating individuals’ aspirations and abilities with organizational goals.

The findings also revealed that management by objectives enhanced the performance of the tea estate to a great extent with an indication of 67.5% of the respondents. The researcher also sought to know the extent which a number of factors of management by objectives affected performance. The factors of employee training, performance

based pay and management by objectives were the key factors that influenced employee performance as indicated by the respondents whereby they rated the three to a great extent. The study also revealed that performance based pay affected employee performance to a great extent with a 46.1% of the respondents' indication. The researcher was interested in observing the extent to which a number of factors of performance based pay enhanced the performance of the tea estate. However, the factor of competence, assessment and development were not ignored since they were rated to a moderate extent by the employees and indicated that they also contributed a lot to employee performance.

It was recommended that initiatives were to be taken on board to give proper training to all of its employees in order to improve the performance in the tea factories in all departments. In order to improve efficiency KTDA had to adopt the system of performance based pay on all of its employees; take proper consideration of competence, assessment and development of the employees that are working within and out of the tea factories and adopt management by objectives in order to improve performance of its employees.

Again despite the purpose of investigating the effectiveness of performance appraisal systems, Messah (2011) ended by evaluating the effect of performance appraisal systems on employees' performance only. The researcher did not go further to assess the factors that limited or facilitated the process of implementing such performance appraisal systems in local government authorities, considering that Tea plantation is one the agricultural activities based in LGAs. So, this influenced the researcher to deal with that gap.

2.11 Synthesis on the Literature Review and Empirical Evidence

Despite the fact that most countries introduced the reforms and performance management and appraisal systems to improve performance in organizations and service delivery; the literature review shows that most of them experienced similar challenges that are reflected in areas of:

- (a) Rare consideration of feedback to employees focused on solving the problems causing a poor performance.
- (b) Evaluation of performance which is in a win-loose relation between the supervisor and employee; instead of being in a win-win relations.
- (c) Performance management and appraisal systems being perceived as unfair and useless, and as a result of demotivation and dissatisfaction to the supervisors and employees.
- (d) Subjectivity, which lacks open and sincere feedback, and the use of inconsistent criteria in appraising employees.
- (e) Lack of communication skills to some appraisers and lack of knowledge to the consultants on elements of PMS.
- (f) Lack of tools and senior management support to improve the performance appraisal system.
- (g) Insufficient training and unfair allowance on performance based pay to all employees.
- (h) Performance evaluation results for individual employees being not linked to rewards.
- (i) Knowledge gaps on PMS among public servants and those who were to coordinate PMS activities.

- (j) Knowledge gaps among employees at the lower level about PMS.

Therefore, by reflecting the gaps identified through the challenges listed above as a summary adopted from the literature review and empirical evidence on studies done by Darehzereshki (2013), Loth (2012), PO-PSM (2011), Kimathi (2011), Messah (2011), Karyeija (2010) Issa (2010), Dzimbiri (2008) and Heinrich (2003); it was predicted that the processes of OPRAS implementation would face some weaknesses. This could be because the step of supervisors and subordinates to agree on what the subordinate will do, what are his or her objectives, how performance will be assessed, and availability of resources was not adhered to.

It was also depicted from the literature that the step of conducting mid-year reviews whereby the initial agreement is reviewed and where necessary, revised was skipped out. The step that featured much in most literature was the end of the year appraisal for assessing the subordinate's annual performance. This automatically would have ended up with failure to achieve the purposes of introducing OPRAS aimed at improving institutional performance; establishing the environment that provides feedback, exchange and communication between supervisors and subordinates; helping to identify the subordinate's strengths and areas of development; and linking the performance results to the salary or wage paid to employees.

Thus, based on the above mentioned gaps; it was established by the researcher that this study should be conducted to assess the factors that facilitated or limited the process of OPRAS implementation for improvement of the organizational performance and service delivery.

2.12 Conceptual Framework

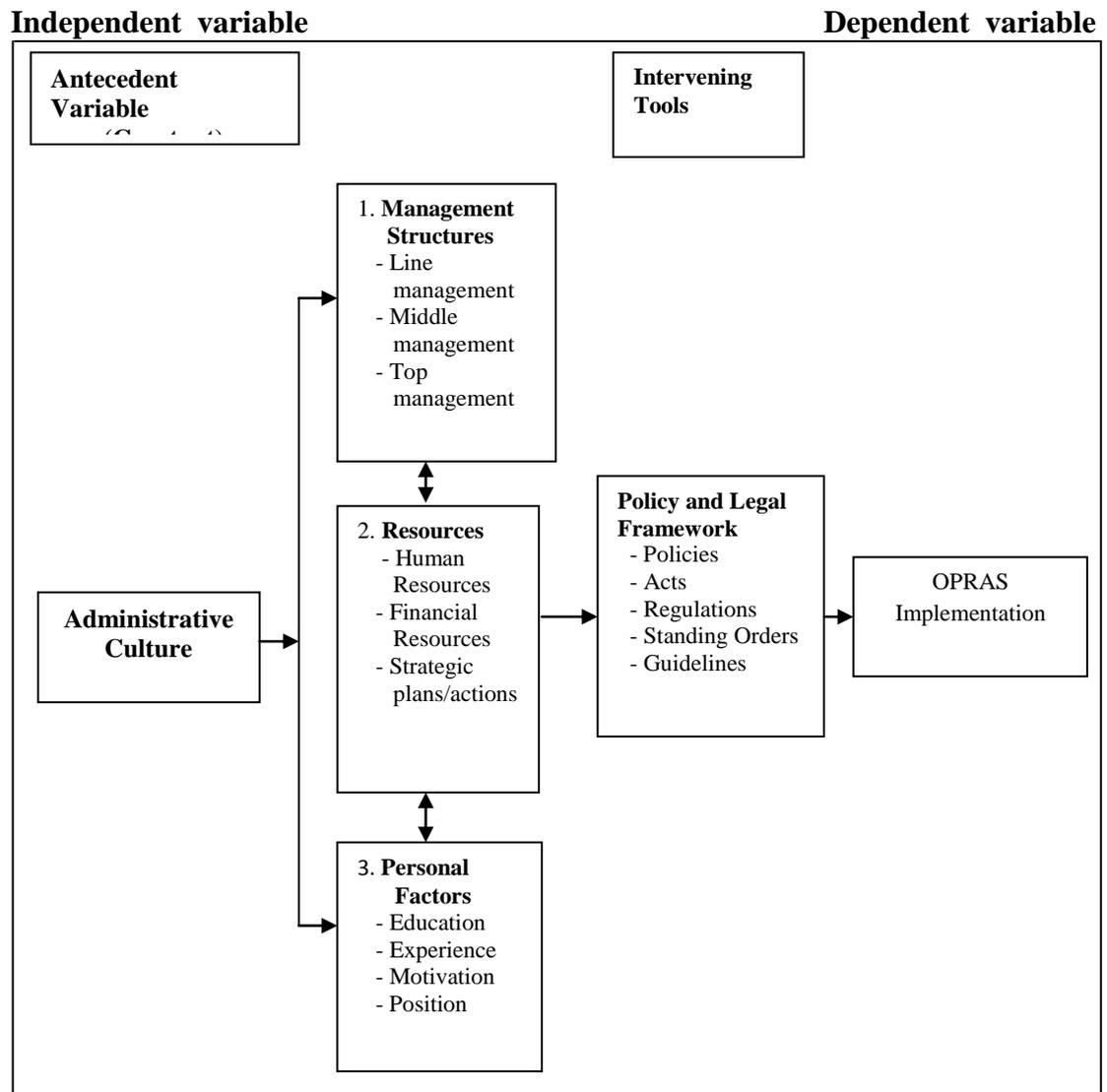


Figure 2.2: The Conceptual Framework of the Study

Source: Constructed by the researcher (2015)

Explanation

This means that, the implementation of OPRAS depends on how management structures, resources, personal factors are influenced by administrative culture; regardless of presence of Policies, Acts, Regulations, Standing Orders and Guidelines at work place.

CHAPTER THREE

RESEARCH METHODS AND PROCEDURES

3.1 Introduction

This study was designed to assess factors which limited or facilitated the process of OPRAS implementation in local government authorities. This chapter describes how the study was conducted. It has discussed on the area of study; the nature of research design; population and sampling procedures. Data collection instruments such as questionnaires, interviews, focus group discussions; as well as consultation, observation and documentary review were identified; and data analysis procedures and so other methodological and ethical issues suitable for completion of the study were observed.

3.2 Description of the Study Area

Morogoro Municipal Council (MMC) was selected as the area of study because it was one of a few municipal types of council which started to implement OPRAS in 2006, earlier than Ulanga, Kilombero, Kilosa, Mvomero, Gairo and Morogoro District Councils. It was then found that MMC has gained more experience; and thus would provide the required information for the research study.

The area has the largest population for study, as compared to other local government authorities in Morogoro region. It is composed of heterogeneous staff with potential population for the study, and has communities which represent the range of variations on the most important characteristics. The communities in MMC, according to the preliminary visit done by the researcher, fulfilled the criteria

required for the study (MMC Strategic Plan, 2011). In addition, majority of the MMC staff members have the experience of ten years to date since they started to implement OPRAS. This time was considered enough to provide sufficient empirical evidence that highlights the key insights of OPRAS implementation and the extent which administrative culture influences the process of OPRAS implementation. MMC was regarded the best case to generate substantial data for gaining maximum information that would yield the right answers to the research questions for the study, as Yin (2003) recommended. MMC was expected to provide the information on problems and challenges experienced during OPRAS implementation.

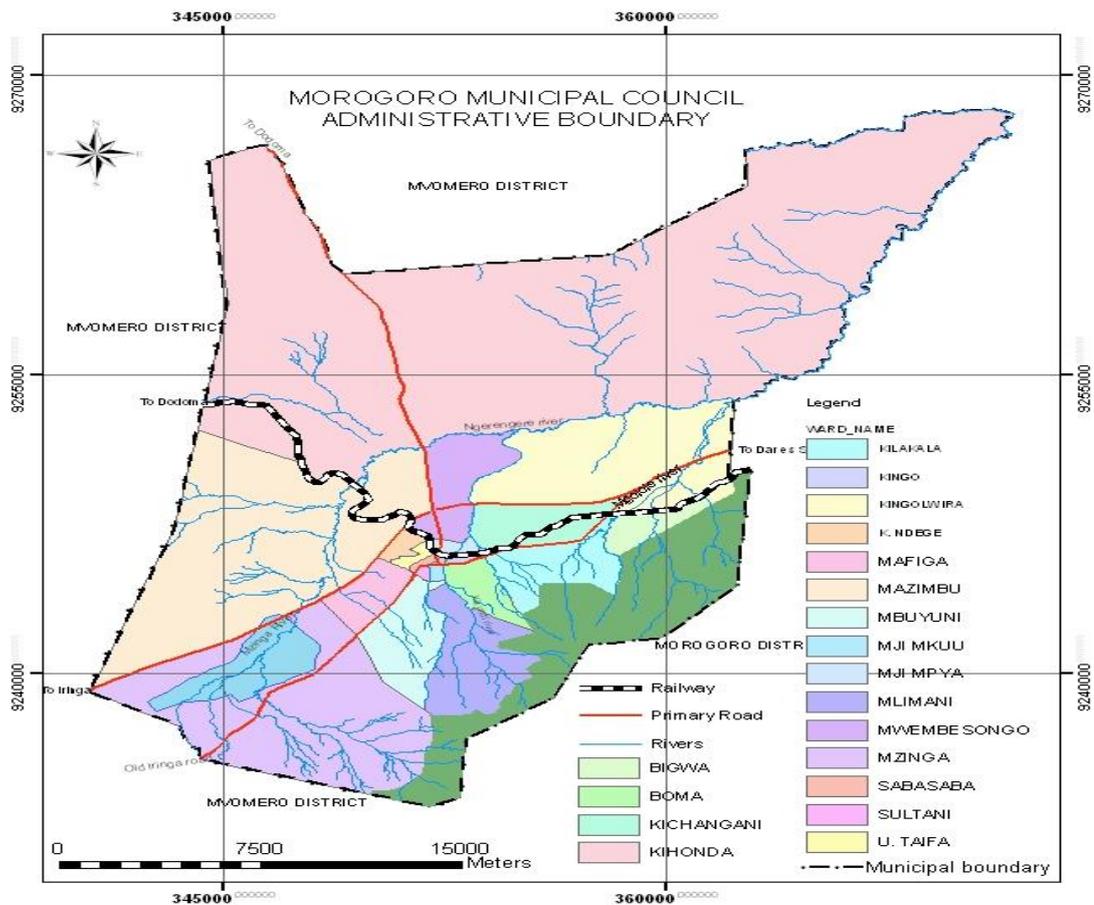


Figure 3.1: A Map of the Study Area - MMC

Source: MMC Planning Department (2015)

MMC is located in the Municipality of Morogoro. The Municipal Council lies within Morogoro district; and it is one of the seven [7] Councils of Morogoro region. Other district councils are Kilosa, Kilombero, Ulanga, Morogoro (DC), Mvomero and Gairo. The Municipal Council has only one Division which is sub-divided into 29 administrative wards and 272 streets, with Councilors as follows:

The Municipal Council has twenty nine (29) elected Councilors from each of the twenty nine wards [24 male and 05 female], ten (10) women Councilors nominated from the ruling party [Chama Cha Mapinduzi]. Also there are three members of Parliament in which one is elected and two are nominated for special seats. Therefore, the Municipal Council has 42 councilors in total (**Source:** MMC Human Resources and Administration Department, 2012).

Morogoro Municipal Council (MMC) has 13 departments and 6 units with thirteen (13) sub-votes of Administration (Local Government funded staff) - 5000; Administration General - 5004; Administration General Education - 5006; Primary Education - 5007; Secondary Education - 5008; Hospital Services - 5010; Preventive Services - 5011; Health Center Services - 5012; Dispensary Services - 5013; Road Services -5014; Street Executive - 5032; Agriculture - 5033 and Livestock - 5034. All staff members from those sub-votes participate in OPRAS implementation since 2006.

3.3 Research Design

A research design is a section in a research that encompasses the methodology and procedures employed to conduct scientific research (Babbie, 2008). The research

design describes the procedures of conducting the study; including getting the answers for when, from whom, and under which conditions the data was collected (McMillan & Schumacher, 2001). It is a plan of what data are to be collected, from whom, how and when to collect them; and how to analyze those data.

This study used mixed designs of cross-sectional and a case study. In the course of using a cross-sectional design the researcher examined the features from respondents at across time period. Through this design the researcher examined a common set of features on several cases, expressed in numbers. This design involved collecting data at one point in time, utilizing a combination of activities including extensive literature review, consultations with experts and respondent communities to provide socio-economic oriented findings (Bryman, 2008). The cross-sectional design enabled a varied and extensive data collection from the respondents that provided enough information which when analyzed the researcher managed to establish certain pattern within the area of study (MMC). The design was also used to address the factors which influenced the process of OPRAS implementation in LGAs in Tanzania.

