

**CHALLENGES OF IMPLEMENTING OPRAS AMONG PUBLIC  
SECONDARY SCHOOL TEACHERS IN ARUSHA CITY COUNCIL**

**CHALLENGES OF IMPLEMENTING OPRAS AMONG PUBLIC  
SECONDARY SCHOOL TEACHERS IN ARUSHA CITY COUNCIL**

**By**

**Emanuel Joseph Mhando**

**A Dissertation Submitted to the School of Public Administration and Management  
in Partial Fulfillment of the Requirements for Award of the Degree of Master of  
Science in Human Resource Management (Msc HRM) of Mzumbe University**

**2016**

## CERTIFICATION

We, the undersigned, certify that we have read and hereby recommend for acceptance by the Mzumbe University, dissertation entitled “**Challenges of Implementing OPRAS among Public Secondary School Teachers in Arusha City Council**” in fulfillment of the requirements for award of the degree of Master of Science in Human Resource Management of Mzumbe University.

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Major Supervisor

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Internal Examiner

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External Examiner

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## DECLARATION

I, Emanuel J. Mhando, declare that this thesis is my own original work and that it has not been presented and will not be presented to any other university for a similar or any other degree award.

Signature \_\_\_\_\_

Date \_\_\_\_\_

Email     manueljoe2015@gmail.com

Tel        0767 033464

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## **DEDICATION**

This work is dedicated firstly to my mother Luciana Martin Msuya and my late father Joseph Gregory Mhando who built a great foundation in my academic progress and struggles. Secondly, My dedications go to my wife Editor J. Mwinuka for taking care of our family for the all-time of my studies. Lastly dedications goes to my lovely daughters; Vanessa, Angela and Careen to whom the sincerely wishes are prayed to take up and bear their father's struggle.

God bless you all.

## **LIST OF ABBREVIATIONS AND ACRONYMS**

|         |   |   |
|---------|---|---|
| ACC     | - | Arusha City Council                             |
| BOT     | - | Bank of Tanzania                                |
| CBE     | - | College of Business Education                   |
| DAWASCO | - | Dar es Salaam Water and Sewerage Corporation    |
| HR      | - | Human Resource                                  |
| HRM     | - | Human Resource Management                       |
| LGA     | - | Local Government Authority                      |
| M&E     | - | Monitoring and Evaluation                       |
| MDA     | - | Ministries, Independent Department and Agencies |
| MSC HRM | - | Masters of Science in Human Resource Management |
| MU      | - | Mzumbe University                               |
| PA      | - | Performance Appraisal                           |
| PIM     | - | Performance Improvement Model                   |
| PM      | - | Performance Management                          |
| PMS     | - | Performance Management System                   |
| PO-PSM  | - | President Office Public Service Management      |
| PSA     | - | Public Service Act                              |
| PSMEP   | - | Public Service Management and Employment Policy |
| RBM     | - | Result Based Management                         |
| RS      | - | Regional Secretariat                            |
| SOPAM   | - | School of Public Administration and Management  |
| TANESCO | - | Tanzania Electrical Supply Company              |

## **ABSTRACT**

The focus of this study was to identify the challenges encountered by public secondary school teachers in performance management particularly OPRAS in Arusha City Council. The specific objectives of the study were; to find out how OPRAS is implemented by the public secondary school teachers in Arusha City Council; to identify some challenges faced by public secondary school teachers in OPRAS implementation, to identify the strategies used by Arusha City Council to address the challenges of implementing OPRAS in Arusha City Council. The sample size was 90 respondents.

Methods used to collect data were questionnaires which were provided to the respondents to be filled and then analysed.

Data were analysed by applying quantitative and qualitative methods. Quantitative data were analysed by using statistical package for social sciences (SPSS) programme and presented by using tables and graphs.

The research results have shown that inadequate resources, absence of feedback, absence of training and seminars on how to fill the OPRAS forms impeded the implementation of OPRAS

Several recommendations and measures are suggested to improve OPRAS implementation. These recommendations included the following: adequate training and seminars, management support, OPRAS forms to be reviewed, revised to fit the demands of teacher's cadre, provision of motivation and rewards and monitoring and reviewing to be given priority. When all these are put in place there will be effective implementation of OPRAS.

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## **CHAPTER ONE**

### **PROBLEM SETTING**

#### **1.0 Introduction**

This chapter is an introduction of this research work. It has ten sections which are; the background of the study, statement of the problem, objectives of the study, research questions, significance of the study, delimitation of the study, definition of the key terms/ glossary, the organisation of the study/ structure of the proposal and the conceptualization.

