

Open Performance Review and Appraisal System (OPRAS) in Tanzania Public Service: Is it Performance Management or Just a Form Filling Exercise?

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Abstract: Performance appraisal is crucial in managing performance and makes the organization to achieve its intended objectives. Since the attainment of independence of Tanzania on 9th December 1961, Tanzania adopted the confidential appraisal system in managing public servants in the public service; such system existed from colonial regime until 2004. As a result of Public Service Reform Programme, during the year 2004 the Government of Tanzania introduced a new system of open performance review and appraisal system (OPRAS) by using the Establishment Circular Number 2 of 2004. But since the establishment of OPRAS many public institutions operationalize it as a mechanism for managing performance in Public Service but not exactly as guided by the guidelines. The organizations that tried their level best to implement it are faced with challenges in operationalization. Instead of outperforming they end up in underperforming or just filling the form as normal form filling exercise, also the filling of OPRAS forms mostly does not comply with the strategic plans. This led to the rise of question to be discussed in this article; is OPRAS in Tanzania Public Service a mechanism in managing performance or just a form filling exercise? Are the intended objectives for introducing OPRAS in Tanzania achieved? This study was conducted at Bahati Town Council in May 2022 by using the sample of 79 employees. The researcher used a descriptive research design whereby empiricism positivist philosophical stance was deployed to studying intensively about the operationalization of OPRAS in Babati Town Council. This study found out that OPRAS is taken as just a normal form filling exercise by public servants.

Keywords: OPRAS, Public Service, Reform, Performance Appraisal.

INTRODUCTION

Performance appraisal is crucial in managing performance and makes the organization to achieve its intended objectives. Since Colonialism up to the attainment of independence on 9th December 1961, Tanzania managed performance in public service by using the confidential appraisal system. Such system continued to be used until 2004 when the Government of Tanzania introduced a new system of open performance review and appraisal system (OPRAS) by using the Establishment Circular Number 2 of 2004 following the Public Service Reform Programme. Now OPRAS used as the only mechanism for managing performance in Public Service. Public Service Regulation requires that all Public Servants in Tanzania to be appraised annually using the OPRAS procedure. Since its establishment in 2004 now it is about two decades. Some of the challenges noted are that OPRAS implemented by public institutions not exactly as guided by the OPRAS guidelines. The organizations tried their level best to implement it are faced with challenges in operationalization. Instead of outperform they end up in underperforming and majority of public servants take OPRAS as just a form filling exercise and they fill it for the sake of meeting requirements of the government.

Apart from that some of public servants filling the OPRAS form not in compliance with the strategic plans of their institutions but they fill in activities as shown in their job description as listed in letters of appointments. These reasons led to the rise of question to be discussed in this article; is Open Performance Review and Appraisal System (OPRAS) in Tanzania Public Services a mechanism in managing performance or just a form filling exercise? Are the intended objectives for introducing OPRAS in Tanzania Public Service in 2004 achieved? Why there is discrepancy between guidelines and practice at the ground. What are the factors hindering operationalization of OPRAS, as well as what are the sources of that factors.

LITERATURE REVIEW

This section presents a theoretical review and some of the empirical studies conducted by other researchers on the performance appraisal and the modality used in managing performance in Tanzania Public Service the Open Performance Review and Appraisal System (OPRAS).

THEORETICAL LITERATURE REVIEW

Performance appraisal is “the process of identifying, evaluating and developing the work performance of employees in the organization, so that the organizational goals and objectives are

more effectively achieved, while at the same time benefiting employees in terms of recognition, receiving feedback, catering for work and offering career guidance” (Lansbury,1988).

According to Gupta, (2006) performance evaluation or performance appraisal is the process of accessing the performance and progress of an employee or a group of employees on a given job and his potential for future development.

Generally, performance appraisal is the systematic, periodic and impartial rating of an employee’s excellence. It is the process of obtaining, analyzing and recording information about the relative worth of an employee which begins with the establishment of performance standards.

Aims of Performance Appraisal

According to Mc Kenna and Beech, (2002) performance appraisal refers to a process whereby managers and their subordinates share understanding about what has to be accomplished, and the manager will naturally be concerned about how best to bring about those accomplishments by adept management and development of people in the short and long term.