A case study design was opted as an appropriate approach because it is suitable to investigate the interaction between phenomenon (i.e. the implementation of OPRAS) and their real-life context, which is Morogoro Municipal Council, as Yin (2003) insisted; and with a view towards understanding social phenomena (Creswell 2003:2). The researcher opted for the option because it is appropriate method for descriptive studies where the goal is to describe the features, context and processes of phenomenon which was the purpose of the study. The basic limitation inherent in

this design approach was its inability to draw empirical generalization as the study concentrated at Morogoro Municipal Council alone. However, depending on methodological rigor, the researcher realized that it is likely that some theoretical generalization would be presumed (Yin, *ibid*).

Mixed methods involve using methods of inquiry which focus on collecting, analyzing and mixing both quantitative and qualitative data in a single study or a series of studies (Creswell & Plano-Clark, 2007). Thus, both qualitative and quantitative approaches were used in some of questions, data collection and analysis procedures, and/or inferences. This approach used multiple approaches in answering research questions because it does not restrict or constrain researchers' choices. A mixed methods approach was used to collect data and to simultaneously address both exploratory and confirmatory questions. Quantitative data were embedded in the qualitative design to enrich the description of the sampled participants (Morse, 1991), and to systematically measure factors considered important for this study such as factors that limited or facilitated the process of OPRAS implementation. This approach deployed triangulation to seek convergence across qualitative and quantitative approaches (Tashakkori and Teddlie, 2006). It was also used in this study in order to offset the weaknesses of both qualitative and quantitative methods and draw the strengths of both (Bryman, 2006).

3.4 Study Population and Sample Size

3.4.1 Study Population

The study population comprised of 3,505 (MMC Human Resources Department, 2015) employees from Morogoro Municipal Council, who were the MD, HODs,

HOU, middle and lower cadre staff, and leaders from Tanzania Association for Local Government Workers' Union (TALGWU).

3.4.2 Sampling Procedures

Sampling procedure is the process of selecting a sub-set of people or social phenomena to be studied, from the larger universe to which they belong in one of several ways so as to be either non-representative or representative (Kothari, 2004). Sampling procedure facilitates determination of some hypothesis concerning the population and helps the researcher in selecting units to be included in the sample. There are two types of sampling technique, namely probability sampling technique and non-probability sampling technique. Therefore, the researcher used those two sampling techniques as a guiding framework for sampling procedures as follows;

3.4.2.1 Random Sampling

This is generally expressed as taking a sample “without pattern” or as “haphazard” (Cooper and Schindler, 2008). Random Sampling which is also known as probability sampling, in particular is a sampling whereby every item of the universe has an equal chance of being included in a sample (Kothari, 2008:60; Bryman & Bell, 2011). The property of random sampling, according to Ndunguru (2007) is that every possible combination of objects in the population to be studied has an equal chance of being selected.

Therefore, in order to get the required respondents to be administered with questionnaires, the researcher assigned the numbers to each individual subject in the population, and then selected the required number of subjects by using a random

number table. Then, the subjects with corresponding numbers were picked to be included in the sample. Once one item was selected for a sample, such item did not appear repeatedly in the sample again.

3.4.2.2 Stratified Sampling

In this study stratified sampling, a type of probability sampling technique, the researcher first listed the employees and divided the entire population into different subgroups or strata; and randomly selected the final subjects whereby the respondents with even numbers were picked to be administered with some questionnaires proportionally from different strata. In order to determine the required respondents by using stratified random sampling, two types of stratification were involved in this study. That is stratification of the respondents according to departments/units and sub-votes they work with, as well as considering their experience in participating in OPRAS implementation. During sampling, the required respondents as pointed out above were selected to be administered with questionnaires.

The researcher opted for a stratified random sampling because it yields higher statistical precision as compared to simple random sampling (Mugenda & Mugenda, 1999 and Yin, 2003). Other reasons are as pointed out by Babbie (2008) that stratified sampling should be used when the researcher wants to highlight the specific subgroup within the population.

3.4.3 Purposeful Sampling

The researcher adopted its definition as the process in which researchers choose participants arbitrary to their unique characteristics or their experiences, attitudes, or

perceptions (Cooper and Schindler, 2008). It is a technique that allows a researcher to use respondents who have the required information with respect to the objective of the study (Mugenda & Mugenda, 1999). It was therefore established by the researcher that respondents who are informative, or they possess the required characteristics are hand picked. Respondents who were picked through this technique are the MD, heads of department and units, and the leaders from Tanzania Association for Local Government Workers Union (TALGWU) were potentially considered as key informants.

This study used purposeful sampling technique because the researcher needed to select respondents who conform to the required characteristics and those who have experience on the implementation of OPRAS. That is, the required respondents were those who are knowledgeable with the implementation of OPRAS in the case study.

In addition, the researcher used this technique because it has power that lies in selecting information rich-cases for in-depth analysis related to the central issues being studied. Therefore, this technique was applicable to the following respondents:

- (a) The Municipal Director (MD), who was expected to provide information on policy issues, the role of OPRAS as well as its implementation.
- (b) Heads of Department (HOD), who were expected to provide information about the level of application of OPRAS, its implementation, and challenges faced.
- (c) Heads of Units (HOU), who were expected to give information on involvement of staff in the exercises of implementation of OPRAS, challenges, and the current status.

- (d) Leaders from Workers' Unions of TALGWU, who were expected to provide information that would help to counter check information given by the Municipal Director, Heads of Department and Heads of Units.

The above 22 listed respondents were selected purposely to be involved in an in-depth interview on the implementation of OPRAS at Morogoro Municipal Council so as to clear some information which needed more clarity.

3.5 Sample Size

Sample size as defined by Feeny *et al* (2001:29) is a list or other record of a population from which all sampling units are drawn. It refers to the number of entities (subjects) in a subset of a population selected for analysis. The sample size of this study was 389 respondents selected to be administered with questionnaires, from the whole population of study (3,505). The selection based on the minimum sample size as recommended by various researchers in social sciences (Bailey, 1994 and Boyd *et al*, 1981). In addition, 22 employees who are the MD, heads of departments and units, and leaders from TALGWU were interviewed. There were 38 staff who were selected to participate in Focus Group Discussions.

In practice, according to this proposed approach not every staff from the departments/units was involved in the sample, except those who were transferred from other LGAs where OPRAS was already in place. This is because the staff members with less than three years were considered as the category with little experience in OPRAS implementation, in that they would not provide the required information; and thus they did not qualify to be respondents (Taylor and Bodgan,

1984). According to Bailey (1994), a minimum sample size of 30 respondents is normally sufficient for studies in which statistical data analysis is to be done in social sciences (regardless of the population size). Similarly, according to Boyd *et al.*, (1981), it is recommended that a sample size of 5 percent of the total population should be used to form a sample for the study. Further, a 5 percent of total population should not be less than 30 respondents ($X \geq 30$). Studies from other researchers have also suggested the same sample size to be used such as that by Saunders *et al.*, (2007) who state that a sample size of 30 or more will usually result in a sampling distribution that is very close to the normal distribution, and the larger the absolute size of a sample, the closer its distribution will be to the normal distribution.

From those recommendations, the sample size selected in the study area was above 30 respondents from all departments administered with questionnaires. This sample size was also predetermined depending on the homogeneity of the population and the available time and financial resources. However, this study adopted a ten percent and above of sample size from the sampling frame consisting of the names and numbers of Sub-votes, which comprised different cadre of employees involved in questionnaires (Appendix 5).

While 389 lower and middle level cadres of employees from each sub-vote were administered with questionnaires, 20 members of management and 2 leaders of TALGWU were interviewed. In addition, 20 MMC medical staff members from Mafiga and Sabasaba Health Canters' Services and 18 teachers from Sumaye and Mafiga Secondary Schools were involved in four (4) focus group discussions.

3.6 Data Collection Methods

In conducting this study, various methods of primary and secondary data collection were used including questionnaires, interviews and focus group discussion; and documentaries; records & statistics; strategic and action plans; and research reports (Babbie, 2004). These methods were used in awareness of the researcher that varying methods have different magnitude of strengths and weaknesses, hence using several methods would help to complement each other. Therefore, the three instruments used for primary data collection as follows;

3.6.1 Questionnaire

The researcher adopted the definition that, questionnaires are instruments delivered to the respondents via personal (intercept, phone) or non-personal (computer-delivered, mail-delivered) means which are completed by the participant (Cooper & Schindler, 2008: 710). In this study questionnaires were structured into closed questions with possible answers to choose from among alternatives; and the open-ended questions which gave the respondents an opportunity to express their opinions on the study.

These were aimed to provide both qualitative, and to a minimal extent quantitative information on the implementation of OPRAS from the area of study. Before being used as a major source of data collection technique, questionnaires were pre-tested to some colleagues so as to satisfy the researcher that they would yield information which is required to meet the objectives of the study. After that, then they were piloted to some selected staff from Morogoro Municipal Council, involving respondents from different departments and units for the purpose of satisfying the

researcher on the same. Thereafter, the improved questionnaires were administered to the suitable sampled respondents for data collection.

This instrument was preferred by the researcher because it can be administered to large groups of respondents who can complete the questionnaires at their own convenience for data collection, answer questions out of order, skip questions, take several sessions to answer the questions, and write in their comments (Brown, 2001). The idea of using questionnaires is recommended by Brown (ibid) that the cost and time involved in using such instrument is less as compared to the use of interview. On the other hand, Taylor-Powell (1998) emphasized that questionnaires are suitable in collecting data related to knowledge, beliefs, attitudes and behaviours (therefore, suitable to administrative culture issues). The questionnaires in this study were targeted to be administered to the randomly selected 400 respondents from all departments and units in the area of study; whereby those 389 questionnaires out of those were returned. The reason behind this was that the category selected by the researcher formed the majority of respondents in the study, and therefore the suitable instrument was obviously questionnaires.

3.6.2 Interview

According to the literature an interview was defined as a conversation between two or more people where questions are asked by the interviewer to elicit facts or statements from the interviewee. It can be done as a face-to-face interview or through phone, videoconference etc (Cooper and Schindler, 2008: 705). The researcher invited a limited number of respondents, after survey, to participate in semi-structured interview during the research. The respondents involved in the interview

were 22 purposely selected; forming a group of the Municipal Director, 13 heads of department and 6 units, and 2 leaders of TALGWU from Morogoro Municipal Council. The researcher visited the participants in interviews individually in their offices.

During starting interview to respondents, the researcher created a rapport relationship by starting with general questions to make respondents feel relaxed in answering questions. This approach was used so as to establish a cooperative environment and give enough confidence to respondents to pass on information about themselves, ranging from the details of daily life to sensitive matters'' as Ryen (2002: 337) cited from Sharrif (1991); Dean & Eichhorn (1969) and Wax (1971). Such an opportunity enabled the researcher to get the reliable and valid information from the respondents who are knowledgeable on OPRAS policy issues and procedures required to observe during its implementation.

Then prescriptive survey questions were asked to the respondents and provided them with an opportunity to give more data spontaneously and in-depth accounts of their feelings on the implementation of OPRAS at the study area. Face-to-face interview were used to get detailed information from respondents about their views, opinions and perspectives regarding the implementation of OPRAS at the area of study. In a way, the researcher opted to go for the interview instrument to reduce the shortcomings encountered from the questionnaires. In addition, this instrument was useful as more information with greater depth was obtained, helped to overcome the resistance, it paved the way to flexibility in restructuring questionnaires and samples; and interviewees became effectively controlled and simplified catching and

securing the most spontaneous reactions made by respondents and thus enabled to collect supplementary information about the respondents' personal characteristics.

3.6.3 Focus Group Discussion

According to Bryman & Bell (2011), focus group discussion (FGD) means an in-depth field method that brings together a small homogeneous group (usually 6 to 12 persons) to discuss topics on a study agenda. In this study, the focus group discussions were conducted to medical staff members from Mafiga and Sabasaba Health centers; and teaching staff Mafiga and Sumaye secondary schools who were purposely selected through a snowball method from the area of study, bearing in mind that the instrument is bound up with the use of qualitative research in general being scheduled by interviewing and observation (Babbie, 2004).

The planned focus group discussion used in this study, involved the participants who were selected and invited by the researcher through direct conversation. Two days before holding the discussion, participants were reminded through their job supervisors. The focus group discussion was conducted for 20 to 40 minutes. It took a few times to give some clarification on OPRAS because the concept is relatively new to some extent. There was a need to be understood by participants of the four groups as aforesaid before so as to know what information is required from the discussions on OPRAS implementation as reflected in the given questions before they could answer.

The discussions were led by a trained facilitator in cooperation with a research assistant (both from Mzumbe University) and involved the researcher who was there

to note down issues raised by participants. The discussion was conducted as a kind of guided approach, consisting of six (6) to twelve (12) participants. The supervision was done by the facilitator, and observed by the research assistant who was involved in planning the sessions and assisted the researcher to take notes and compile data. Such discussions enabled the researcher to gather the required data much more quickly from respondents without wasting time. The focus group discussion enabled the researcher to get more in-depth information on perceptions, insights, attitudes, experiences, and beliefs on implementation of OPRAS. It also facilitated to gather additional information for the study; and was also useful to improve validity and reliability of data collected through application of the “triangulation.”

This instrument was preferred, as it is socially oriented method which captures a real-life data, it is flexible, has high face validity and speeds results, and it has low costs according to Kruger (Babbie, 2004: 302). This method was found convenient for a group of people who are found together and perform similar kind of work. It allowed direct interaction with the respondents; and gave an opportunity to obtain large and rich amount of data from the respondents’ own words, as cited by Babbie (*ibid*) from Krueger & Casey (2000). It also allowed respondents to react and build upon the responses of other group members.

3.7 Secondary Data Collection

Secondary data are the data which are already available. These were defined as the data that are collected and analyzed by other researchers (Kothari, 2008:111). During the study, the researcher collected these data from the area of study’s documentaries; records & statistics; strategic and action plans; and research reports (Babbie, 2004)

related to implementation of OPRAS, and reviewed. The researcher also obtained secondary data from the area of study's files on implementation of OPRAS, and from minutes and reports of meetings on various matters related to the employees' evaluated OPRA forms, training reports and workshop reports.

In addition, the researcher went through the central and local government reports; newspapers; public records; and so other sources of publications so as to see some issues related to OPRAS implementation within MMC reports. The unpublished data from different letters in MMC, workers' reports, TALGWU reports and other public/private individuals and organization's reports were other sources accessed by the researcher to be more confident with the available data from the area of study. There were some secondary data, which the researcher had to make a minute of scrutiny so as to see if they are valid, suitable and reliable to the study.

3.8 Data Analysis

Data analysis aims at discovering the patterns among data that point to theoretical understandings of a social life (Babbie, 2004). This entailed the researcher to reflect on the collected data, and take steps to understand what such data represented; their significance and then interpret the larger meaning of those data (Creswell 2003). In analyzing data and information in this study the researcher reflected information collected from MMC on the implementation of OPRAS and the way the process was influenced by the administrative culture.