#### **1.1 Background of the study**

Performance Management System in Tanzania was the results of different reforms that were introduced and implemented by the government. The first reform was Civil Services Reforms Programme (CSRP) which took part from 1991-1999 (Lukumai,2006) followed by the Public Services Reforms Programme (PSRP) which was launched by the Government of United Republic of Tanzania in 2000 implemented in three phases. It is the first phase that is relevant to this study as it made the inauguration of Performance Management Systems (PSM)in all Ministries, Departments and Agencies; Regions and Local Government Authorities with the objective of improving accountability, transparency and resource management for efficient and effective delivery of quality services to the public (POPSM,2011). In the course of PMS, The Open Performance Review and Appraisal System (OPRAS) was introduced in all MDAs, Regional Secretariats and LGAs to enable proper and more effective use of human resource. This led to the abolition of the confidential appraisal system which was characterised by absence of feedback and poor identification of training needs and made it impossible to promote performance and accountability to the public servants (Nigera, 2004). With this confidential and closely system there was no transparency which gave a room for nepotism, poor accountability of public servants, favoritism and corruption hence the public sector was characterised with rid bureaucracy, poor management of resources and

political patronage (Turner and Hulme,1997). Due to all these, Performance Appraisal system was introduced in Tanzania on July 2004 by circular NO.2 of 2004 and was referred to as the Open Performance Review and Appraisal System (OPRAS). Unlike the traditional confidential system of appraising employees, OPRAS emphasise the value of including employees in objective setting, implementing, monitoring and reviewing processes which promotes individual accountability, improve transparency and communication between management and employees. It was thus made mandatory for all MDAs, LGAs and Regions to introduce OPRAS and make it operational (POPSM, 2011). To make this operational, policies and laws were put in place to make it mandatory to every public employee. Such policy and laws included The Public Service Employment Policy (1999), the Public Service Act (no 8 of 2002) and the Public Service Regulations (2003) with their amendments.

## **1.2 Statement of the problem**

Performance management appraisal has been taking place in Tanzania public sector to evaluate how employees perform their activities for the purpose of finding the areas of strength and weakness. At the beginning there was a confidential system of appraising employee. The confidential system was found to be very weak and encountered many challenges during the implementation process; for example to some working places there were conflicts between the employees and the employers which were caused by arbitrary grading due to biases, favoritism and nepotism. The traditional confidential appraisal system was carried by the supervisor without the participation of the employee concerned. It was an approach that lacked clear objectives and expectation between the employer and the employee, there was no clear measurement standards and the appraisal depended on the discretion of the supervisor or the appraiser (Tesha, 2006).

OPRAS was introduced in 2004 and has been implemented in many public institutions including public schools. Since it was introduced, it has been in operation for about more than ten years. Within those years of operation, various studies have been conducted on public organisations such as Dar es Salaam Water and Sewerage

Corporation (DAWASCO), Tanzania Police Force, Different LGAs such as Igunga District Council, Nzega District Council, Kigoma Ujiji Municipal Council and PO-PSM, However, there has been no any study conducted in public secondary school in Tanzania and to come out with the challenges that are encountered when implementing OPRAS.

Since the laws and the Public Service regulation requires every employee to fill the OPRAS, therefore this study is focusing on identifying the challenges that are encountered by public secondary school teachers in implementing performance management in the public secondary schools. Despite Public Service Management and Employment Policy 1999 which started OPRAS, Public service Regulation 2003 which explained more about OPRAS and Public Service Amendment Act No.18 of 2007 which legalized OPRAS to be mandatory to all Public Institutions in Tanzania, its understanding both in theory and practice has been a problem. There is different understanding of OPRAS from one public institution to another. The way employees of Mzumbe understand OPRAS is not in the same way employees of Arusha City Council understand it. Such different perception has become the problem in the implementation process. Many Public Employees do not understand how to fill it. OPRAS focus on results and neglect the issues of means and the process. It does not state how the results will be realised. This is a problem in implementation.

OPRAS as a tool of Performance Management is good for other employees and not good for the Public secondary school teachers due to lack of time and resources to realise the goals.

### **1.3 Objectives of the study**

#### **1.3.1 The general objective of the study**

The general objective of this study was to identify the challenges encountered by Secondary School teachers in performance management particularly OPRAS in Arusha City Council.

#### **1.3.2 Specific objectives of the study**

- i. To find out how OPRAS is implemented by the Public Secondary School teachers in Arusha City Council;
- ii. To identify the challenges faced by Public Secondary School Teachers in OPRAS implementation;
- iii. To identify the strategies used by Arusha City Council to address the challenges of implementing OPRAS in Arusha City Council.

### **1.4 Research Questions**

- i. How OPRAS is implemented by Public Secondary school teachers in Arusha City Council?
- ii. What are the challenges do public secondary school teachers face during the implementation OPRAS in Arusha City Council?
- iii. What are the strategies used by Arusha City Council in addressing the challenges of implementing OPRASS in Arusha City Council?