According to Mc Kenna and Beech, (2002) performance appraisals are made for the following aims:-

- To set target, which are acceptable to those whose performance is going to be appraised and do so in a climate characterized by open communication between superior and subordinate and strive for partnership in action.
- Use reliable, fair and objective measures of performance, compare actual with planned performance, and provide feedback to the appraisee.
- Assessment of persons training and development needs.
- Provide an input to succession planning
- Make provision for the allocation of both extrinsic rewards (eg. Performance related pay) and intrinsic rewards (eg. an opportunity to enhance ones skills).
- Place emphasis on the use of good interpersonal skill and make opportunity to appraiser and appraisee to influence each other.
- Validate the effectiveness of the selection process and previous training
- Obtain information on the quality of management and organizational systems from the appraisee.

- Recognize that performance management is at the heart of the general management process.

Theoretical justification

This is study of exploring performance review and appraisal and its practice in Tanzania Public Service is informed by the Goal Setting Theory of Motivation developed by Locke (1968). The theory states that motivation and performance are higher when individuals set specific goals with feedback mechanisms and these goals inform individuals to achieve particular performance levels.

Decenzo and Robbins, (2003) asserted that goal setting theory, effective implementation of performance appraisal system depends much on supervisor’s determination to fulfil employee’s desires such as resources, training, promised rewards and to deal with performance problems. The Goal Setting Theory is therefore related to this study as it focuses on measuring the achievements of the organization in attaining its objectives.

BRIEF HISTORICAL BACKGROUND OF (OPRAS)

The open performance review and appraisal system (OPRAS) is an 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.

An attempt to reform the public service following initial efforts is due to a number of factors.

From the mid-1980s the country underwent the structural adjustment measures and change in political orientation toward political pluralism. These developments set the stage for incremental reforms in the machinery of government focusing more on effectiveness while upholding the efficiency objectives. The Civil Service Reform Program (CSRP) was a transition or the stage setting reform providing the framework for change to align the administrative systems of government to the new and emerging political and economic realities. The CSRP was officially launched in 1991 with the fundamental goal of achieving a smaller, affordable, well compensated, efficient and well performing civil service.

According to Rugumyamheto, (2005) CSRP were not linked adequately to generating movement and change in the entire government machinery including the fact that there were no links to the

other public sector reform efforts. In response to the above inadequacies in the CSRPF reforms a reformulated reform program, baptized the Public Service Reform Program (PSRP) was inaugurated in 2000 which was a broader, wider and more comprehensive program and aimed at the total transformation of the public service into an efficient, effective and outcome based institution. To achieve this government declare to use the open performance review and appraisal system (OPRAS) and foregone the existed system of confidential appraisal system to public servants which was implemented by using the confidential forms.

Steps for Conducting OPRAS

Guidelines on open performance review and appraisal system (OPRAS) (2005) explain the 8 steps on the process of OPRAS as follows.

Step 1: Review of Institutions annual plans. Public institution must annually plan and identifies objectives, targets and activities to be implemented during the year; this depends on strategic plan of the institution which is linked to Medium-Term Expenditure Framework (MTEF).

Step 2: Settings individual objectives for chief executive of institutions. The chief executive will be held responsible for performance of the overall institutional objectives and targets which are derived from medium term strategic plans. The objectives and targets of the institution from/become the individual objectives and targets of chief executive officer in performance agreement.

Step 3: Setting individual objectives for heads of division / department / units / duties. The heads of department will take the objectives and targets from chief executive officer in step 2 to be their individual objectives and targets.

Step 4: The performance targets in step three becomes individual objective and activities become the performance targets for the sectional head.

Step 5: At this level, the target in step 4 become individual objectives for the professional and technical staff. The tasks from the action plan become performance targets.

Step 6: Signing the performance Agreement at the beginning of financial year. The signing of performance agreement between appraises and

supervisor is done when the agreement is reached on annual objectives.

Step 7: Implementation and monitoring through coaching, mentoring and counseling.