The researcher adopted the qualitative analytical approach, and to the less extent the thematic analytical approach in organizing and analyzing the collected data and

information from the area of study (Thomas, 2003). During data analysis, key concepts were identified using inductive coding. In this study, the quantitative data were analysed using the statistical package for social scientists (SPSS). Multiple regression analysis was used to assess the implementation of OPRAS in MMC, and explore the way administrative culture influenced the processes of the phenomenon in the data set.

By separating the attributes of administrative culture in terms of culture as the treasury of knowledge; culture in defining situations; culture in defining attitudes, values and goods; culture in deciding our career; culture in providing behavior pattern; culture in providing personality; culture in making man a human being; culture in providing solution for complicated situation; culture in keeping social relationship intact; culture in broadening the outlooks of the individual; and culture in creating new needs; the researcher looked at the range of values and averages which enabled to describe the pattern of response to each variable (Kumar, 2012).

3.9 Ethical Considerations

As the researcher conducted a human subject research, observed the ethical issues by first obtaining a research clearance letter from OUT authority and send it to the MMC authority for approval before the research. After the approval the researcher made a self introduction to the heads of department and units using the introductory letter obtained from the authority.

During the research process the researcher respected the participant's human dignity; freedom and informed consent; privacy and confidentiality; and justice and

inclusiveness. The researcher informed the participants on the nature, purpose and procedures of the study before using any research instrument. Where the researcher thought taping was required he informed the participants to be aware, so as to refuse or accept first. The participants were free to answer specific questions, and withdraw some information from the study any time for any reason. The researcher did not press for answers to questions that were in doubt to embarrass the participants or make them feel uncomfortable, in all cases.

CHAPTER FOUR

FINDINGS OF THE STUDY

4.1 Introduction

This chapter presents the findings of the study. The findings are presented in the order of the research objectives which were; to assess the factors that limited or facilitated the process of OPRAS implementation in local government authorities, to review the commitment of management, supervisors and subordinates on the implementation of OPRAS and to explore the extent which management structures, resources, and personal factors are influenced by the administrative culture in the process of OPRAS implementation. The presented results for each objective are discussed in chapter five. The study results are presented as verbal descriptions and symbolic representations which include figures, tables and graphs.

The sequence of data presentation starts with the data drawn from demographic characteristics of respondents; implementation of OPRAS in local government authorities; the commitment of MMC management, supervisors and subordinates on the implementation of OPRAS; the extent which management structures, resources, and personal factors are influenced by the administrative culture when implementing the OPRAS exercise.

4.2 Demographic Characteristics of Respondents to the Study

Respondents' characteristics were important in order to provide a snapshot on the background of the respondents and their suitability for this inquiry. However, these statistics are not necessarily reflective of all Municipal Councils, since the study did

not cover the whole country. Below is the figure showing the current positions of staff at Morogoro Municipal Council (MMC).

4.2.1 Current Positions of staff in Morogoro Municipal Council (MMC)

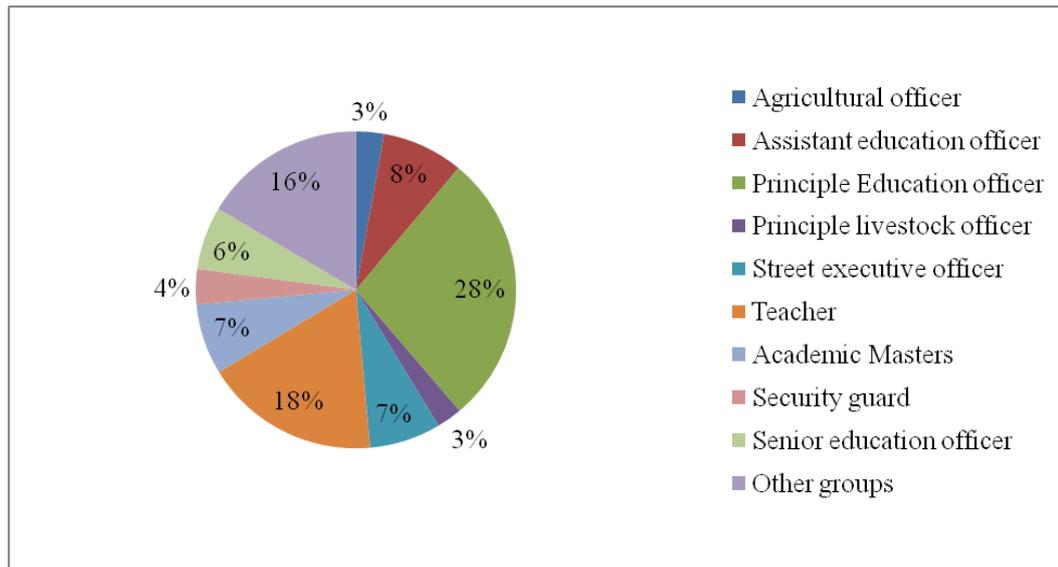


Figure 4.1: Percentage Distribution of Current Positions Administered with Questionnaires

Source: Research data (2015)

There are various staff that were administered with questionnaires, interviewed and participated in the focus group discussion. Among them were teachers (18%), principle education officers (28%), academic masters 16% agricultural officer (7%), assistant education officers (8%) and senior education officers (4%) and other groups that together make 3%. These include accountants, assistant accountant, assistant agricultural officer, assistant environmental officer, assistant livestock officer, assistant health officer, chief security guard, Teachers' Resource Centre (TRC) Coordinator, cultural officer, district advisor, education coordinator, environmental health officer, Ward/Street executive officer, forest officer, health officer, human resource officer, inspector-road operations, livestock field officer, medical attendant,

medical doctor, medical officer, monitoring and evaluation officer, municipal academic officer, municipal cultural officer, municipal sports officer, principal veterinary officer, records assistants, revenue collector, school health coordinator, senior environmental health assistant, senior livestock officer, social welfare officer, special education officer, statistics and logistic officer, technician and youth representative.

As expected, teachers or rather education officers form a large part of public servants in Tanzania; and thus, it was possible to get many of these cadres for questionnaires, interviews and focus group discussion easily than other public servants who are few in the municipal. This confirms the government statement that 51% of public servants in Tanzania are teachers (PO - HCMIS, 2015). So, it is possible that if most of the education officers and teachers are not satisfied or satisfied with the process of OPRAS implementation; the process might have been limited at 62%.

4.2.2 Sex of Respondents

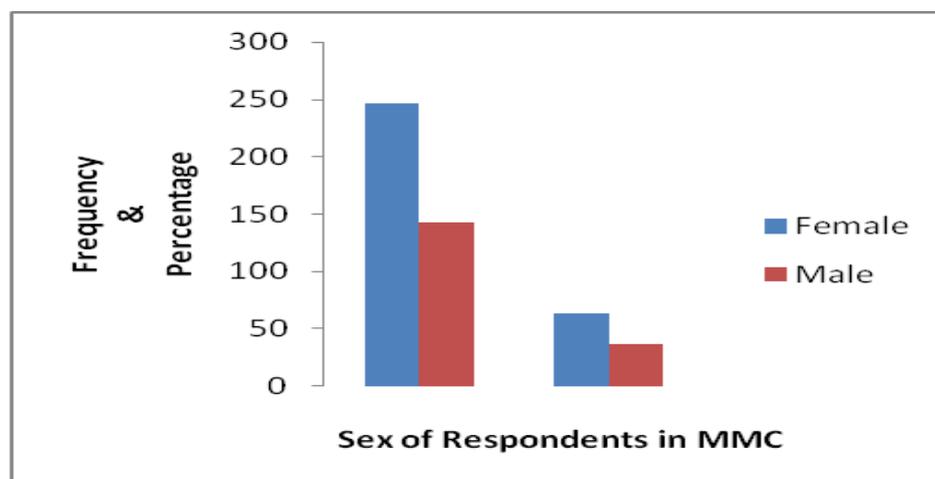


Figure 4.2: Frequency and Percentage Distribution of Respondents' Sex

Source: Research data (2015)

The findings on sex of respondents involved in the study, as part of implementation of the idea of gender sensitivity, revealed that female were many amounting to 249 (63.2%) of respondents than male counterparts who were 143 (36.8%). Therefore, there is a possibility that if handling of gender issues or involvement during OPRAS implementation is not put into consideration, the process may be limited at 63%.

4.2.3 Period of stay in MMC

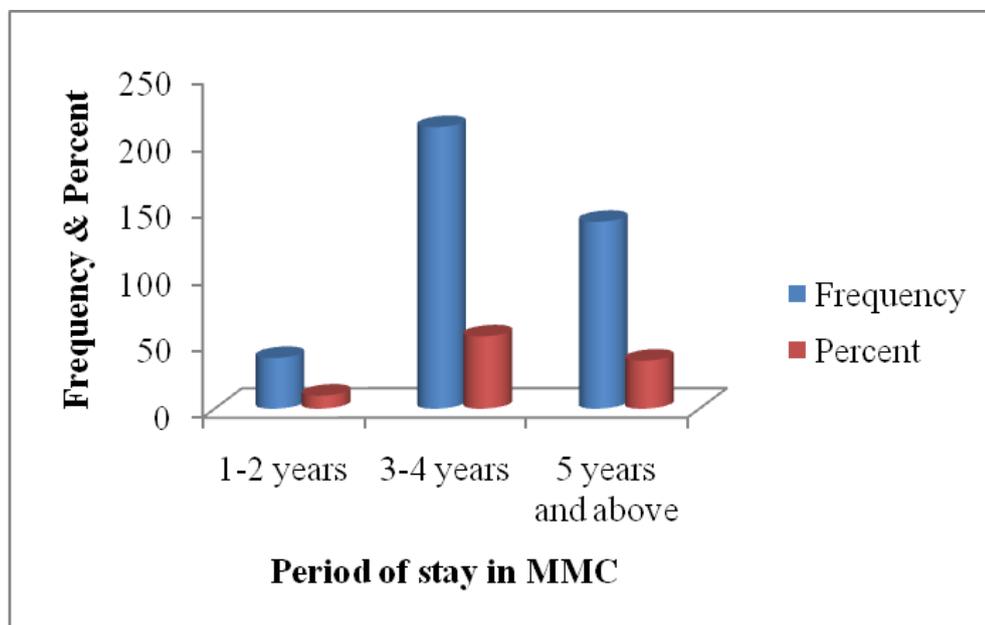


Figure 4.3: Frequency and Percentage Distribution of Respondents on the Period of Stay

Source: Research data (2015)

The results indicated that 143 (36.8%) of respondents have stayed for 3 - 4 years in MMC, followed by 141 (36.2%) of respondents who stayed for more than 5 years. Only one (0.3%) had stayed below two years in MMC. But this does not mean that those who have stayed below 3 years in MMC are not experienced with OPRAS implementation because some have been transferred from other workplaces outside MMC where they participated in OPRAS implementation before coming to MMC.

The more staff work together for a long time in one work station, may add systemic view of the appraisal scheme, the knowledge of operational details, strengths or weaknesses of the scheme, and possibly give strategies assisting to cope with the scheme (Pajak & Blase, 1989). Thus, possibility, this has facilitated the process OPRAS implementation at 73%.

4.2.4 Education Level of Respondents

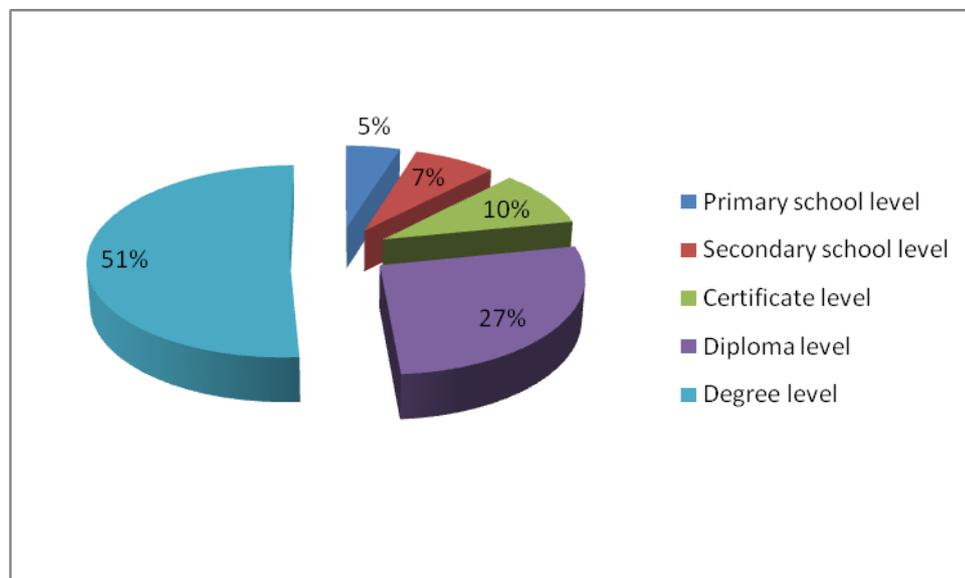


Figure 4.4: Percentage Distribution of Respondents' Levels of Education

Source: Research data (2015)

The findings on education level indicated that 199 (51.2%) of respondents had degree level, followed by diploma holders 105 (27%). Other cadres who are primary school leavers were 19 (4.9%) of respondents, secondary school leavers 29 (7.5%) of respondents, certificate holders 39 (9.5%) of respondents, as indicated in Figure 7 above.

The education level of staff is said to influence impersonal and personal trust. It is reported that the degrees' holders are able to discriminate between the two forms of

trust; and thus are worried that the confusion of working relationships with personal relationships would harm the credibility of the appraisal scheme (Chan, 2008). The education level of MMC staff possibly might have facilitated the process of OPRAS implementation, at 78%.