## **1.5 Significance of the study**

Since the Government of Tanzania introduced (OPRAS) in July 2004, through Establishment of Circular No.2 of 2004, there is no any public institution which has conducted a review to show how the process is conducted. Therefore the study was significant through the following reasons.

- a) The study has generated knowledge that is valuable as it explored the challenges that public secondary school teacher encounter when implementing OPRAS.
- b) The study has shown the magnitude of the problem and hence calls for the attention to be taken by the required sector.
- c) The findings from the study may be used as a guideline for policy formulation.
- d) It has added research skills and promoted research skills to the researcher.
- e) For the fulfillment of Master degree programme of MSC HRM of Mzumbe University in Tanzania
- f) The study may be used as a reference to academicians and other students undertaking the same field on matters pertaining to performance management.

## **1.6 Limitations of the study**

Some snags were encountered from the respondents whereby some of the respondents decided not to cooperate in the study. Many of the respondents especially at Arusha Secondary school were not willing to accept the questionnaires due to shortage of time. Due to this shortfall I decided to pick other people for replacement.

## **1.7 Delimitation of the study**

The study was limited to Arusha Secondary school, Moshono Secondary school and Suye secondary school where by respondents were selected to represent public secondary school teachers.

## **1.8 Organisation of Thesis**

This Thesis consists of six chapters namely; chapter one up to six.

**Chapter one:** This chapter is about Introduction which includes Background, Statement of the problem, Objectives of the study, Research questions, Significance of the study, Scope and Delimitation of the study, Limitation, and Definitions of the key terms.

**Chapter two:** This chapter is about Literature review which includes Theoretical literature review, Conceptual framework, Empirical literature review and Synthesis.

**Chapter three:** This chapter is about Research methodology. It includes research Design, Research area, Population of the study, Sample and sampling Procedures and the Sample size, Data collection methods and Data Analysis methods.

**Chapter four:** This chapter presented the findings and interpretations of the findings according to the research objectives and questions, general characteristics of the respondents in terms of gender, age, level of education and working experience.

**Chapter five:** This chapter was about the discussion of the findings presented in chapter four. In so doing it explained why the findings appeared the way they are, the specific objective and results were discussed in this chapter.

**Chapter six:** This chapter comprised of the summary of the study, conclusion, and recommendations, and lastly Bibliography and Appendices.

## CHAPTER TWO

### LITERATURE REVIEW

#### 2.0 Introduction

This chapter represents a review of literature related to the study. It has the following sections: the theoretical literature review, literature review from earlier review and the synthesis.

#### 2.1 Theoretical literature review

**OPRAS** is a tool for measuring performance in an open, formal, and systematic way designed to assist both employers and employees in planning, managing, evaluating and realising performance improvement in the organisation with the aim of achieving organisational goals.

**System;** System refers to something that has component parts that interact and work together in an interdependent way to accomplish something. Or is a set of components that work together in an interdependent way to accomplish something. Systems take inputs and, through a series of processes, transform those inputs into outputs-products, services or information.

Performance management is described as an organized way of increasing an organisational performance by developing the performance of individuals and teams. It is a way of getting better results by understanding and managing performance within an agreed framework of planned goals, standards and competencies requirements (Armstrong, 2009). Performance management is concerned with three things which; a) associating individual objectives to organisational objectives, b) encouraging individuals to advocate corporate core values, enabling expectations to be defined and agreed in terms of role responsibilities and accountabilities (expected to do), skills (expected to have), and behaviors (expected to be) and providing opportunities for individuals to identify their own goals and develop their skills and competencies (Armstrong, 2009).

According to Armstrong (2006) PM is defined as a planned process of which the primary elements are agreement, measurement, feedback, positive reinforcement and dialogue. He argues that PM is concerned with measuring outputs in the shape of delivered performance compared with expectations expressed as objectives. In this respect, it focuses on targets, standards and performance measures or indicators. It is based on the agreement of role requirement, objectives and performance improvement and personal development plans. It provides the settings for ongoing dialogues about performance that involves the joint and continuing review of achievements against objectives, requirements and plans. PM is concerned with inputs and values. The inputs are the knowledge, skills and behaviours required to produce the expected results. According to Armstrong (2006) Performance Management is a continuous and flexible process, which involves managers and those whom they manage acting as partners within a framework that sets out how they can best work together to achieve the required results. It is based on the principles of management by contract and agreement rather than management by command. It relies on the consensus and cooperation rather than control or coercion.

According to Simons 2000 effective PMS can be planned and implemented by taking into considerations social behavioral elements and these social behavioural elements include; perception, motivation, attitude and belief. The aspiration of a PMS is to direct social behaviour of people in the organisation towards achieving the results desired by the organisation by fostering performance driven behaviours.