Step 8: performance Reviews, it involves performance mid- term reviews and annual reviews.

Characteristics of OPRAS

Guidelines on OPRAS, (2005) states the characteristics of good OPRAS are as follows.

Openness; allows both employees and employer discuss and agree on the organizational and individual objectives to be achieved during the year. This provides an opportunity for the supervisor and employee to discuss and agree on measures to improve weakness so as to prepare the employee for future organizational responsibilities.

Participation; involve employees in the process of setting objectives performance targets and criteria as well as determining, assessing and recording performance.

Accountability; individual employees are required to sign annual performance agreements and account for performance against agreed targets and resources allocated for each activity.

Ownership; shows linkage between individual objectives and the overall organizational objectives in a given period. This helps the employee understand own role and contribution thus creating commitment in achieving organizational goals.

Opportunity to appeal: another new element introduced in the OPRAS is an appeal mechanism in case of disagreement of evaluation scores between individual employee and immediate supervisor.

Feedback: employees are kept informed about methods and purposes of appraisals. Employees are promptly notified in writing and preferably orally, too, of the results of their performance appraisal. To prevent misunderstanding about whether the appraisal was given or what the appraisal contained.

With all those qualities of effective evaluation OPRAS if well implemented can provides an opportunity to measure the aggregate of achievement by individual employee in a given year.



Source: President's Office – Public Service Management, 2006

Weakness of Confidential System

The Establishment Circular number 2 of 2004 explain that for long time the system of performance appraisal for public servants in Tanzania was done by using the Confidential form TFN.743 and EF 117 for teachers.

The Circular explain the system has the following weaknesses;

- The system does not have the working plan which is open and strategically and which consist of the agreement between two parts, means employee and his supervisor. Therefore what appraised is not an exactly performance of an employee.
- Appraisal done in confidential way without cooperation or giving employee an opportunity to understand his improvements or weakness in performance.
- The appraisal depends on the willing of the supervisor without specific criteria to be considered.
- Many claims on harassment, jealous and nepotism rise.

Due to those different stumbling blocks, the government of Tanzania introduced the open performance review and appraisal system (OPRAS) in 2004 which is stated on the Public service (Amendment) Act No 9 of 2007 section 6(a) (i) and (ii)

Practice of Confidential System in Managing Performance in Tanzania

As indicated on the confidential form for performance appraisal to Public servants (TFN 743) it shows the confidential system in the Tanzania Public Service was operationalized as follows.

- The confidential form was filled once in a year at the end of the year on 31st December.
- The form had part a, b, c, d and e, whereby part (a) must be filled by the public servant with whom the performance measurement was made. Part (b) to (d) was filled by the supervisor and part (e) was filled by the Permanent secretary, regional director for development and the Head of an independent department.
- After filling part E the copy submitted at PO-PSM for all other servants and for accountants and economists submitted at the treasury as it was stipulated by part (c) and (e) of the Standing orders of 1970.
- After the employee provided his or her details the form dated and signed by the employee then submitted to the supervisor.
- The performance was measured by the supervisor at the part (b) and this was done in a secret way without collaboration with appraise.
- The performance measurement was based on main nine criteria which were skill and working experience, employee's capability of communication, quality of work, quantity of work, employee's behavior, duty / responsibility, employee's capability in decision making, employee's capability in creativity and final employee's capability in management.
- After measuring the performance of an employee based on each criterion, the supervisor awards the grade for overall performance. The grades can either be an a, b, c, d, e or h.
- The supervisor after awarding the overall grade then he / she was required to give other explanations of his / her own discretion if he / she have.
- The form after the performance measurement was dated, signed, then the supervisor indicate

his / her designation and the form was stamped by the supervisor.

- After the supervisor filling the form, it was dated, signed, then the supervisor show his / her designation and the form stamped. That was the end of the whole exercise of the confidential performance appraisal.