4.2.5 Location of Work of Respondents in MMC

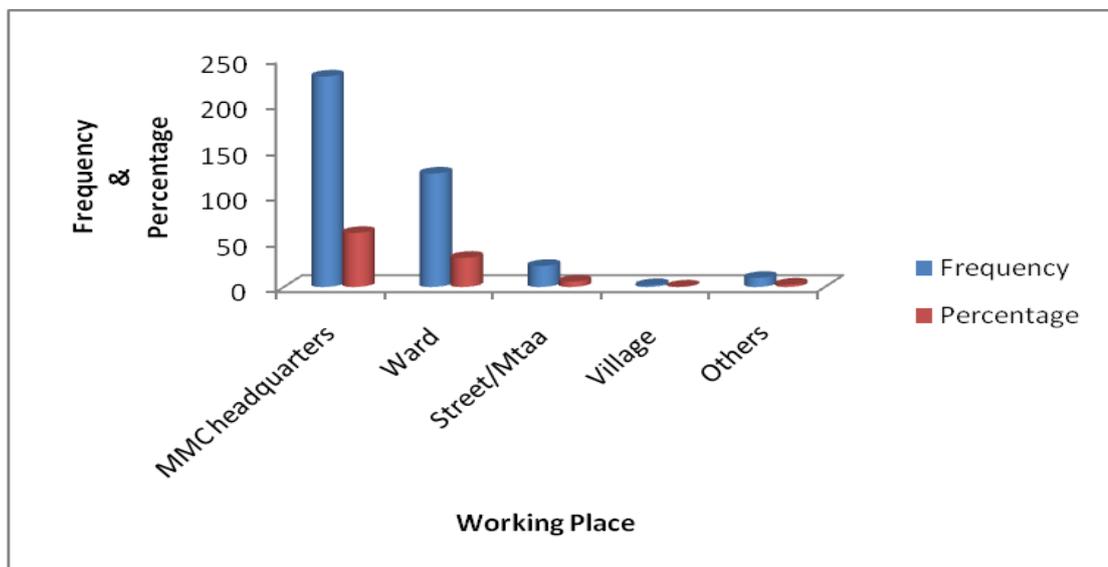


Figure 4.5: Frequency and Percentage Distribution of Respondents' Location of Work

Source: Research data (2015)

The results on the status of location of work revealed that 230 (59.1%) of respondents were located at MMC headquarters; while 124 (31.9%) of respondents were located at ward level, 23 (5.9%) of respondents at street level, 2 (0.5%) live in villages. Most of the public servants are normally reluctant to work in rural or remote areas. They like to move to urban centers because of the obvious reasons. They believe that in urban areas most social amenities like health facilities, clean water supply, education facilities and many others are available there than it is the case with rural settings.

Moreover, experience in Tanzania shows that during first appointment the allocation of public employees can be equally distributed in rural/remote areas but later female staff can be easily transferred to towns earlier than males; because of marriage and other social reasons. Thus, it is not surprising that this study found many of public servants are located in MMC; including female staff with reasons as stated earlier.

The few staff allocated in remote areas may be overworked than those allocated in towns. Sometimes they might not be given even priority for facilitating them with working tools. This may have limited the process of OPRAS implementation, because of unequal distribution of the HRs, at 32%.

4.3 Implementation of OPRAS in Local Government Authorities

Specific objective one was to assess the implementation of OPRAS in local government authorities. The results are as presented in different aspects below:

4.3.1 Presentation of Findings by Specific Objectives

4.3.2 Level of Satisfaction with Work Environment

Table 4.1: Frequency and Percentage Distribution of Respondents' Levels of Satisfaction

n = 389

Response	Frequency	Percent
Highly satisfied	20	5.1
Satisfied	125	32.1
Average	183	47
Dissatisfied	43	11.1
Highly dissatisfied	18	4.6

Source: Research data (2015)

The results showed that staff who are strongly satisfied were 20 (5.1%) of respondents, satisfied were 125 (37.2%) of respondents, 183 (47%) of respondents were on average satisfaction with work environment. Those who were not satisfied with the work environment were 61 (15.7%) of respondents.

Satisfaction is tied up to many things at work especially the motivating factors. Work environment influences staff morale of work based on the level of satisfaction; associated with the energy, enthusiasm, team spirit and pride that staff experience in their work as Hart & Coon cited in Hart, *et al*, (2000). Therefore, the average response of 42%; determined from only satisfied and satisfied may have contributed to limit the process of OPRAS implementation. May be those results were only affiliated with fear that they can't say all that they are either only satisfied or not satisfied. Therefore, it is possible that this could limit the process of OPRAS implementation at 42%.

4.3.3 Systems of Evaluation used to Assess the Individual Performance in MMC

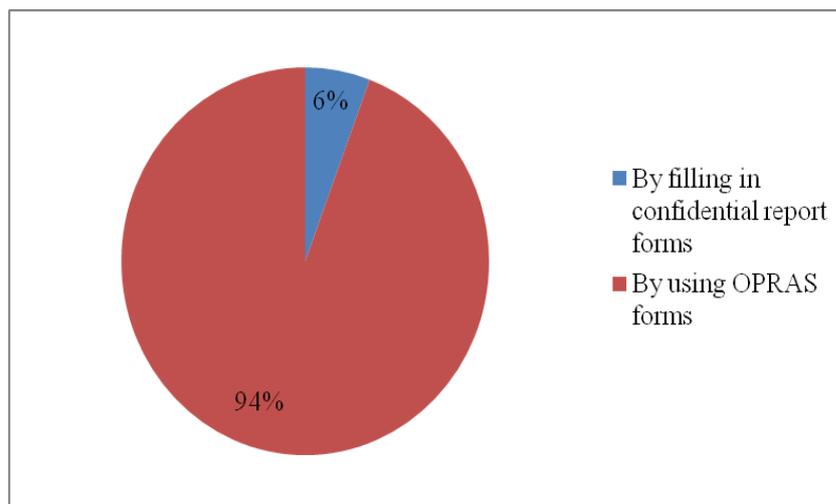


Figure 4.6: Percentage Distribution of Respondents Views on Systems Used to Assess and Appraise the Individual Performance

Source: Research data (2015)

The findings on systems of evaluation used to assess and appraise the individual performance in MMC revealed that 94% of respondents said the individual performance is done by filling objectives in OPRA forms. This confirms that OPRAS is predominant for individual performance evaluation and appraisal in MMC.

However, during the FGDs the teachers commented that in order to be appraised realistically, some appraisal cycles like subject logbooks, lesson plans, lesson notes, scheme of work and at the same time filling the objectives in OPRA forms; they do twice in a year should be reduced. Some teachers even suggested that OPRAS should be eliminated to the teaching staff, except to other cadres. Therefore, if the teachers who are majority in public service can comment like that, then it is likely that they might have contributed to limit the process of OPRAS implementation, at 62%.

4.3.3.1 Experience in using OPRAS

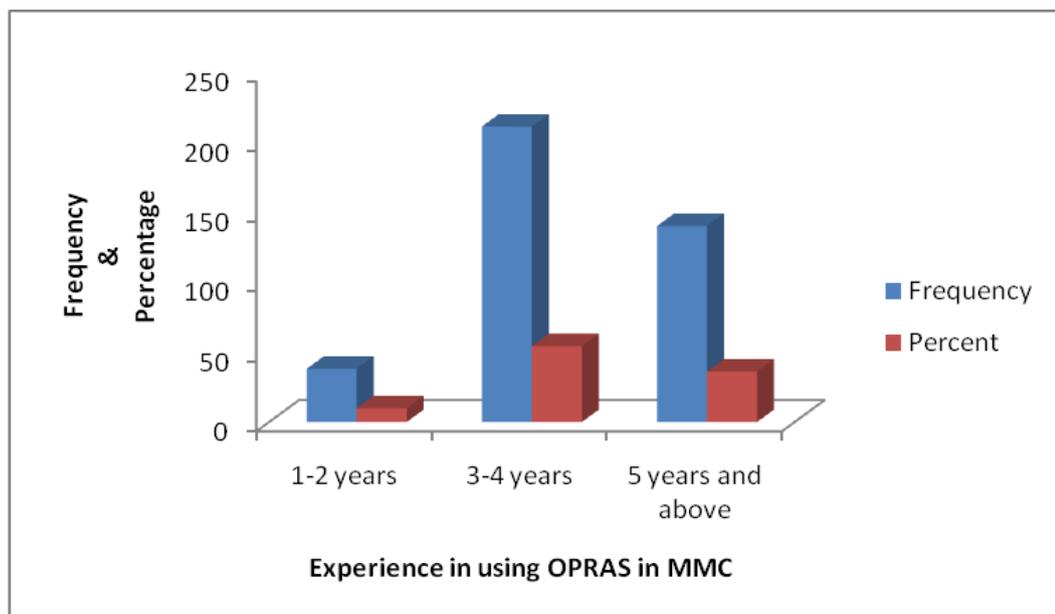


Figure 4.7: Frequency and Percentage Distribution of Respondents' Views on Experience in using OPRAS in MMC

Source: Research data (2015)

The findings on experience in using OPRAS are as indicated that 211 (54.2%) of respondents have been using OPRA forms for 3 - 4 years. While 140 (36%) of respondents have been using for more than 5 years, 38 (9.8%) of respondents said they have been using it for 1 to 2 years in MMC. It should not be misinterpreted that the 10% of staff who said that they were using OPRAS for 1 to 2 years in MMC do not have experience; these are those who were transferred from other LGAs being already acquainted with the use of the system.

Since staff appraisal involves human evaluation and human interaction, and that later it becomes easier for the involved staff to point out the key problems of the appraisal scheme; possibly they can solve them, and cope with the appraisal system. Therefore, it is possible that the staff who have acquired experience facilitated the process of OPRAS implementation, at 90%.

4.4.1.4 Responsible Officers for OPRAS Exercise Supervision in MMC

Table 4.2: Frequency and Percentage Distribution of Respondents' Views on Responsible Officers for OPRAS supervision.

Officer	Frequency	Percentage
Education officer	157	40.4
Head of department	55	14.1
Human Resource Officer	121	31.1
Municipal director	33	8.5
Others	23	5.9
Total	389	100.0

Source: Research data (2015)

The findings about the responsible officer to supervise OPRAS exercise in MMC revealed that 157 (40.4%) of respondents said the education officers, followed by 121 (31.1%) of respondents who said the human resource managers, 55 (14.1%) of respondents pointed out the heads of departments, municipal director 33 (8.5%) of respondents, and others 23 (5.9%) of respondents who included ward executive officers, street executive officers e.t.c. Each supervisor for this case supervises the lower cadre in the department.

However, despite the fact that the education officers and HR managers were mentioned more frequently than the HODs; the reality is that the MD and HODs are responsible for OPRAS supervision (PO – PSM, 2011).

4.4.1.5 Views on Procedures for OPRAS Implementation in MMC

Table 4.3: Frequency and Percentage Distribution of Respondents' Views on the Procedures Observed During OPRAS implementation

Statement	Agree	
	Frequency	Percent
The exercise of OPRAS starts from setting of departmental objectives, sectional and individual targets	33	85.8
Implementation of OPRAS is done successfully in every financial year	217	55.7
There are HOU, HODs and the MD who are very responsive in implementation of OPRAS	268	68.9
We have supporting mechanisms for implementation of OPRAS in the organization	142	36.5
We have a very good manager-subordinate relationship in the organization	233	59.9
We have a mechanism for feedback from implementation of OPRAS	120	30.8

Source: Research data (2015)

This confirms that the majority of lower cadres, especially the teachers in MMC do not know well about who is their employer, or the responsible officers for exercises of OPRAS implementation. This might have contributed to limit the process of OPRAS implementation because of such little awareness, at 85%.

The respondents were asked to rate their views regarding the observation of procedures in implementation of OPRAS in MMC. Several statements presented by the respondents were: The exercise of OPRAS starts from setting of departmental objectives, sectional and individual targets; Implementation of OPRAS is done successfully in every financial year; There are heads of sections, departments and Municipal director who are very responsive in implementation of OPRAS; We have supporting mechanisms for implementation of OPRAS in the organization; We have a very good manager-subordinate relationship in the organization; and We have a mechanism for feedback from implementation of OPRAS.

The results revealed 86% of respondents pointed out that the exercise of OPRAS starts from setting of departmental objectives, sectional and individual target, followed by 69% who said there are heads of units, departments and Municipal director who are very responsive in implementation of OPRAS. This implies that the guideline for processes of OPRAS implementation is observed, and that the MD, HOU and HODs are responsive (PO – PSM, 2013). It has been said that, appraisers are more satisfied with appraisals than appraisees (Wright, 2004:340), whereby appraisers are the raters and appraisees are the ratees. However, during the FGDs participants said that the MD, HODs and HOU really benefited from the introduction of OPRAS, because their role of managing them has been taken by

OPRAS. The staff work hard due to fear of evaluation, so they are almost managing themselves. They said if it was possible to let the turn be established that subordinates evaluate the performance of their HODs, it would be fair; a kind of 360 degrees assessment. This was documented by Armstrong (2009) suggesting about that. This kind of this relationship might have led to dissatisfaction of some staff on appraisals, hence possibly contributed to limit the process of OPRAS implementation, at $69/3 = 23\%$.

4.5 Commitment of MMC Management, Supervisors and Subordinates on OPRAS implementation

Objective two was designed to explore the commitment of MMC management, supervisors and subordinates on the implementation of OPRAS. The results and discussions are as presented below;

4.5.1 Results from the Respondents' Views On Commitment of Management, Supervisors and Subordinates on the Implementation of OPRAS

Table 4.4: Beta and P-value Distribution of Respondents' Views on Commitment of Management and Staff on OPRAS implementation

Variables	Standardized coefficients Beta	Sig. (P-value)
Constant	-	0.000
Education level	0.359	0.0001
Experience using OPRAS	0.040	0.412
Views about resources in place	-0.113	0.071
Views about knowledge, training, experience and motivation	0.007	0.922
Views about commitment of management	0.045	0.508
Views about commitment of supervisors	-0.013	0.850
Views about commitment of subordinates	0.086	0.176
Views about the influence of administrative culture	-0.058	0.356

Adjusted R-Square is 0.109

Source: Research data (2015)

The results show that the beta values are non-zero values, which implies that there is an interaction between the dependent and independent variables. According to Norusis (1990) and Powers & Xie (2000), the non-zero beta values indicate the presence of relationships between the dependent and explanatory variables.

Thus, based on the results of these results the null hypothesis was rejected in favor of the alternative hypothesis that commitment of leaders, supervisors and subordinates influenced the implementation of OPRAS at 5% level of the significance. Either, from the P-values in Table 4.4 education level of respondents had a unique (strong) influence on the commitment of OPRAS implementation in MMC, followed by views on resources at place of work with P-values of 0.0001 and 0.071 respectively. Looking at the R-square, which is 0.109 expressed as percentage. This means that the model explains 10.9 percent of the variance in variations of commitments for OPRAS implementation.

Of all the variables included in the conceptual framework have contributions towards the dependent variable in order of magnitude of betas is Education level (0.359), Views about resources in place (-0.113), Views about commitment of subordinates (0.086), Views about the influence of administrative culture (-0.058), Views about commitment of management (0.045), Experience in using OPRAS (0.040), Views about commitment of supervisors (-0.013), and Views about knowledge, training, experience and motivation (0.007).

Therefore, in short, the results imply that the factors which at least contributed towards facilitation of the process of OPRAS implementation are; education level,

commitment of subordinates, commitment of management, experience in using OPRAS, and knowledge and training, experience from other staff and motivation at 18%; whereas the factors which contributed to limit the process of OPRAS implementation were; insufficiency of resources (copies of strategic and action plans), commitment of supervisors and the influence of administrative culture, at 18%.