PMS in Tanzania is built within the framework of PIM that stipulates the need for a performance and result oriented management philosophy in the public service. PIM has four stages which are linked and these include planning, implementation, monitoring and performance reviews.

## **2.2 Theory underpinning the study**

There are several theories of Performance Management such as goal setting theory, expectancy theory, control theory, social cognitive theory, systems theory and many others. For the purpose of this research work, systems theory is taken to underpin the study.

### **2.2.1 System approach to performance management**

Blanchard and Fabrycky (2006) define a system as a set of interconnected parts operating jointly towards some corporate objectives, or purpose. The set of parts has the following properties; a) the properties and behavior of each components of the set has an effect on the properties and behavior of the set as a whole b) the properties and behavior of each component of the set depends on the properties and behavior of at least one other component in the set. c) Each possible subset of components has the two properties listed previously; the components cannot be divided into independent subset.

According to Miller and Rice (1967) organisations should be treated as open systems which convert inputs into output within their environments upon which they are dependent. System theory is the basis of the inputs- process- output (outcome) model of managing performance which assesses the entire contribution that an individual makes within the system in carrying out his or her agreed tasks. Inputs (the skills and knowledge) that an individual brings to a job together with process which is how people actually perform their jobs are measured to access development and learning needs.

Outcomes measure the scale of individual's contribution to overall teams, department and corporate performance, and a central to performance management. This method of managing performance is important because all the factors that influence performance, including the system and the context can be taken into account when assessing it.

Individual performance is influenced by system factors as well as person factors (Cardy and Dobbins, 1994). These will include the support they get from the organisation and other factors outside the control of individuals. Jones (1995) proposes that the aim

should be to manage context not performance and go on to explain that the role of management focus on clear, coherent support for employees by providing information about organisation goals, resources, technology, structure and policy, thus creating a context that has multiplicative impact on the employees, their individuals attributes (competency to perform), and their work effort (willingness to perform). In short managing context is entirely about helping people understand; it is about turning on the lights.

System concept evaluate employee functioning in terms of a process that involves inputs, process, output and outcomes (Bacal 1999; Marchand and Raymond 2007; Armstrong 2008).

Inputs include the skills, knowledge and expertise individuals bring to their jobs (their attributes)

Process: How individuals carryout their work, the talents and behavioural competencies they use in order to fulfill their responsibilities

Outputs: the measurable results achieved by individuals according to the level of performance they demonstrate in carrying out their tasks.

Outcome: the impact of what has been achieved by the performance of individuals on the results of their teams, departments, units or functions and ultimately the organisation. This is their contribution which is the ultimate measure of their effectiveness in their jobs (Itika, 2011).

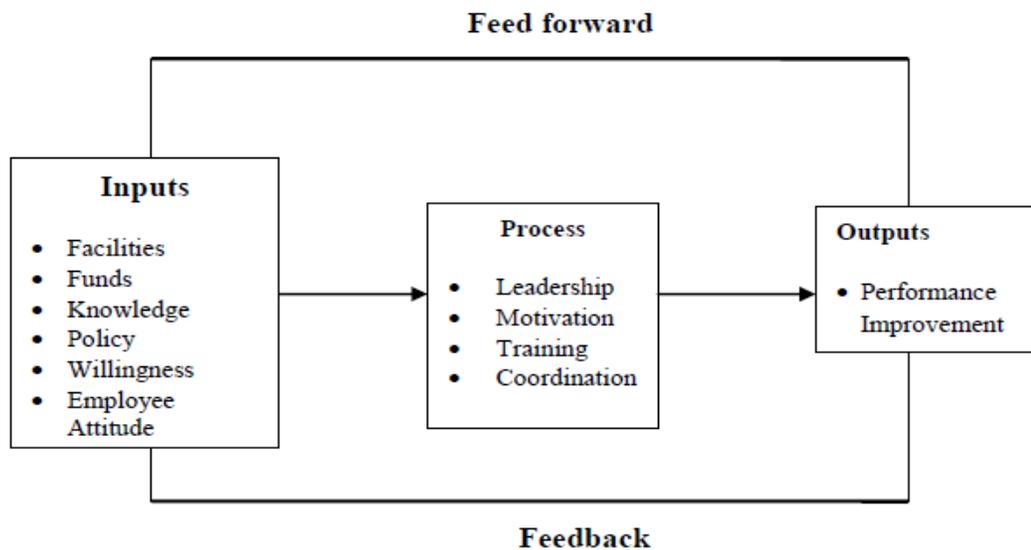
### **2.2.2 Applicability of the theory to the study**

Systems approach to performance management is relevant to Tanzania Performance management because performance management in Tanzania is results oriented Management. According to Public Service (Amendment) Act, No 18 of 2007 performance management in Tanzania is result oriented therefore the approach is valid to this environment and to the study. According to system Approach inputs must be transformed into output within their environment. This is because system theory is based

on inputs, process and then output. Therefore Implementation of OPRAS which is depending variable will depend on Independent variables which are inputs;(facilities, funds, knowledge, policy, willingness and commitment and employee attitude) and the process (leadership, motivation, training and coordination) and the impact of implementing OPRAS is result based management (performance improvement).