EMPIRICAL LITERATURE REVIEW

Mfuko, (2009) studying implementation of OPRAS in Rungwe District Council found several factors hindering operationalization of OPRAS including low level of knowledge about OPRAS. This means involvement of subordinates in OPRAS is minimal, no matching of working tools and goals set, this is due to budget deficit. Furthermore the implementation of OPRAS did not change the working culture as work performance and service delivery seems to be routine duties. Also subordinates have not been fully involved in the initial stage of policy formulation.

Based on Erasto, (2009) a case study of Mwanza City Council, on her findings the researcher explain the factors that hindering operationalization of OPRAS are lack of money to operate the system since no budget allocation for reward to employees who qualify in the system, lack of seminars and trainings to some workers about OPRAS, the feedback provided to subordinates is in adequate, unwillingness of top officials to change they accept OPRAS because it pushes from president office – public service management, lack of enough books, journals, newsletters which explain more about OPRAS, tribalism, nepotism, bribes as well as corruption since superior reward their relatives, friends without performing well.

Also Mwanda, (2009) a case study of President Office- Public Service Management, on her findings on the problems which the organization faces in implementing OPRAS the researcher explain factors such as non-adherence to the system caused by lack of ownership and resistance to change by the staffs who tend to complain the system is complicated, the OPRAS forms itself are cumbersome and most employees fail to fill them properly and on time also forms contain many clauses which are complicated, not easily understood by the staffs. Lack of serious commitment on the implementation of the system, the changing mindset of the staffs to the new system is a problem, current OPRAS does not reflect accurately on the nature of the work and

staffs consider as it is not applicable to them. Budget deficit is another problem in fulfill some of the objectives set among supervisor and appraisee.

Furthermore, Mushi, (2009) a case study of President Office – Public Service Management in her findings the researcher explain the problems in implementing OPRAS are, organizational culture of the public service which is not favourable to foster and had attitude with the system, lack of steady flow of resources that would enable the staff to implement their tasks and hence achieve their targets, budget constraints since plans are not linked with the budget and if it happens they are linked, the action plans are not adhered to since there are a lot of ad-hoc activities with strict objectives. Also the formulation of individual performance appraisal system (IPAS) is demanding, difficulty and time consuming identified by most of the professional staffs.

A study done by Mpululu, (2014) at Mvomero District the researcher found that the implementation of OPRAS at Mvomero was ineffective due to low level of understanding of the appraisal system by appraiser and appraisees and negative perceptions on the (OPRAS). It was further observed that management failed to use the evaluation feedback in decision making.

RESEARCH METHODOLOGY

Research Design

The researchers used a descriptive research design whereby empiricism positivist philosophical stance was deployed to studying intensively about the operationalization of OPRAS in Babati Town Council. The researchers gathered the data from Heads of Department and heads of section as supervisors, who set the performance targets with employee and monitor the operationalization of OPRAS at the council. Also subordinates were involved in this study because they are the implementers and appraisees who work on the objectives agreed on OPRAS forms.

Population and Sampling

The target population for this study was public servants from Babati Town Council. The sample size employed for the study was 79 staffs from the population of 136 staffs who works at the Babati Town Council headquarters. The researcher used stratified sampling to get the data because organization consists of different employees who made a large heterogeneous population. Members of management team which included heads of sections and heads of department who are the

supervisors on operationalization of OPRAS form one strata and subordinates who are the appraisee form another stratum.

Data Collection

The data were gathered by using the interviews, questionnaires and reviewing / investigating 117 filled OPRAS form to look if they were filled in compliance with the guidelines and if evaluation conducted accordingly. The interviews were conducted to 30 subordinates, the questionnaires distributed immediate supervisors of OPRAS who were 13 Heads of Department and 6 heads of section. Also questionnaires were distributed to other 30 subordinates too because they were implementing different objectives set to make OPRAS operate effectively. The total numbers of informants who provide the data were 79.

Data Analysis

The researchers analyzed data based on research questions and variables through editing and classifying, and coding. There after the analysis proceeded by using Statistical Package for Social Science (SPSS) program. Apart from that content analysis conducted for data which were obtained through interview.