4.5.2 Views about the Availability of Resources for Implementation of MMC plans

Table 4.5: Frequency and Percentage Distribution of Respondents' Views on Availability of Resources For Implementation of MMC plans

Item	Frequency	Percent
Enough funds for implementation of plans	51	13
Feedback on work performance to staff	8	2
Worker training	71	18
Working facilities	99	25
Enough copies of OPRAS forms	6	2
Teaching facilities	26	7
Transport allowance	29	7
Enough human resources	31	8
Good working environment (motivation in various forms)	26	7
Others	42	11
Total	389	100

Source: Research data (2015)

The findings revealed that 99 (25%) of respondents said if working facilities are availed would facilitate the implementation of OPRAS; followed by 71 (18%) who said workers' training. Similarly, 26 (7%) of respondents (teachers) stated that

increased teaching facilities such as teachers' houses, and school library services would facilitate the implementation of OPRAS. While 29 (7%) of respondents stated that transport allowance will do it, and 31 (8%) respondents argued for enough human resources. Moreover, 51 (13%) of respondents proposed on enough funds, while 8 (2%) of respondents emphasized the feedback on work performance to staff, 26 (7%) of respondents asked for good working environment (motivation in various forms) and 6 (2%) of respondents suggested the enough copies of OPRA forms (Table 4.6).

Resources at workplace have influence on the morale of staff. If recourses are inadequate then performance targets cannot be met and more arguably, at the end of the appraisal period appraisees will be seen that they have failed to perform to the expected level. This may lead to penalty employees and this may demotivate them from being effective and efficient in their work performance. So, the outcomes that lead to penalties and demotivation may have possibly contributed towards limitation of the process of OPRAS implementation, at $(25\% + 18\%) = 43\%$.

4.5.3 Views on the Knowledge, Training, Experience and Motivation for Implementation of OPRAS

The respondents were asked to rate how do they view issues related the knowledge, training, experience and motivation for implementation of OPRAS. That is, how knowledge, training, experience and motivation had an impact on OPRAS implementation. During rating they were asked to use the five Likert statements as: I have good knowledge on OPRAS and its importance in the organization; I received OPRAS training and guidance from facilitators/my supervisors/peer staff; There are

enough heads of departments and units/sections who are knowledgeable to guide, monitor and supervise the implementation of OPRAS; I used to be encouraged by fellow staff with experience in OPRAS implementation to fill the objectives in OPRA forms; OPRAS implementation in MMC is advocated by the staffs who are motivated by its results.

Table 4.6: Frequency and Percentage Distribution of Respondents' Views on Knowledge, Training, Experience and Motivation for OPRAS Implementation

Statement	Agree	
	Frequency	Percent
I have good knowledge on OPRAS and its importance in the organization.	245	63
I received OPRAS training and guidance from facilitators/my supervisors/peer staff.	201	51.7
There are enough heads of departments and sections that are knowledgeable to guide, monitor and supervise the implementation of OPRAS.	212	54.5
I used to be encouraged by fellow staff with experience in OPRAS implementation to fill in OPRAS forms.	254	65.3
OPRAS implementation in MMC is advocated by the staffs who are motivated by its results.	154	39.5

Source: Research data (2014)

The results indicated that 254 (65%) of respondents said that they used to be encouraged by fellow staff with experience in OPRAS implementation to fill in OPRAS forms, followed by 245 (63%) who said they have good knowledge on OPRAS and its importance in the organization. While 201 (52%) of respondents said

that they received OPRAS training and guidance from facilitators/supervisors and peer staff, 212 (55%) of respondents said there were enough HODs and section leaders knowledgeable to guide implementation of OPRAS, and only 40% of respondents indicated that OPRAS implementation in MMC is advocated by motivated staff.

This implies that the staff who have knowledge, and those who are given the OPRAS training perceived a positive impact of implementing the appraisal scheme; because they believed on better performance (Boxenbaum, 2005). So, it can be noted that lack of OPRAS training may have possibly contributed to limit the process of OPRAS implementation in MMC, at $(63 + 65) = 64\%$.

4.6 The Extent which Management Structures, Resources, and Personal Factors are Influenced by the Administrative Culture During the OPRAS Implementation

Objective three was meant to explore the extent to which management structures, resources, and personal factors are influenced by the administrative culture in MMC during the implementation of OPRAS.

4.6.1 The Influence of Administrative Culture on the Implementation of OPRAS

The results revealed that 305 (78.4%) of respondents agreed with the statement, “My HOD used to give me scores as he/she thinks I deserve during assessment of my performance”; while 84 (21.6%) of respondents disagreed. When the results show that 248 (73%) of respondents agreed with the statement “My HOD directs me to

prepare a good number of objectives that enable me to perform well”, 105 (27%) of respondents disagreed.

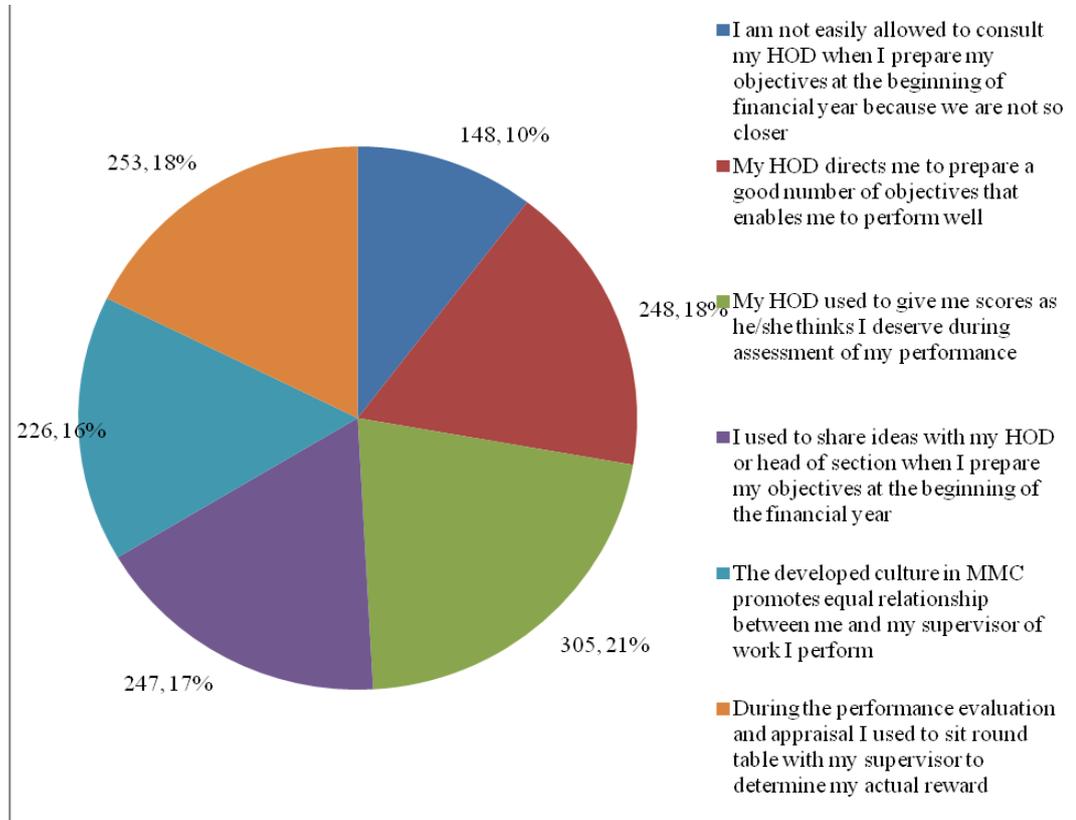


Figure 4.8: Percentage Distribution of Respondents’ Views on the Influence of Administrative Culture

Source: Research data (2015)

In rating the statement “During the performance evaluation and appraisal I used to sit in a round table with my supervisor to determine my actual reward”, the results indicated that 253 (65%) of respondents agreed with the statement, 136 (35%) of respondents disagreed. While the results revealed that 247 (63.5%) of respondents agreed with the statement “I used to share ideas with my HOD or head of unit/section when I prepare my objectives at the beginning of the financial year”, 142 (36.5%) disagreed. In the statement “I am not easily allowed to consult my HOD when I

prepare my objectives at the beginning of financial year because we are not so closer” the results indicated that 148 (38.1%) of respondents agreed, while 241 (62%) disagreed. In rating the statement “The developed culture in MMC promotes equal relationship between me and my supervisor of work I perform” the results revealed that 226 (58.1%) of respondents agreed with the statement, while 163 (41.9%) disagreed.

The results on the influence of administrative culture on OPRAS implementation implies that it exists, at large extent. This is confirmed by the average results which revealed that 43% of MMC staff agreed that administrative culture influences the process of OPRAS implementation, while 57% disagreed. It has been said that there must be an administrative culture in organizations which the members have to observe during performing their duties (Karyeija, 2010). So, the MD, HODs and staff must observe the existing administrative culture in the process of OPRAS implementation. Thus, there is a possibility that the process of OPRAS implementation in MMC is influenced by administrative culture, at $(43 + 57) / 2 = 50\%$.

4.6.2 Views on How Administrative Culture can be Improved to Facilitate the Implementation of OPRAS

The respondents were asked to provide more views on how administrative culture could be improved to facilitate the implementation of OPRAS. The results indicated 80 (40.4%) of the respondents said there should be frequently training sessions on OPRAS; followed by those who suggested timely availability of working facilities.

Other staff of 23 (11.6%) emphasized on close cooperation between the administration and other employees; followed by 12 (6.1%) of respondents who pointed out enough funds for implementation of OPRAS plans.

Table 4.7: Frequency and Percentage Distribution of Respondents' Views on the Improvement of Administrative Culture

Views	Frequency	Percent
Close cooperation between administration and other employees	23	11.6
Enough funds for implementation of plans	12	6.1
Improve participatory filling in of OPRAS forms	12	6.1
Feedback is required	16	8.1
Frequent training sessions on OPRAS	80	40.4
OPRAS should continue to exist to remind our responsibilities	16	8.1
Promote best staff in implementation of OPRAS	10	5.1
Timely availability of working facilities	25	12.6
Worker motivation	4	2.0
Total	198	100.0

Source: Research field (2015)

Those who were 12 (6.1%) of respondents who argued for improved participatory filling of OPRA forms. While 16 (8.1%) of respondents suggested for OPRAS existence continued; the results of 10 (5.1%) of respondents proposed the promotion to the best staff based on OPRAS Appraisal and 4 (2.0%) of Respondents asked for workers' motivation.

4.6.3 Suggestions on other Strategies to Facilitate the Process of OPRAS

Implementation

Table 4.8: Frequency and Percentage Distribution of Respondents' Views on other Strategies to Improve the Processes of OPRAS implementation

Strategy	Frequency	Percent
Frequent physical follow up is required	12	8.6
Find other rating system because OPRAS is not implementable	18	12.9
Feedback to workers should be given	15	10.8
Good cooperation among workers	7	5.0
Improve work environment	7	5.0
Train employees to update them	52	37.4
Transparent rewarding of workers	5	3.6
Work motivation for best performers	18	12.9
Workers should be given seminars on how to fill OPRAS forms	5	3.6
Total	139	100.0

Source: Research data (2015)

When the respondents were also asked to suggest other strategies to facilitate the process of OPRAS implementation, they suggested the following: The results indicated that 52 (37.4%) of respondents suggested to train employees to update them; followed by 18 (12.9) who proposed work motivation for best performers, and find other rating system because OPRAS is not implementable. While 15 (10.8%) of

respondents said feedback to workers should be given, 12 (8.6%) of respondents suggested that frequent physical follow up is required; followed by 7 (5.0%) of respondents who argued for both good cooperation among workers. Lastly, 5 (3.6%) of respondents proposed both transparent rewarding to workers, and workers should be given seminars on how to fill objectives in OPRA forms.

This can be interpreted that the staff still have trust on OPRAS, that is why they insist on training, and argue for work motivation. However, it has been said the MMC management seems to be not in a position to reward according to the results of the individual performance (Ref. ... *And the outcome of appraisal is only used to justify their decisions.*").

This may cause the organization to have the system which lacks a link between the results of individual performance and the salaries paid; and thus probably contributing to be a limitation for the process of OPRAS implementation, at $(37\% + 13\%) = 50\%$.

CHAPTER FIVE

DISCUSSIONS OF FINDINGS

5.1 Introduction

This chapter presents the discussions of the findings of the study. The discussions are based on the stated research objectives that were: to assess the factors that limited or facilitated the implementation of OPRAS in local government authorities, to review the commitment of management, supervisors and subordinates on the implementation of OPRAS and to explore the extent which management structures, resources, and personal factors are influenced by the administrative culture.

5.2 Demographic profile of Respondents

5.2.1 Sex of Respondents

It is said that traditionally and stereotypically, a people-centered approach in appraisal is associated with a feminine approach and a task-oriented approach with a masculine approach (Rigg and Sparrow, 1994:14). For teachers for instance, males are considered to be more rational, logical and perform better in science and mathematics. There is a suggestion that solving the problem of insufficient financial resources may demand a better scientific mind and a more task-oriented approach.

Female may be less confident in solving this problem and hence they may perceive lack of financial resources to be a more serious problem than males. In appraisal also, female may be more sensitive and empathetic to people-related problems. They are more inclined to weigh the negative impact caused by them, e.g. connection, human feeling, face saving and respect for age and seniority. In addition, females are

perceived to be more dedicated to the teaching profession. They may have a higher expectation from the teacher's appraisal scheme and may strive harder to achieve their expected objectives.

Hence, they may perceive a greater positive impact on teaching behaviors, teachers' knowledge, and the summative outcomes of appraisal. Therefore, sex of respondents in this study was considered important due to realization of its contribution to either it facilitated or limited the process of OPRAS implementation; and thus taking care of it in later studies.

5.2.2 Education Level of Respondents

The education level of respondents is said to influence trust. Trust is considered to be a fundamental requirement for the successful implementation of the appraisal systems. Trust exists in two forms, i.e. impersonal form and personal form. It has been found that the non-degree holder employees do not distinguish between these two forms and perceive that the personal form of trust - trust between friends - produces the greatest positive impact (Chan, 2008).

On the other hand, it has also been reported that employees with bachelor's degrees could discriminate between these two forms of trust and worry that the confusion of working relationships with personal relationships would harm the credibility of the appraisal scheme. Hence, they are likely to perceive that the emphasis of trust between friends may produce the least positive impact on the appraisal process. However, they may recognize that both forms of trust can help in the smooth

operation of appraisal (Chan, *ibid*). In this study the anticipated negative impacts have not developed since the history of implementing the appraisal scheme is rather short; it only started in the year 2006.

5.2.3 Location of Work of Respondents

The period of stay at one working place may affect the way public servants interact with each other. This may influence their experience and in turn affect their views on professional issues such as work place harmony and hence impact to the appraisal system. Those who have stayed longer for instance in MMC have interacted with their colleagues in different ways and hence have been shaped in their educational values. Their views on the appraisal system might have also been influenced due to interaction with colleagues at work place because they have stayed for a long time. For example, several studies suggest that as the teachers mature in their personal lives and encounter new experiences outside of teaching, they begin to view professional issues differently (Pajak and Blase, 1989).