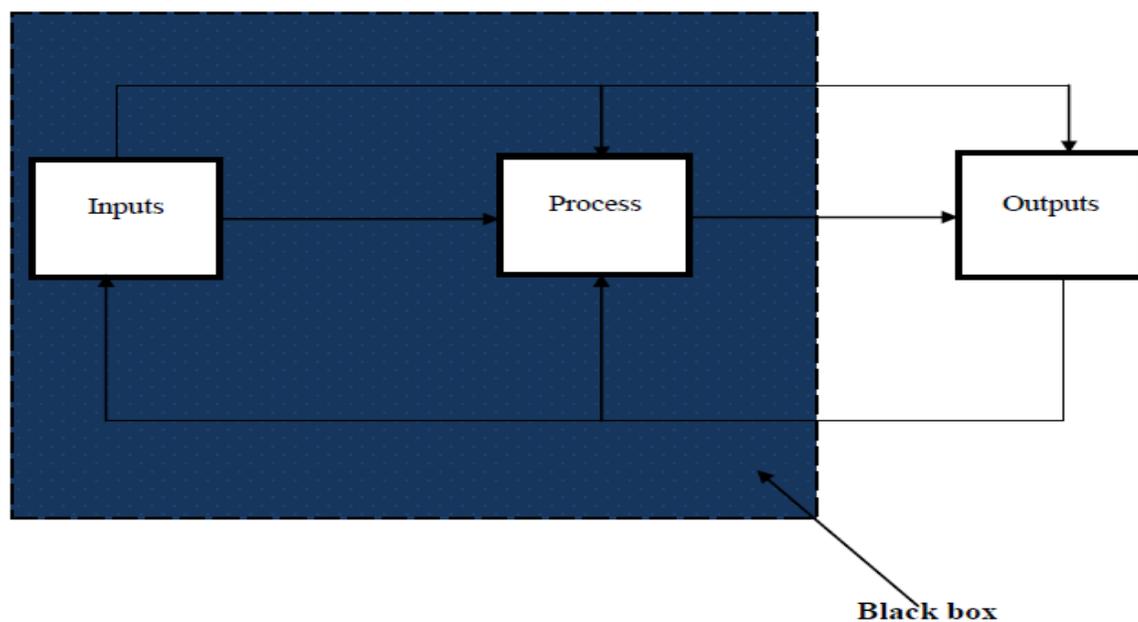
Therefore system approach to Performance Management is compatible with Tanzania reality system of implementing OPRAS as it focus on the holistic view of the problem by taking into accounts the whole process of OPRAS.

Effective implementation of OPRAS will depend on independent variables which are the inputs (facilities, funds, knowledge, policy, willingness and employee attitude and the process (leadership, motivation, training and coordination)



**Figure 2.1: System approach O Performance Management**

**Source;** Researcher, (2016)



**Figure 2.2: Black Box of Input and Process**

**Source:** Researcher, (2016).

From figure 2.2. Above Input and Process are in the black box to imply that implementation of OPRAS becomes the problem because inputs and process are not stipulated in the policy and the law. The policy and the law only stipulate that Performance management of public service is result oriented and it does not put it straight forward where inputs and process will be achieved for the effective implementation of OPRAS.

Therefore  $Y=f(X1 +X2+K)$

Where's Y= OPRAS implementation (dependent variable)

X1= Inputs (independent Variable)

X2 =Process (independent variable)

K = Policy Public Service Management and Employment Policy1999 and Public Service Amendment Act, No.18, 2007 (constant)

## **2.2.3 Challenges of implementing performance management**

### **2.2.3.1 Lack of commitment from top management**

According to Pace (2011), absence of commitment and ownership from the executives is a big challenge in performance management implementation. Established PMS require ownership from the management team. Management teams are required to show ownership to the implemented PMS and this will make the employee to take it serious. Many organizations have failed to institute and administer PMS due to absence of commitment and ownership from the executives.

Nel et al. (2000) and Armstrong and Bacon (2005) are of the opinion that PMS should be owned by the top management rather than being left to HR department for the effective implementation.

### **2.2.3.2 Poor designing and inadequate knowledge and skills**

Watkins and Leigh (2012) argue that poor designing and inadequate knowledge and skills results to weakness in performance management system. They suggest that communication is essential for the effective implementation of PMS. Therefore there is a need of designing effective communication structure that will support the implementation of PMS.