FINDINGS

1 Factors Hindering Operationalization of OPRAS at Bahati Town Council

1.1 Understanding and Knowledge about OPRAS

Effective implementation of OPRAS emanate from proper knowledge and understanding about the operation of appraisal system. From the questionnaires distributed to 13 Heads of Department 11 or (85%) respondents revealed that staffs were not trained about OPRAS at their department and other 3 HoDs reveal that only 5 staffs trained about OPRAS. From the questionnaires circulated to 30 respondents of lower cadres the findings show that 30 or (100%) respondents answer that hindrance on the operationalization of OPRAS is the lack of enough education about OPRAS since they were given the forms to fill without enough instruction. When asked what they understand about OPRAS, 22 or (73%) respondents seem to explain OPRAS as just form filling exercise but 8 or (27%) seems to understand the purpose of having OPRAS.

From the interview conducted to 30 subordinates the finding showed that the guidelines on OPRAS were not distributed to all 30 respondents interviewed to help them having knowledge about

OPRAS. This finding is consonant with the observation done by the researchers where it was found that 7 HoDs did not have the guidelines on OPRAS but they operationalize OPRAS at their departments. The question that may be raised is if the immediate supervisors manage OPRAS without having guideline how could he / she manage it properly?

These findings are in consonance with the study conducted by President's Office – Public Service Commission on the compliance inspection of 2006. Furthermore, Mfuko (2009) and Mpululu (2014) found that low level of knowledge about OPRAS hinder operationalization of it in Public Sectors. That imply there is a knowledge gap that cause ineffectiveness in implementation of OPRAS because there is difference between what is found in the guidelines and what public servants practice in reality.

1.2 Budgetary Constraints

The OPRAS guidelines require individual employees to sign performance agreements and thereafter resources to be allocated based on the budget. Based on the questionnaires distributed 46 or (58%) respondents who were 13 HoDs, 3 heads of section and 30 subordinates provide the answer that the hindrance on the operationalization of OPRAS at Babati Town Council is budgetary constraints to implement the agreed objectives.

Based on the interview conducted to 30 subordinates from different departments all 30 or (100%) respondents said they fail to accomplish goals sets at the OPRAS because they were not given enough resources to achieve the goals set. This is because to achieve the goals sets it need resources from immediate supervisors as agreed. Also there is always delaying of disbursement of funds from central government on part of Central government grants to local governments.

Therefore, OPRAS forms may be filled but it become very difficult to judge performance of public servant because the performance agreement entered and signed but provision of resources for implementation of agreed performance objectives is another stumbling block.

This finding relate to the findings from the researches of Mwanda, Erasto, and Mfuko (2009) which asserted that the challenge with the practice of OPRAS is lack of steady flow of resources that would enable the staff to implement their tasks and hence achieve their targets as well as budget constraints since plans are not linked with the

budget. That implies objectives and performance targets set but little is achieved because most of the objectives remain in OPRAS forms without being realized.

1.3 Lack of Close Supervision and Commitment to OPRAS

From the interview conducted 11 or (37%) subordinates out of 30, said that since the introduction of OPRAS at Babati Town Council one seminar was conducted on OPRAS during the year 2016, but respondents perceive OPRAS not in a serious way because they regard it as a form filling exercise. To show that OPRAS is taken as just a form filling exercise the researcher observed that some of servants were filling OPRAS forms in 2021 but during that time they filled the forms which they were supposed to fill since 2018. The reason behind it was the compulsory condition for staff promotion, OPRAS forms were needed for attachment by the President's Office – Public Service Management and Good Governance. For the years when they did not fill the OPRAS forms there were no any disciplinary action taken to them.

Besides, 3 or (16%) heads of departments out of 19 provided the answer that OPRAS is a good thing but workers are not committed on it because resource to accomplish the goals set are few and OPRAS system to a large extent it bases on the results rather than on the implementation.