The more people work together for a long time and at one work station, the more they build interpersonal relationships which inevitably produce major impact on their views in connection with human feelings. In other words they build strong experience which in turn helps them to view professional issues from many perspectives and will gain more insights into understanding professional issues. For instance, the more experienced public servants may have more systemic view of the appraisal scheme, the better understanding of the operational details, the strengths and weaknesses of the scheme, and possible strategies available to cope with the scheme.

5.3 Implementation of OPRAS in Local Government Authorities

The specific objective one was determined to assess the implementation of OPRAS in local government authorities. The results and discussions are as presented in different aspects below:

5.3.1 Work Environment, System of Evaluation and Experience in using OPRAS

5.3.1.1 Level of Satisfaction with Work Environment

Work environment influences issues of staff morale. Morale is a unitary concept which is associated with the energy, enthusiasm, team spirit and pride that staff experience in their work as Hart & Coon cited in Hart, *et al*, (2000:213). High morale coincides with job satisfaction, high work effort, creativity and initiative, a sense of pride in work, commitment to the organization, and the desire to put the achievement of group goals ahead of personal goals, thereby enhancing the performance of the organization. Low morale typically corresponds with high absenteeism, high labour turnover, unsolved grievances or strikes and so impedes the achievement of the desired objectives of the organization.

The quality of life of work, which is the judgment that staff make about the extent to which their work is satisfying and meeting their needs, affects morale. According to Linz, *et al* (2006:415), there is a positive correlation between staff appraisal and morale. When appraisees perceive that staff appraisal is effective, their morale will increase. According to Piggot-Irvine (2003: 172), the effectiveness of staff appraisal occurs when appraisal interactions are non-controlling, non-defensive, supportive, educative and yet confidential.

Appraisal processes with information that has clarity, objectivity and high integrity, and where deep development is a goal rather than quick-fix expediency also makes appraisal more effective. However, ineffective appraisal practices such as perceived political reviews and unclear performance criteria may lead to low morale. During the study the staff who participated in the FGDs and individual interviewed staff complained that work environment is not conducive for a number of reasons such as lack of feedback after administration of OPRAS exercise, poor salary increments, late promotions, non-prompt payment of new salaries after promotion to new grades and lack of working facilities due to insufficient money.

5.3.1.2 System of Evaluation used to Assess and Appraise the Individual

Performance in MMC

Appraisal is concerned with the measurement and evaluation of performance. The appraisal activities such as information gathering, goal setting and identifying opportunities for professional development are all labor intensive. When the staff experience more appraisal cycles, they will develop relevant expertise and handle the appraisal activities more efficiently. Hence, the staff experiencing more appraisal cycles may perceive that the seriousness of the problem of "insufficient human resources" is decreased. As the staff experience more appraisal cycles, both appraiser and appraisee can communicate more effectively and understand each other better even though both parties may use vague and ambiguous language.

In this study, the staff mentioned that they are appraised twice in a year. During Focus Group Discussions, some staff were of the opinion that appraisal cycles should be reduced to be able to measure performance realistically. This was especially so for

teachers who contend that due to the nature of their work, it is not possible to get results before final evaluation of students either after form two examinations or form four results. Some teachers were even of the opinion that OPRAS should be eliminated for this cadre but be retained for sectors which produce tangible goods only.

5.3.1.3 Experience in using OPRAS

The results on experience indicated that many staffs are experienced in the use of OPRAS in MMC. As the staff become more experienced, they become more rational and more sophisticated in handling interpersonal relationships. Since staff appraisal involves human evaluation and human interaction, the more experienced staff should have a better knowledge of and insights in the basics and essence of the appraisal scheme. They later find it easier to point out that the key problems of the appraisal scheme lie in insufficient link to reward system, insufficient training, insufficient financial resources, and emphasis on harmonious relationships and conflict avoidance. As they become experienced and grow older, they are inclined to adopt a more comprehensive perspective to analyze the appraisal scheme and also to become more conservative. They will not tend to take risks and may prefer a more stable working environment.

Since hierarchical relationships can help to maintain the stability of the organization, the more experienced staffs perceive a greater positive impact of high power distance on the appraisal process. In addition, when the staff gain more work and life experience, they will be more appreciative of the importance of good interpersonal relationships, which are indispensable for the successful implementation of staff

appraisal. They understand that a good and persistent interpersonal relationship is based on certain kinds of exchange of rewards and favors, i.e. reciprocation.

5.3.1.4 OPRAS Exercise Supervision in MMC

Some respondents in the qualitative study reflected that gender affected their views on appraisal. Male appraisers are perceived to be more lenient and will not focus too much on details. Conversely, female appraisers are perceived to be stricter and will pay greater attention to details. The female appraisers' characteristic may affect their views on the perceived impact on the relationship between appraiser and appraisee. Also, females may be inclined to weigh the problems in implementation less and weigh the summative outcomes of appraisal more.

In their research, Furnham and Stringfield (2000:287) found that in appraisal systems, female appraisers are more harsh raters, particularly to males. Male appraisees are rated lower than females and female appraisers give males the lowest and females the highest ratings. There is a hypothesis that it is more difficult for females to reach senior positions than males and, as a result women have to be not only better than male rivals but also behave in a more masculine way, as Heam & Parker cited in Furnham and Stringfield (ibid). This may lead to female appraisers being more competitive, having higher standards and being stricter on their appraisal reports than the same level of male appraisers.

5.3.1.5 Views of Respondents about the Implementation of OPRAS in MMC

In staff appraisal exercises, appraisers act as the raters and appraisees act as the rates. The difference in roles may affect their views towards appraisal. Generally,

appraisers are significantly more satisfied with appraisals than appraisees (Wright, 2004).

Appraisers are inclined to perceive less implementation problems and a greater positive impact. They are inclined to believe that appraisers are the key to the success of the system emphasizing more effective planning, ongoing feedback, and better performance monitoring by appraisers. Appraisers, on the other hand, are inclined to focus on system design, operation and support issues.

Not only do appraisers and appraisees generally differ in their perceptions of what should constitute in the effective appraisal systems, but they also differ in what causes appraisals to be ineffective. Both appraiser and appraisee agree that the attitude and skills of the appraiser is a key determinant of system failure. In terms of differences, appraisers outline that lack of appraisee involvement and lack of resources to reward good performance are the key, while appraisees point out lack of ongoing feedback and not meeting their development needs. In this research study the views of appraisees are positively inclining towards having support of qualified appraisers at MMC.

In addition, during FGDs, employees expressed mixed feelings as expressed below. The MMC management might perceive OPRAS as a good system for performance appraisal because they regard it as a tool that assists them to oversee the employees in performing daily duties, but on the other side employees perceive OPRAS as the oppressive system. The derived example based on the relationship that exists between teachers who prepare examinations for motivating students to study hard

while they perceive such examinations as the way to suppress them. So, the management may not realize the side effects of using OPRAS but the employees feel the adverse impact.

Most of the participants lamented that OPRAS does not justify itself as a good system for performance appraisal, because there are some employees who fill the objectives in OPRA forms each year but they are not promoted while others get promotions without. The participants suggested that OPRAS was supposed to be of two ways traffic whereby the supervisors are assessed their performance by subordinates they supervise so that results indicate if they meet their responsibility or not.

If the chance was provided to decide whether OPRA forms should be used for appraising employees' performance or not, they would recommend its use but the proposal would be let the supervisors be assessed by employees they are managing; a type of 360 degrees assessment. This was sometimes documented by Armstrong (2009). That approach would also apply up to the national level.

According to the discussion, OPRAS limits the performance of teachers because it is used to assess against the work done to students whom some of them live in hostels while others do not. Definitely, the balance of outputs will be retarded by students who stay or come from the environment which is not conducive for studies. Therefore, to sum up the participants commented that it was too early to introduce OPRAS as a system for performance appraisal before the country is not yet well equipped with sufficient human and financial resources.

5.4 The Commitment of MMC Management, Supervisors and Subordinates on the Implementation of OPRAS

Objective two of the study was designed to explore the commitment of MMC management, supervisors and subordinates on the implementation of OPRAS. The results for this objective were obtained by running a Multiple Regression Model. The discussions are as presented below;

5.4.1 Results from the Respondents' Views Regarding the Commitment of MMC staff on the Implementation of OPRAS

5.4.1.1 Views about Education Level

The education level of respondents is said to influence trust. Trust is considered to be a fundamental requirement for the successful implementation of the appraisal systems. Trust exists in two forms, i.e. impersonal form and personal form. It has been found that the non-degree holder employees do not distinguish between these two forms and perceive that the personal form of trust - trust between friends - produces the greatest positive impact (Chan, 2008). On the other hand, it has also been reported that employees with bachelor's degrees could discriminate between these two forms of trust and worry that the confusion of working relationships with personal relationships would harm the credibility of the appraisal scheme.

Hence, they are likely to perceive that the emphasis of trust between friends may produce the least positive impact on the appraisal process. However, they may recognize that both forms of trust can help in the smooth operation of appraisal (Chan, *ibid*). In this study the anticipated negative impacts have not developed since

the history of implementing the appraisal scheme is rather short; it only started in the year 2006.

5.4.1.2 Views about Experience in use of OPRAS

With regards to experience, it was found that many staffs are experienced in the use of OPRAS in MMC. Thus, as stated earlier, as staffs become more experienced, they become more rational and more sophisticated in handling interpersonal relationships. Since staff appraisal involves human evaluation and human interaction, the more experienced staffs should have a better knowledge of and insights in the basics and essence of the appraisal scheme.

They will find it easier to point out the key problems of the appraisal scheme that lie in insufficient link to reward system, insufficient training, insufficient financial resources, and emphasis on harmonious relationships and conflict avoidance. As they become experienced and grow older, they are inclined to adopt a more comprehensive perspective to analyse the appraisal scheme and also to become more conservative. They will tend not to take risks and may prefer a more stable working environment.

Since the hierarchical relationships can help to maintain the stability of the organization, the more experienced staffs perceive a greater positive impact of high power distance on the appraisal process. In addition, when the staff gain more work experience and life experience, they will be more appreciative of the importance of good interpersonal relationships, which are indispensable for the successful implementation of staff appraisal. They understand that a good and persistent

interpersonal relationship is based on certain kinds of exchange of rewards and favors, i.e. reciprocation.

5.4.3 Views about Resources at Workplace

Resources at workplace have influence on the morale of staff. If resources are not adequate then performance targets cannot be met and more arguably, at the end of the appraisal period appraisees will be seen that they have failed to perform to the expected level. This may lead to penalties to employees and thus may de-motivate them from being effective and efficient in their work performance. It is found in the study that 6.99 (25%) of respondents indicated that if working facilities are available would facilitate the implementation of OPRAS. Similarly, 26 (7%) of respondents (teachers) stated that increased teaching facilities such as log books, teachers' houses, school libraries and the like would facilitate the implementation of OPRAS. Other resources stated to be necessary to be in place to promote or facilitate OPRAS implementation were workers' training which indicated by 71 (18%) of respondents, transport allowance 29 (7%) of respondents, enough human resource 31 (8%) of respondents, enough funds 51 (13%) of respondents, feedback on work performance to staff 8 (2%) of respondents, good working environment (motivation in various forms) 26 (7%) of respondents and enough copies of OPRA forms 6 (2%) of respondents.

5.4.4 Views about the Knowledge, Training, Experience and Motivation for Implementation of OPRAS

The respondents were asked to rate how they view issues related the knowledge, training, experience and motivation for implementation of OPRAS. That is, how

knowledge, training, experience and motivation had an impact on OPRAS implementation. During rating they were asked to use the five Likert statements as:

I have good knowledge on OPRAS and its importance in the organization; I received OPRAS training and guidance from facilitators/my supervisors/peer staff; There are enough heads of departments and units/sections who are knowledgeable to guide, monitor and supervise the implementation of OPRAS; I used to be encouraged by fellow staff with experience in OPRAS implementation to fill the objectives in OPRAS forms; OPRAS implementation in MMC is advocated by the staffs who are motivated by its results.

There is a speculation that the staff who get OPRAS training may have a stronger belief in the existence of positive relationship between input and output. They believe that better training will lead to better performance at work place. More input will produce more output.

Therefore, the staff with OPRAS training perceived a greater positive impact of implementing the staff appraisal scheme on overall work effectiveness and understanding of work related process. The teachers for instance, have given a lot of comments on training, evaluation and feedback on their teaching performance from their supervisors and peers. Referring to their own experiences as indicated in Table 6, the public servants suggested that workers' training is needed to facilitate the implementation of OPRAS. Staff training increases knowledge on regulations of work. Such training enables them to judge the fairness of staff promotion in their jobs.

5.5 The Extent which Management Structures, Resources, and Personal Factors are Influenced by the Administrative Culture

Objective three was meant to explore the extent which management structures, resources, and personal factors are influenced by the administrative culture in MMC during the implementation of OPRAS.

5.5.1 Views about General Administrative Culture in MMC

In every organization or department there must be an administrative culture in which the members of such organization/department observe during performing their duties. In this case there is a truth that in MMC the administrative culture must exist to be observed by the MD and HODs in implementation of OPRAS. So, its influence is inevitable. The participants in FGDs explained clearly by citing the example that HODs in MMC have their way of implementing their departmental duties. For instance you may have genuine claims for payment in the department but you may not be paid the whole requested amount or you will be paid less than the amount requested without any documentation that clarifies for such deductions.

So long as administrative culture goes with what people used to do in their way of life, then it is likely that even the decision making on the distribution of resources for OPRAS implementation in MMC is also influenced. The cited examples based on the distribution of teachers whereby the HOD may allocate the good ones in schools which are in good terms with him. This applies the same during remittance of capitation grants to some schools. Other views from employees are as discussed below;

5.5.2 Views about the Influence of Administrative Culture on the Implementation of OPRAS

5.5.2.1 The Influence of Administrative Culture on Managerial Decisions

The summative purpose for implementing staff appraisal is to improve managerial decisions such as the assignment of duties, renewal of contracts, and staff promotion and dismissal. Good practices that result from the staff appraisal scheme may not only enable the personal and professional growth of staff, but also may form the basis for fair and constructive personnel decisions. In staff appraisal, performance is evaluated and personnel decisions can be made based on the competency of staff. This may lead to a positive impact on managerial decisions and staff promotion.

However, Barlow as cited in Newton & Findlay (1996) argues that the reason for organizations devoting time and resources to an appraisal scheme is to legitimize managerial actions through demonstrating that human resources deployed in a rational and effective way. In addition, the deficient operation of appraisal schemes allows more dominant power groups to continue to pursue their own agenda unchallenged.

The appraisal scheme merely provides the "window dressing" of rational and effective Human Resource Management (HRM) while the "real" decisions, such as those regarding promotion, are based on social evaluations operating outside of the appraisal process, which are influenced, for example, by issues such as the general social skills and political awareness of the individual. The FGDs in the qualitative study shared Barlow's view.

They explained that:

"The senior management decides the candidate for promotion on their own accord and is seldom influenced by the outcomes of appraisal. Usually, a special post of responsibility is tailor-made for the selected candidate. And the outcome of appraisal is only used to justify their decisions."