### **2.2.3.3 Resistance to change**

According to Lussier 2008 people resist change for variety of reasons some of which include; maintaining status quo, view the change as inconvenience, uncertainty, learning anxiety and fear. To overcome this problem, managers should develop positive climate for change. Developing mutual trust, cooperation and interdependence in the organization is essential. In designing and implementing PMS there is a need to involve employees, clearly state the importance of performance management and how to go through it and avoid direct confrontation which make people emotional.

Kotter (2007) as cited in Miruka (2014) asserts that for effective implementation of PMS there is a need for effectively continuous communication is vita in order to develop understanding and mutual trust.

#### **2.2.3.4 Difficulty of evaluating performance**

Judging performance competencies is the most difficult part of performance management. This is because supervisors are uncomfortable discussing and giving feedback on behaviours of employees. This is because of biasness, lack of competencies and training on how to administer performance management.

Sunlin (2008) as cited in Miruka (2014) argues that assessing performance requires collection of accurate performance data. In order to be able to make fair judgments there should be accurate data and the supervisors should know how to make the ratings.

#### **2.2.3.5 Sustainability of the PMS**

The greatest challenge for many organisations is on how to make PMS sustainable after t implementation. To keep the PMS there is a need to make monitoring, revise portion of it when necessary and refresh people's interest in the system. Too often, organisations ignore the system and then are faced with completely dismantling it after the system has become woefully out of steps with the times, or employees mistrust its use (Miruka, 2014).

#### **2.2.3.6 Affiliating job description to performance management**

Cooper (2008) as cited in Miruka (2014) argues that individual responsibilities and key result indicators (KRI) should be affiliated with organization strategic plan.

The managers need to ensure that the job description and objectives are matched with the organisation's strategic objectives. Objectives should be based on the individual's job description and should be achievable, with expected outcomes, performance standards and time scales linked to each objective. In setting objectives, it is important for the supervisor and the employee to understand key characteristics of objectives.

Schraeder and Jordan (2011) argue that the overall effectiveness of performance management programmes system can be improved by ensuring that key performance expectations are delineated in employee job descriptions and are reflected in methods used to measure performance.

#### **2.2.3.7 Sufficient time and commitment**

The implementation process of PMS requires sufficient time and commitment. Many organizations lack time and commitment for PMS. Commitment and support from management is vital for in order to high enough time for the reviews, monitoring and evaluations. (Miruka, 2014).

#### **2.2.3.8 Employees' perceptions regarding performance management system**

Employees have different perceptions regarding PMS and its administration. According to Nyambezi (2009), variation may exist in employees' perception of PMS practices even when, in objective terms, what is offered to different employees is very similar. Individual differences in perception and reactions to what the organization has to offer might for instance follow from an employee's previous experience as well as his or her beliefs. Krell (2011) as cited in Miruka 2014 suggests that the way PMS is perceived by the employees, especially if there is an element of biasness during the implementation process, can degrade the effectiveness of a crucial business process- one directly related to employee performance management.

Latham and Mann (2006) state that effective PMS must be perceived as fair, and that the factors contributing to fairness included distributive fairness, procedural fairness and voice. Distributive and procedural fairness are associated with both task and contextual performance (Cropanzano, Bowen and Gilliland). The final factor, involves employees' belief that their views are taken into account (Latham & Mann, (2006) and can involve participation in the performance management implementation process.

Latham & Mann (2006) suggest that employees often believe that PMS is implemented for all the wrong reasons, by the management, that is, the management is trying to use this process as a way to hold them account and subsequently much easier to discipline them, hence the perception that it is not fair. This perceived lack of procedural fairness can have ranging negative implications for organisations. According to Cawley, Keeping and Levy (1998) cited in Aguinis (2005) they did discover that participation by employees in the performance management process is associated with higher perceived fairness, satisfaction and motivation to perform better.

### **2.3 Literature review from earlier studies**

Gasembe (2009) and Michael, (2009) in their studies on OPRAS conducted in Nzega District Council and DAWASCO found that inadequate resources in terms of funds, working tools, training Opportunities, lack of awareness and lack of commitment were the problems that hindered the effective implementation of OPRAS. Similarly Michael, (2009) in the related study conducted in DAWASCO found that OPRAS in public institutions was impeded by shortage of time, difficulties in setting performance objectives and lack of collaboration. Furthermore, Msemu (2011) in her study conducted in PO-PSM found that OPRAS was impeded by unclear objectives and poorly interpreted goals, interruption from politicians, budgetary constraints and poor prioritization. In the same study it was found that reward management was not linked to OPRAS feedback as stipulated in the OPRAS operating manual.

Issa (2010) in his study on OPRAS found that OPRAS forms were difficult to complete. Complications of OPRAS forms have made it difficult for the employees to fill them and hence its implementation to be very difficult.