The study conducted on May 2022 when the researcher was at Babati for field attachment. During that time the President of United Republic of Tanzania announced that servants who qualified for promotion must be promoted. Due to that the researcher got time to review some personnel files so as to know if OPRAS forms though filled does it comply with the guidelines. Based on the review made to 117 filled forms 69 or (59%) forms do not indicate resource required to accomplish goals and other 41 or (35%) forms already filled at the annual appraisal page at February, the page is required to be filled at the annual appraisal at 30th June. All these deficiencies on the forms reviewed by the researcher indicated that there were no commitment and seriousness on the whole process of OPRAS. On top of that 1 respondent quoted "most people do not have the culture to evaluate themselves even at the individual level, how such kind of person can be committed for appraisal of an organization"

As asserted by Mwanda (2009) and Mpululu (2014) OPRAS is not effective in practice because there is unwillingness of top officials to change for they accept OPRAS because it is the only mechanism for performance appraisal from President's Office – Public Service Management and Good Governance. Furthermore, management failed to use the evaluation feedback from OPRAS in decision making.

1.4 Frequent Occurrence of Unplanned (ad hoc) Activities

According to OPRAS guidelines objectives set must be in correlation with institutional plans and set in timeframe. The guideline state that public institution must annually plan and identifies objectives, targets and activities to be implemented during the year; this depends on strategic plan of the institution which is linked to MTEF.

From the interview 18 or (60%) subordinates out of 30 said that the hindrance on the operationalization of OPRAS caused by frequent occurrence of unplanned activities which were not set at the performance agreement at the beginning of the financial year. This happened because the subordinates often assigned tasks by the HoDs which were not shown at the OPRAS as performance objectives and targets.

To add to that the findings from the questionnaires show that 4 heads of departments informed that OPRAS have challenges in operationalization because there were many unplanned activities which interfere with flow of plans set in the OPRAS forms. They informed that the sources of those ad hoc activities emanate from within the institution and some from central government and they sometimes they need immediate actions.

This indicates that at Council managers and staffs are not always in a position to control the events that affect their planned work. Sudden demands are imposed upon them especially from political authorities which in one way or another limit implementation of annual plans. There is a myriad of interfering situations which derail the systematic work of managers from their plans. A council is full of political, social and economic situations that interrupt the orderly work of staff.

1.5 Conduct of Mid-Year Review

Respondents were asked to give their experience on the conduct of mid-year reviews. 26 or 87% of respondents revealed that, they were not conducting mid-year review. Other 4 or (13%) respondents said they conduct mid-year review in

February and not in December as prescribed by the guideline.

With a view to understanding the reality of mid-year reviews at the council, the researchers made review on 117 OPRAS forms on 17th May 2021. It was discovered that 102 or 87% forms had not gone through mid-year review till May. This implies non adherence to the OPRAS guidelines (2009) and the TFN 832 which require organisations to conduct mid-year review by 31st December each year. It appears from the study that, only few public servants adhere to the OPRAS implementation guideline. Mid-Year review is sine qua non to track the progress towards achieving the targets by individuals.

1.6 Participation of staff in Setting Objectives

The process involves a key step, setting objectives through mutual discussion between individual employee and immediate supervisor. When asked if immediate supervisors and subordinates sit together in setting performance agreement at the beginning of financial year, 22 or (73%) subordinates asserted that they were not sitting together with their supervisors to set the performance agreement.

Moreover, the review made by the researcher to the sample of 117 filled OPRAS forms, the following was discovered, 34 or (29%) forms were found to be dated and signed by the appraisals only and not dated and signed by the supervisors. 62 or (53%) forms were found to be dated and signed by the appraise and supervisor at the performance agreement, but date written by the appraise differ with the date written by the immediate supervisor. Other 21 or (18%) forms were found to be signed and dated by the appraisee and supervisor at the same date. Therefore, from those 117 forms it indicated that, only 21 public servants were setting the performance agreement by sitting together between appraise and supervisor. 96 public servants set the objectives without sitting together with the supervisor.

Impliedly majority of the staff were given the OPRA forms to fill and submit to the human resource or their supervisors in absence of a dialogue with their immediate supervisors. It is argued that participation of staff in setting objectives is key in any performance management tool. It is quite difficult to register success in managing performance where employees do not own the objectives and targets.