If appraisees perceive that the staff appraisal scheme operates in the above manner, the scheme will certainly not produce a positive impact on managerial decisions or staff promotion. In fact, sometimes it may produce a negative impact and attitude.

5.5.2.2 Roles in Appraisal Process

In staff appraisal, appraisers act as the raters and appraisees act as the ratees. The difference in roles may affect their views towards the appraisal system. Generally, appraisers are significantly more satisfied with appraisals than appraisees (Wright, 2004:340). Appraisers are inclined to perceive less implementation problems and a greater positive impact. Appraisees are inclined to believe that appraisers are the key to the success of the system emphasizing more effective planning, ongoing feedback, and better performance monitoring by appraisers. Appraisers, on the other hand, are inclined to focus on system design, operation and support issues.

Not only do appraisers and appraisees generally differ in their perceptions of what should constitute effective appraisal systems, but they also differ in what causes appraisals to be ineffective. Both appraiser and appraisees agree that the attitude and skills of the appraiser are key determinant of the system failure. In terms of

differences, appraisers outline that lack of appraisees' involvement and lack of resources to reward good performance are the key, while appraisees point out lack of ongoing feedback and not meeting their development needs. The overall results in Figure 8 indicate that there is good administrative culture in implementation of OPRAS in MMC.

CHAPTER SIX

SUMMARY CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

This chapter presents summary, conclusions, recommendations and areas for further research.

6.2 Summary

The present study was carried out in Morogoro Municipal Council to assess the process of OPRA implementation in local government authorities, in the light of administrative culture. Specifically, the study sought to assess the factors that limited or facilitated the implementation of OPRAS in local government authorities, explore the commitment of management, supervisors and subordinates in the process of OPRAS implementation and explore the extent which management structures, resources, and personal factors are influenced by the administrative culture. The study interviewed several staff.

The study found out that majority of civil servants interviewed 143 (36.8%) of respondents had stayed for over 6 years in MMC, followed by 141 (36.2%) of respondents. Only one (0.3%) had stayed below one year in MMC. The findings on education level indicated that most of MMC employees had degree level of respondents, followed by diploma holders 105 (27%) of respondents. Other cadres were primary school leavers 19 (4.9%), secondary school leavers 29 (7.5%) of respondents, and certificate holders 39 (9.5%) of respondents. It was found that the majority of civil servants amounting to 230 (59.1%) of respondents were located in

MMC headquarters, 124 (31.9%) of respondents ward level, 23 (5.9%) of respondents street level, 2 (0.5%) live in villages. Most civil servants are normally reluctant to work in rural areas. The findings on assessment of the level of satisfaction with work environment found that staffs who are satisfied were 125 (37.2%) of respondents and those not satisfied with work environment were 61 (15.7%) of respondents. 183 (47%) of respondents were on average satisfaction with work environment. Satisfaction is tied up to many things at work especially motivation factors.

The results indicate that the two systems used now days in MMC to appraise staff are OPRAS (94.3%) and filling in confidential forms (5.7%). The findings on experience in using OPRAS indicated that the majority of staffs 211 (54.2%) of respondents have been using OPRAS forms for 3 - 4 years, 140 (36%) of respondents for more than 5 years where as 38 (9.8%) of respondents have been using it for 1 to 2 years only.

The findings about the responsible officers to supervise OPRAS exercise in MMC revealed as shown Table 3. The study found that the majority of appraisers were education officers amounting to 157 (40.4%) of respondents, followed by human resource managers 121 (31.1%) of respondents, heads of departments 55 (14.1%) of respondents, municipal director 33 (8.5%) of respondents, and others 23 (5.9%) of respondents who included ward executive officers and street executive officers.

Respondents were asked to rate their views regarding the implementation of OPRAS in MMC. Several statements were presented to them. The study found that education

level of respondents had a unique (strong) influence on the commitment of OPRAS implementation in MMC, followed by views on resources at place of work with P-values of 0.0001 and 0.071 respectively.

The study found that if working facilities were available they would facilitate the implementation of OPRAS. Similarly, 26 (7%) of respondents (teachers) stated that increased teaching facilities such as log books, teacher houses, school libraries and the like would facilitate implementation of OPRAS. Other resources stated to be necessary in place to promote or facilitate OPRAS implementation were workers' training amounting to 71 (18%) of respondents, transport allowance 29 (7%) of respondents, enough human resources 31 (8%) of respondents, enough funds 51 (13%) of respondents, feedback on work performance to staff 8 (2%) of respondents, good working environment (motivation in various forms) 26 (7%) of respondents and enough copies of OPRAS forms 6 (2%) of respondents.

With regard to knowledge and training on OPRAS, the findings indicated that 201 (52%) of respondents received OPRAS training and guidance from facilitators/supervisors and peer staff, while 212 (55%) of respondents said there were enough HODs and section leaders knowledgeable to guide implementation of OPRAS. Whereas 254 (65%) of respondents used to be encouraged by fellow staff with experience in OPRAS implementation to fill the objectives in OPRAS forms, 245 (63%) of respondents said they have good knowledge on OPRAS and its importance in the organization; and only 40% respondents indicated that OPRAS implementation in MMC is advocated by motivated staff. Regarding respondents' views on influence of administrative culture on the implementation of OPRAS, the

study found that there is good administrative culture for implementation of OPRAS in MMC. Respondents were asked to give more views on how administrative culture could be improved to facilitate the implementation of OPRAS.

The following suggestions were given: While 23 (11.6%) of respondents emphasized on close cooperation between the administration and other employees, 12 (6.1%) of respondents said enough funds for implementation of OPRAS plans is required. Whereas 12 (6.1%) of respondents suggested on improved participatory filling of OPRAS forms, 80 (40.4%) of respondents said feedback on OPRAS is important. While 16 (8.1%) of respondents emphasized on OPRAS continued existence, 10 (5.1%) of respondents mentioned to promote best staff based on OPRAS results. Whereas 25 (12.6%) of respondents suggested on timely availability of working facilities, 4 (2.0%) of respondents emphasized on workers' motivation.

Respondents were also asked to suggest other strategies to help the implementation of OPRAS. They suggested the following: 12 (8.6%) of respondents said frequent physical follow up is required. While 18 (12.9%) of respondents suggested to find other rating system because OPRAS is not implementable, 15 (10.8%) of respondents said feedback to workers should be given. Whereas 7 (5.0%) of respondents proposed on good cooperation among workers, 7 (5.0%) of respondents suggested to improve work environment. Training to employees to update them was pointed out by 52 (37.4%) of respondents, while 5 (3.6%) of respondents suggested on transparent rewarding of workers. Whereas 18 (12.9%) of respondents proposed on work motivation for best performers, 5 (3.6%) of respondents said workers should be given seminars on how to fill OPRAS forms.

6.3 Conclusions

The study found out that majority of civil servants involved in questionnaires had stayed for more than 5 years in MMC. Further the study found that many employees had attained education at degree level, followed by diploma holders, certificate holders, secondary school and primary education levels. It was found that the majority of civil servants were located at MMC headquarters. The study also found that the staff were satisfied with present work environment although some were not satisfied.

The study also found that the two systems used now days in MMC to appraise staff are OPRAS and filling in annual confidential forms which have been in use for more than 5 years in the municipal. The findings about the responsible officer to supervise OPRAS exercise in MMC found that the majority of appraisers were human resource managers, academic officers, heads of departments, municipal director, education officers, regional secondary education officers, municipal education officers, municipal academic officer, adult education officer, and others like ward executive officers and street executive officers. The reality is that the MD and HODs are the ones whose responsible to supervise the OPRAS implementation exercises in MMC.

The study also found that the commitment of leaders, supervisors and subordinates influenced the implementation of OPRAS significantly. It was found that education level of respondents had a unique (strong) influence on the commitment of OPRAS implementation in MMC followed by the resources at place of work. The study found that if working facilities were availed they would facilitate the implementation of OPRAS. At the side of teachers, it was found that increased teaching facilities

such as log books, teacher houses, school libraries and the like would facilitate implementation of OPRAS. Other resources stated to be necessary in place to promote or facilitate OPRAS implementation were worker training, transport allowance, enough human resource, enough funds, feedback on work performance to staff, good working environment (motivation in various forms) and enough copies of OPRAS forms.

While with regard to knowledge and training on OPRAS, the findings indicated that over half of respondents received OPRAS training and guidance from facilitators/supervisors and peer staff, over half respondents said there were enough HODs and section leaders knowledgeable to guide the implementation of OPRAS. Nearly two third respondents used to be encouraged by fellow staff with experience in OPRAS implementation to fill the objectives in OPRAS forms, and again two third said they have good knowledge on OPRAS and its importance in the organization.

Regarding respondents views on influence of administrative culture on the implementation of OPRAS, the study found that there is good administrative culture for implementation of OPRAS in MMC. The respondents said that administrative culture could be improved to facilitate the implementation of OPRAS by the cooperation between administration and other employees, by allocating enough funds for implementation of OPRAS plans, as well as the improved participatory filling of OPRAS forms, feedback on OPRAS, promote best staff based on OPRAS results, timely availability of working facilities, and worker motivation. It can thus be concluded that OPRAS as a system for staff appraisal has positive results for

improved worker productivity, and this can only happen if a number of work related factors are taken into account when implementing the system. For instance, making sure of availability of all the required work facilities that facilitate the achievement of work targets, feedback to workers after they have implemented their OPRAS duties, good cooperation among workers, improved work environment, training employees to update them on the exercise of OPRAS, transparent rewarding of workers, work motivation for best performers based on OPRAS implementation and frequent meetings, workshops and seminars to remind workers their duties and responsibilities.

6.4 Recommendations

Based on the results and discussions, the following recommendations are made on OPRAS implementation;

- 6.4.1 Training is required especially in areas of setting objectives and filling in the OPRA forms to lower cadres instead of only top management. Such training is to be conducted by the MD, as well as the heads of department.
- 6.4.2 The Government has to change the attitude of management first. That is, let the knowledge of OPRAS implementation as a system for assessment of the annual performance appraisal start with the members of management first. Permanent Secretaries, Regional Administrative Secretaries and Municipal and District Executive Directors have to be changed.
- 6.4.3 Adequate budget should be allocated for expenditure in the concerned financial year. Accounting Officers in each organization have to make sure of this obligation.

6.4.4 It is suggested to MMC to form a Committee for monitoring the performance of each sector so that it identifies the challenges that hinder the process of OPRAS implementation, and come up with possible solutions. This should be centralized at the Municipal headquarters.

6.4.5 There should be consistency in providing feedback to employees after annual assessment exercise done by heads of department, and the MD.

6.5 Summary

6.5.1 The study found that the two systems (confidential and OPRAS) used now days in MMC to appraise staff are OPRAS which have been in use for more than 5 years in the municipal council.

6.5.2 The study found that commitment of leaders, supervisors and subordinates influenced the implementation of OPRAS at 5% level of the significance.

6.5.3 It was found that education level of respondents had a unique (strong) influence on the commitment of OPRAS implementation in MMC, followed by the resources at place of work. The study found that if working facilities are available, they would facilitate implementation of OPRAS.

6.5.4 With regard to knowledge and training on OPRAS, the findings indicated that over half of respondents received OPRAS training and guidance from facilitators/supervisors and peer staff.

6.5.5 Regarding respondents views on influence of administrative culture on OPRAS implementation, the study found that there is good administrative culture for implementation of OPRAS in MMC.

6.6 Major Contributions of the Study

- 6.6.1 This work has produced a detailed work related to factors that limited/facilitated the process of OPRAS implementation, which later will be useful for researchers and project development planners working in related areas now, and in future.
- 6.6.2 It has created awareness on the importance of understanding the existing appraisal.
- 6.6.3 It has generated information that can be used as baseline by later studies in the study areas and elsewhere.

6.7 Areas for Further Research

- (a) It is worth to find out how important financial incentives are as a motivating factor in comparison with non-financial incentives.
- (b) It would be interesting to find out whether there are any elements of pay for raising performance above the set targets in the appraisal schemes, and if so, what impact it has on the appraisal scheme.
- (c) It is worth to find out the influence of workplace trust (trust to the colleagues, trust to the supervisors and trust to the employing authority) over workers' motivation and performance.
- (d) It is also worth to find out what managerial actions are relevant and necessary in order to strengthen motivation schemes and raising the performance of employees.

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APPENDICES

Appendix 1: Questionnaires for Civil Servants in MMC

Introduction

Thank you for participating in this process of accessing “Assessment of the process of implementation of Open Performance Review and Appraisal System (OPRAS) in Local Authorities”, with” a Case Study of Morogoro Municipal Council”. The researcher is undertaking this study to explore if the employees working in the Morogoro Municipal Council understand OPRAS and what is expected of them. The response obtained from you will have no other uses than facilitating the accomplishment of the PhD study; for the purpose of contributing towards attaining a partial fulfillment of requirements for a PhD in Political Social Sciences and Public Administration. So, the required information is for academic purpose only and not others; and your answers will be strictly confidential.

Questions:

1. What is your gender? Put a “Tick” where applicable.

(i) Female []

(ii) Male []

2. What is your current position? Name your grade too.

.....

3. How long have you been working in Morogoro Municipal Council? Put a “Tick” where applicable.

(i) Less than 1 year []

- (ii) 1 – 5 years []
 - (iii) 6 – 10 years []
 - (iv) More than 10 years []
4. What is your highest level of education, attained? Put a “Tick” where applicable.
- (i) Primary school level []
 - (ii) Secondary school level []
 - (iii) Certificate level []
 - (iv) Diploma level []
 - (v) Degree level []
5. What is the location/level of your work place? Put a “Tick” where applicable.
- (i) MMC Headquarters []
 - (ii) Ward level []
 - (iii) Street/Mtaa Level []
 - (iv) Village Level []
 - (v) Other levels []
6. Are you satisfied with the working environment of your work location/level? Put a “Tick” where applicable.
- (i) Highly Satisfied []
 - (ii) Satisfied []
 - (iii) Average []
 - (iv) Dissatisfied []
 - (v) Highly dissatisfied []
7. Which systems of evaluation is used to assess and appraise the individual performance in MMC? Put a “Tick” where applicable.

(i) By filling in confidential report forms []

(ii) By using OPRAS forms []

8. Which one the following is true about your experience of using OPRAS? Put a “Tick” where applicable.

(i) 1 – 2 years []

(ii) 3 - 4 years []

(iii) 5 and above []

9. Who are responsible officers to make sure that assessment of employees is done, in MMC according to OPRAS guideline? Mention.

.....

10. Please, put a cross (X) in the columns below which most closely reflects your views about the **implementation** of OPRAS; as: **(i) strongly agree, (ii) agree, (iii) Disagree, (iv) strongly disagree, (v) Undecided:**

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
i. The exercise of OPRAS starts from setting of departmental objectives, sectional and individual targets; to implementation and monitoring, and annual performance review.					
ii. Implementation of OPRAS is done successfully in every financial year.					