Waal (2007) in his study conducted in CBE found that performance management was impeded by lack of performance driven behavior and managers were not role model by regularly addressing performance management. Moreover he found that performance culture was lacking in many African institutions. Culture was a problem in addressing

performance management in most African Institutions. People are not ready to change in most developing countries.

According to URT (2013) performance agreement is signed at the beginning of the calendar year for teachers; by both the individual and supervisor after agreeing on performance targets, criteria, and resources.

Implementation takes place after signing of the performance agreement. In the course of implementation, there is continuous monitoring of progress of work by both the individual and the supervisor during which time coaching, mentoring as well as counseling takes place as appropriate.

Monitoring helps in taking corrective measures on aspects of the performance agreement during the year. This is done through formal and informal consultations between the individual and the supervisor. These consultations can take the form of weekly/monthly meetings or through personal contacts between the two parties as need arise (URT, 2013).

Performance Reviews; In the course of the year, there will be two formal reviews to evaluate progress made by the individual as per the performance agreement. This has to be done during midyear (i.e. December) and year end of the reviewing year (June)

Maongezi (2008) in his study on the related subject found that the whole concept of OPRAS was misinterpreted by the implementers and the whole organisation was not conducting OPRAS.

Benjamin Mkapa HIV/AIDS Foundation and Intra Health International (2011) are of the opinion that if the following practices are done the organization can benefit a lot from OPRAS. These practices included; improving supervisory skills, coaching and mentoring, improving planning and directing, monitoring and evaluating performance, develop and implement orientation strategy, improving communications and encourage learning and training. And adopt different approach to OPRAS training. These will make an organization improve its performance and benefit a lot from OPRAS.

### **2.3.1 Experience from South Africa**

Miruka (2014) in his study conducted in the South African Mining Industry, South Africa found that Implementation of Performance Management was impeded by the following challenges;

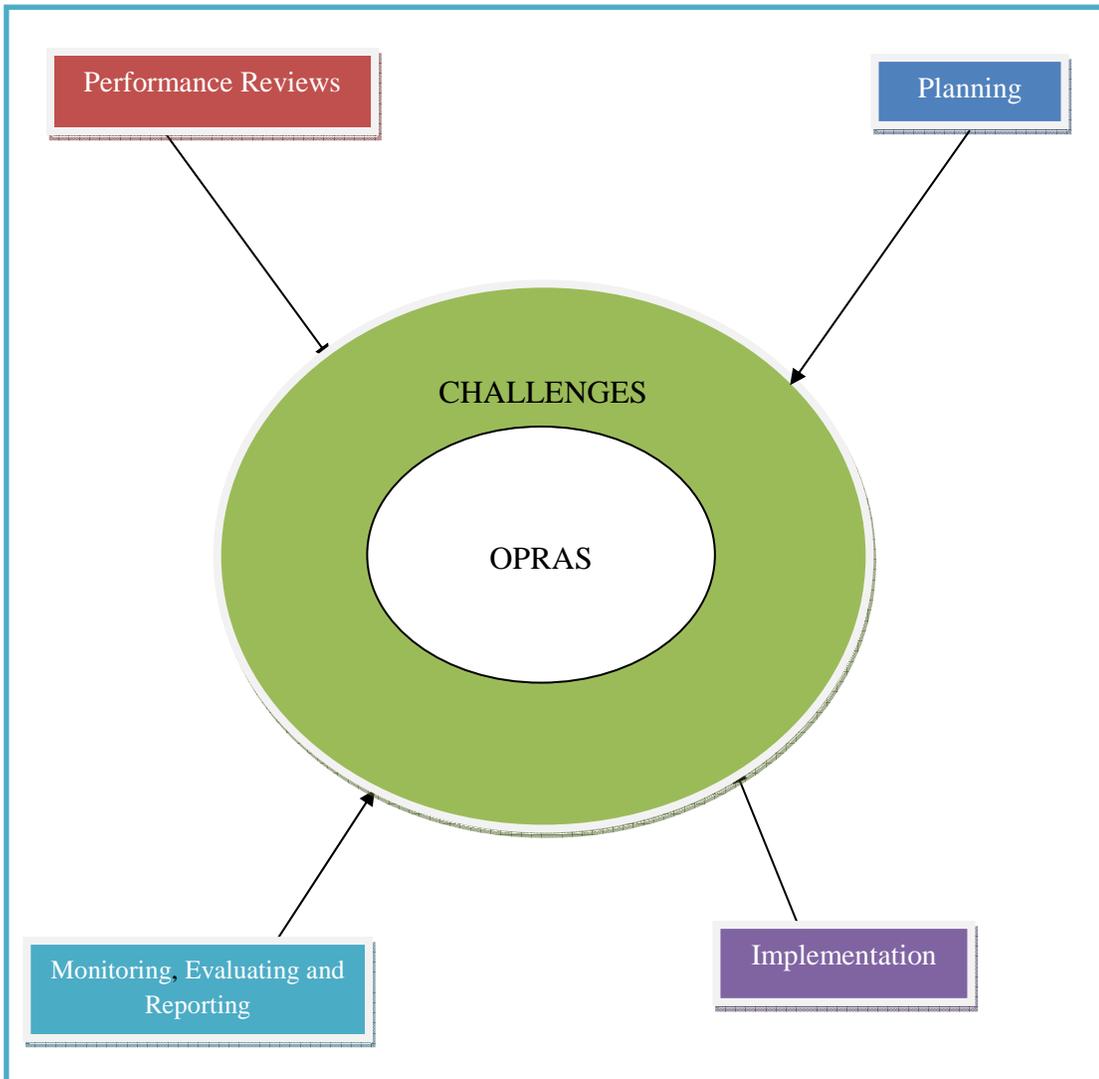
Resistance to change that means people resisted implementation of PMS because there was no continuous communication about the performance management systems. Kotter (2007) argues that it is important to communicate changes so that can be clear to stakeholders. Communicating the change enable the stakeholders to have a thoroughly understanding of what the change is all about to all key role players.