1.7 Nature of Objectives

For objectives to be achieved effectively, they need to be SMART that is Specific, Measurable, Achievable, Realistic and Time framed. The questionnaire responses from 30 staff or 100% of lower cadres answer that “yes” the objectives set were Specific, Measurable, Achievable, Realistic and Time framed. But based on review done to 117 filled OPRAS forms the researcher observed that the objectives set were specific, and achievable, but most of the objectives were not measurable because the total objectives at those forms were 929 but objectives which measured were 232. Objectives were not realistic since the objectives set not depend on the resources available but based on expectations which may not be fulfilled. The objectives at 77 or (66%) forms were not time framed at each objective, but some objectives were listed and given the date of the end of financial year which is 30th June.

Since many objectives set are not measurable, realistic and time framed, it hinders the operationalization of OPRAS. Such objectives render very little probability of achievement. Absence of specified time frame reduces the effort of individuals toward achieving to targets of objectives. Individuals are likely to deviate from the actual organisational goals.

1.8 Link between Rewards and OPRAS Results

An effective performance management system should be able to enforce performance through rewarding individual performance. The guidelines on OPRAS explain that after the annual appraisal there shall be reward or sanction or developmental measures. All that should be in line with the requirement of regulation 22 of the Public Service Regulations of 2003.

Based on the interview to 30 subordinates when asked if they had ever given incentive or sanction due to OPRAS as directed by the guidelines, all the informants informed that since OPRAS start to operate there were no any reward provided to servants as a result of positive rated marks scored. Reward is given on 1st May which is the “labor day” based on fellow workers votes to outstanding performers and not OPRAS evaluation. Apart from that, from the questionnaires distributed, 49 or (100%) respondents who were 13 HoDs, 6 heads of section and 30 lower cadre staff explained that no any reward given as a result of scoring rated marks 1 and 2 in OPRAS evaluation.

Lack of rewards linked to OPRAS results make individuals put less effort toward accomplishment of the set targets. As a result, the OPRAS process becomes demoralizing and fails to inculcate a performance culture among employees as it fails to convince them on its benefits.

CONCLUSION

Bahati Town Council started to operationalize OPRAS since its establishment in adherence to Establishment circular number 2 of 2004. One of the issues is that the findings indicate that OPRAS operationalized at Bahati Town Council done not as instructed by the Public service regulation of 2003, Establishment circular number 2 of 2004 and the guidelines on OPRAS. The operationalization deviates from the guidelines by a significant margin and that is not the case in Babati Town Council alone but the situation is almost the same to other institutions but not similar. That means there is a discrepancy between what stated in the guidelines with what practiced at the ground in public service. It can be concluded that as for now OPRAS operationalized in Tanzania Public Service because it is the only tool for performance appraisal and there is no option or alternative means for performance appraisal. Public servants are not well committed on OPRAS but they just fill OPRAS form for promotion purpose. Many public servants regard OPRAS as just a form filling exercise and other servants did not see any meaning of having OPRAS but they operationalize it just to satisfy their immediate supervisors and that is the case in other Public Institutions in Tanzania Public Service.

RECOMMENDATIONS

As provided by the Public Service (Amendment) Act number 9 of 2007 that every public servant must be appraised using OPRAS, it is better to take into consideration that the operationalization of OPRAS is a crucial issue in performance management because it is only mechanism to measure performance to all public servants. Every public institution must operationalize OPRAS more technically to ensure services are in quality, in time and development expected will be achieved. Based on the findings we recommended conducting training and retraining to the staffs about OPRAS.

Provided that the use of Open Performance Review and Appraisal System (OPRAS) is obligatory in Tanzania Public Service there is a need to hold heads of department and heads of section accountable if OPRAS not operationalized

well at their areas of jurisdiction. Every immediate supervisor must make sure his appraises set the objectives which fulfill the SMART criteria and in accordance to strategic plans. To make OPRAS a performance management and just a form filling exercise public institutions to provide incentive for those public servants who perform better through OPRAS evaluation rather than using just co-workers votes during Labor Day in 1st May. All in all every public servant must understand that OPRAS is performance management exercise and not just a form filling exercise. On top of that there is a need for President's Office - Public Service Management and Good Governance to design and initiate another mechanism or improved system of managing performance to Public Servants in Tanzania.

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