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
iii. There are heads of section, heads of department and a Municipal director who are very responsive for implementation of OPRAS.					
iv. The heads of section, heads of department and a Municipal director are very committed in implementation of OPRAS.					
v. We have supporting mechanisms for implementation of OPRAS in the organization.					
vi. We have a very good manager -subordinate relationship in the organization.					
vii. We have a mechanism for feed back from implementation of OPRAS.					

11. Please, put a cross (X) in the column which most closely reflects your views about the **resources** in place for implementation of OPRAS; as: **(i) strongly agree, or (ii) agree, (iii) Disagree, (iv) strongly disagree, (v) Undecided**

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
i. My HOD/Head of Unit has a good knowledge for supervising and evaluation of my performance.					
ii. My supervisor of work is well trained for managing my performance.					
iii. My head of department/Unit ensures me the availability of funds for carrying out my objectives that I set to implement in each financial year.					
iv. I have a reliable strategic plan to enable me to draw my objectives for performance of my duties.					
v. The action plans I prepare for my schedule of duties used to match well with the objectives I have, in the					

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
financial year.					
vi. I used to be given guidelines and operational manuals, by the MMC human resources officers to guide me participating in OPRAS exercise.					

12. Mention any other resources, apart from the above mentioned, that you think can promote or facilitate easy implementation of OPRAS in local authorities.

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13. Please, put a cross (X) in the column which most closely reflects your views about the **knowledge, training, experience** and **motivation** for implementation of OPRAS; as: (i) **strongly agree**, or (ii) **agree**, (iii) **Disagree**, (iv) **strongly disagree**, (v) **Undecided**:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
i. I have good knowledge on OPRAS and its importance in the organization.					
ii I received OPRAS training and guidance from facilitators/my supervisors/peer staff					

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
.					
iii. There are enough heads of department and sections who are knowledgeable to guide, monitor and supervise the implementation of OPRAS.					
iii. I used to be encouraged by my fellow staff with experience in OPRAS implementation to fill in OPRA forms.					
iv. OPRAS implementation in MMC is advocated by the staffs who are motivated by its results.					

14. Please, put a cross (X) in the column which most closely reflects your views about the **commitment of management** on the implementation of OPRAS; as:
- (i) **strongly agree**, or (ii) **agree**, (iii) **Disagree**, (iv) **strongly disagree**, (v) **Undecided:**

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
i. The Municipal Director always ensures that individual performance					

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
agreements are signed by all employees in July each year.					
ii. The MMC management ensures mid year and annual reviews take place timely.					
iii. The management of MMC supports and facilitates employees with resources and training for improving their performance.					
iv. The MMC management is very responsible to monitor and evaluate implementation of its plans.					
v. The management of MMC is very responsive to take actions on recommended rewards, sanctions, developmental measures and appeals to its staff.					
vi. The Municipal Director ensures that he sees the comments on performance appraisal report from the heads of department/unit					

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
for their subordinates.					

15. Please, put a cross (X) in the column which most closely reflects your views about **the commitment of supervisors** on the implementation of OPRAS; as: (i) **strongly agree**, or (ii) **agree**, (iii) **Disagree**, (iv) **strongly disagree**, (v) **Undecided**:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
i. My head of department/unit is always there to coach, mentor and counsel me so that I achieve the required standard of performance.					
ii. The head of my department/unit ensures that my objectives are set within the context of strategic plan and action plans.					
iii. My head of department/unit ensures that I am properly involved in the review process throughout the year.					

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
iv. The head of my department/unit carries out at least one mid year review with us.					
v. The head of our department/unit always strive to complete the end of year assessment for all of us.					
vi. My head of department/unit involves me to prepare the individual performance agreement at the beginning of the year.					

16. Please, put a cross (X) in the column which most closely reflects your views about the **commitment of subordinates** on the implementation of OPRAS; as: **(i) strongly agree, or (ii) agree, (iii) Disagree, (iv) strongly disagree, (v) Undecided:**

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
i. I always strive to understand on what is expected of me during the reporting of my duties in a year.					
ii. I used to communicate					

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
with my supervisor and advice on implementation of individual objectives, successes and obstacles faced.					
iii. I always prepare my individual performance agreement at the beginning of the year and take part in a mid-year review meeting.					
iv. I always participate in the end of the year's assessment of my performance.					
v. I used to comment on my performance appraisal report.					
vi. I always retain a copy of my development plan and mid year review.					

17. Please, put a cross (X) in the column which most closely reflects your views about the **influence of administrative culture** on implementation of OPRAS; as:

(i) strongly agree, or (ii) agree, (iii) Disagree, (iv) strongly disagree, (v) Undecided:

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
i. I am not easily allowed to consult my HOD/Head of Section when I prepare my objectives at the beginning of financial year because we are not so closer.					
ii. My HOD/Head of Section directs me to prepare a good number of objectives that enables me to perform well.					
iii. My HOD/Head of Section used to give me scores, as he/she thinks I deserve during assessment of my performance.					
iv. I used to share ideas with my HOD or Head of Section when I prepare my objectives, at the beginning of the financial year.					
v. The developed culture in MMC promotes equal relationship between me and my supervisor of work I perform.					
vi. During the performance evaluation and appraisal I used to sit round table with my supervisor to determine					

	Strongly Agree	Agree	Disagree	Strongly Disagree	Undecided
my actual reward.					

18. Do you have any more views on the influence of administrative culture on implementation of OPRAS? Write here.

.....

.....

19. Please, if you have any more ideas/opinions about other strategies which can be used to facilitate the implementation of OPRAS; write here.

.....

.....

..... (You may attach some more sheets with added explanations, if you find it necessary).

- END -

Appendix 2: Guide questions for interview of Heads of Departments and Units

Qn. 1: How do you ensure that individual performance agreements are signed by all of your staff in July of each financial year?

Qn. 2: How do you ensure that the midyear review and annual performance assessment take place timely in MMC?

Qn. 3: As the HOD how do you support and facilitate the implementation of MMC plans, in terms of resources and training?

Qn. 4: As a member of management, how do you monitor and evaluate the implementation of MMC plans?

Qn. 5: As a job supervisor, how do you perceive OPRAS as a system for performance appraisal?

Qn. 6: As a member of management, which actions do you take on a given recommendations for rewards, sanctions, developmental measures and appeals to your subordinates' performance?

Qn. 7: As the HOD, how do you think your subordinates perceive OPRAS as a system for performance appraisal?

Qn. 8: As a job supervisor, which initiative (s) do you take to coach, mentor and counsel employees who are still reluctant to implement OPRAS?

Qn. 9: As the HOD, how do you ensure that objectives of staff members are set within the context of strategic, action and development plans?

Qn. 10: As the HOD, how do you ensure the availability of resources/inputs for carrying out individual employee objectives?

Qn. 11: As the HOD, how do you ensure that each employee is properly involved in the review process throughout the year?

Qn. 12: As the HOD, how do you carry out at least once a mid year review to all of your subordinates?

Qn. 13: As the HOD, how do you complete the annual performance assessment to all of your subordinates?

Qn. 14: As the HOD, how do you ensure that the MD sees the comments on performance appraisal report for all of your subordinates?

Appendix 3: Guide Questions for Focus Group Discussion

1. How is OPRAS implemented in MMC?
2. Which advantages do we benefit from using OPRAS as a system for employees' performance appraisal?
3. Do you think the MMC management is committed in the implementation of OPRAS?
4. Do you think the HODs/HOUs are committed in the implementation of OPRAS?
5. Which initiatives are made by the middle and common cadre staff to ensure of OPRAS implementation?
6. How do MMC management and employees perceive OPRAS as a system for performance appraisal?
7. Is the MD and Heads of Department influenced by administrative culture in implementation of OPRAS?
8. Do you think the decision on the distribution of resources for OPRAS implementation is also influenced by administrative culture?
9. Is there any training about OPRAS and its implementation provided in MMC?
10. Which do you think are the challenges or success of OPRAS since its introduction in MMC?

Appendix 4: Description on the Conceptual Framework

S/NA	VARIABLES TO BE MEASURED	INDICATORS
a	Management structures	<p>i. Management Structures: The improved management structures may facilitate OPRAS implementation.</p> <p>ii. Continuous Support: Implementation of OPRAS will depend on management support in terms of mechanisms put in place for close follow-up and monitoring.</p> <p>iii. Relationship: Successful implementation of OPRAS will depend on the existing relationship between supervisors and supervisees. The management style should promote manager - subordinate relationship (Mendonca & Kanungo, 1996: 74).</p>
b	Resources	<p>i. Human resources: A well knowledgeable personnel is a key requirement for OPRAS implementation. The personnel with shared understanding of vision, mission and strategies; and continuous learning and training should aim at creating awareness promoting learning and key performance measures, meaning of performance management and its usefulness to the institution, and its usefulness to the institution (Artley & Stroh, 2001: 3; Otley, 1999: 365; Ohemeng, 2009:112; Brown, 2005: 481; Amaratunga & Baldry, 2002: 221).</p> <p>ii. Financial resources: OPRAS implementation depends on the budget in place. The organization has to set priorities and adhere to the budget (Halachmi, 2002).</p> <p>iii. Strategic plans/actions: There are must be both</p>

		strategic and action plans in place from where employees will draw their objectives and targets. There is a need to plan & review the process continuously (Othemeng, 2009: 112).
c	Personal Factors	<p>i. Education: Employees should have knowledge on OPRAS and its importance. They should translate the new instruments and combine them with the routinized methods (Boxenbaum 2005, Campbell 2004: 9).</p> <p>ii. Position/Rank: There must be some staff with managerial ranks that are well equipped; and ready to oversee OPRAS implementation.</p> <p>iii. Experience: It is expected that staff with experience of more than two years in OPRAS implementation will encourage others to participate fully.</p> <p>iii. Motivation: The staff members who feel that they are motivated from OPRAS implementation will stand at a forefront position to defend it.</p>
d	Administrative Culture	This involves cultural factors of power distance, uncertainty avoidance, individualism vs collectivism, high masculinity and femininity, long-term-short-term orientation and abstractive culture to be enhanced (Karyeija, 2010: 17; Nicholas, 2004; Mendonca & Kanungo, 1996: 68-69). The developed culture has to promote individual accountability, teamwork and responsibility (Castka <i>et al</i> , 2001: 123; Ingram, 1997: 300; Chau, 2008: 116; Brown, 2005: 481; Halachmi, 2002: 65; De Waal, 2004: 308).
e	Policy and Legal Framework	In order to back up implementation of OPRAS there must be National policies, Public Service Acts, Standing Orders, Public Service Schemes, Public

		Service Regulations and so other legal instruments in place. Any weakness to any one of them may lead to ineffective implementation.
f	OPRAS Implementation	This entails the act of filling objectives in OPRA forms by the public servants. The objectives are reviewed in December so as to get satisfied if implementation is done as planned, and if not be replaced. The reviewed objectives remain in place for annual performance assessment. The results from annual performance assessment are useful for performance appraisal to the public servants. After the public servants have been assessed, at the end they are given their feedback of performance, rewarded, subjected into training programme or sanctioned. This is done to improve the organizational performance, individual accountability, transparency, resources management and communication between management and employees (PO – PSM, 2011). The results of OPRAS implementation tend to be the motivating factors for performance improvement.

**Appendix 5: Names and Sub-vote Numbers, Cadres of Employees,
Establishment, and Sample Size and % age**

S/N	Name of Sub-Vote & Number	Cadres of Employees	Number of Employees	Sample Size	%age
A	Administration (Local Government funded Staff): 5000	WEOs, MEOs, Accounts Assistants, Office Assistants, Drivers and Security Guards.	09	01	11
B	Administration General: 5004	HROs, Legal Officers, Personal Secretaries, RMAs, Office Assistants, WEOs, Land Officers, Surveyors, Land Technicians, Valuers, Town Planner Officers, Architects, Forest Officers, Quantity Surveyors, Engineers, Technicians (Civil), Trade Officers, Internal Auditors, Economists, Marketing Masters,	213	22	10

		Supplies Officers, CDOs, ACDOs, Social Welfare Officers, Accountants, Computer System Analysts, Information Officers, Co-operative Officers, Receptionists, Committee Clerk, Transport Officer, Drivers, Security Guards, Municipal Election Officers, Municipal Beekeeping Officers and Auxiliary Police.			
C	Administration General Education: 5006	Education Officers, Cultural Officers, Assistant Education Officers, Teachers, Security Guards, Office Assistants and Child Care Workers.	49	06	12

D	Primary Education: 5007	Principal Education Officers, Senior Education Officers, Education Officers, Senior Teachers, Teachers.	1,662	180	11
E	Secondary Education: 5008	Principal Education Officers, Senior Education Officers, Education Officers, Clinical Officers, Principal Nurses, Senior Laboratory Technicians, Medical Attendants, Accounts Assistants, Assistant Accountants, Supplies Officers, Supplies Assistants, PS, Security Guard, RMA, Office Assistant, Driver, Cook and Kitchen/Mess Attendants.	989	109	11

F	Hospital Services: 5010	Medical Consultants (HOD), Medical Doctor, Health Secretary, Nursing Officer, Assist. Nursing Officer, Nurse, Senior Engineer, Pharmacist, Social Welfare Officer, Clinical Officer and Medical Attendants.	17	02	11
G	Preventive Services: 5011	Principal Environmental Health Officer (HOD), Environmental Health Officers, Assistant Environmental Health Officers, Assistant Technologist and Medical Attendants.	49	08	16
H	Health Centre Services: 5012	Assistant Medical Officers, Medical Attendants, Clinical Officers, Clinical	173	20	11

		Assistants, Assistant Nursing Officers, Nurses, Technologists (Lab, Pharm. and Ophthalmology), Assistant Technologists (Lab), Assistant Dental Officers, Dental Therapists, Security Guard, RMA and Nutrition Officer.			
I	Dispensary Services: 5013	Assistant Medical Officers, Clinical Officers, Clinical Assistants, Assistant Nursing Officers, Nurses, Medical Attendants (Nurse), Dental Therapist, Technologist (Lab) Assistant Technologist (Lab).	158	19	12
J	Road Services:	Engineers (Civil &	21	2	10

	5014	Water), Quantity Surveyor, Technician II, Assistant Technician, Architects II and Assistant Town Inspector II.			
K	Mtaa Executives: 5032	Mtaa Executive Officers (II & I).	93	10	11
L	Agriculture: 5033	Principal Agricultural Officer I - HOD, Agricultural Officers, Principal Agricultural Field Officer, Agricultural Field Officer, Principal Agricultural Technician, Co- operative Officers (I & II) and Co-operative Assistants.	42	04	10
M	Livestock: 5034	Principal Veterinary Officer I (HOD), Veterinary Officers,	30	3	10

		Principal Livestock Officer I, Livestock Officer II, Principal Livestock Field Officers, Livestock Field Officers , Fisheries II and Fisheries Assistant.			
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Source: MMC Human Resources and Administration Department (2015)