Furthermore, findings from the South African Mining Industry indicated that supervisors lacked training on how to administer performance management. There is a need to train the stake holders so that they can be familiar with the change process.

### **2.4 Synthesis and research gap**

Empirical literature review indicates that different researchers have conducted studies on the area of OPRAS and came out with different findings. However, the studies still create a chance for further studies in the area. This is due to the fact that there is no study that has been conducted on challenges of implementing OPRAS among the public secondary school teachers. The philosophical review and the findings from the earlier studies show that there is a gap. There is a need to use a system approach to performance management in order to study the real problems that are encountered by Secondary school teachers in OPRAS implementation and hence come with the knowledge that will be used to generate knowledge that will be used for different purpose such as policy development.

## 2.5 Conceptual framework



**Figure 2.3: Performance Improvement Model**

**Source:** Researcher, (2016)

Performance management in Tanzania is built within the Performance Improvement Model which is comprised of four stages which are planning, Implementation, Monitoring, Evaluation and Reporting and Performance Review (Issa, 2010).

Planning is the first stage in PMS implementation process whereby the MDAs are required to use a number of tools for the implementation. Tools used include Service

delivery Surveys, Self-Assessment, Strategic Plans, 3 years Operational plans and Annual Action Plans (Issa, 2010).

Implementation is the second stage where by tools such as OPRAS, Client Service Charters (CSCs) for operationalizing strategic plans, Operational plans and Annual Action Plans are used. OPRAS as a tool requires every public servant to sign an individual performance agreement with his or her immediate supervisor which sets performance targets for the year. The performance agreement contains objectives, targets, performance criteria and resource required for implementing the performance agreement (Issa, 2010).

Monitoring, Evaluating and Reporting. This is the third stage in PMS installation process. MDAs and other public institutions are required to use a monitoring and Evaluation system for tracking, gathering, analysing, interpreting and generating performance information on progress of implementation of its strategic and evaluating whether the interventions are achieving the intended results, that is output and outcome (Issa, 2010).

#### Performance Reviews

This involves undertaking performance reviews, i.e. mid and annual reviews using PMS tools such as OPRAS. The results of performance reviews inform the next planning stage. This process is continuous and ongoing (Issa, 2010).

The frame work model has assisted in analysing the stages of Performance Improvement Model. It is within these stages that the challenges of OPRAS implementation will be identified and come with strategies to solve them. The process of analysing starts from the second stage of PIM. Therefore the objectives were operationalize by going through the second stage of PIM that is implementation, the Monitoring and Evaluation stage and Performance Reviews to analyse the problems that public secondary school teachers face in OPRAS implementation.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.0 Introduction**

This chapter provides detailed explanation on research methodologies that the researcher has used in the process of carrying out the research. These methodologies have been used in the process of collecting data, analysing data, and presenting data. The important aspects in this chapter involved research design, area of study, population sample size, sampling procedures, data collection and data analysis.

#### **3.1 Research design**

This was a case study design in which Arusha City Council was chosen; the case design focus on the particular cases and be able to provide some generalisation or conclusions. Appendix I shows the map of Arusha City Council. Appendix II shows an organogram of Arusha City Council and appendix III shows the structure of the school.

#### **3.2 Area of the study**

The study was conducted in Arusha City Council. Arusha City Council was chosen because it is among one of the Councils that had been performing poorly in Performance Management. This was evidenced by the report from Controller and Auditor General; The draft Management Letter on the Audit of Accounts of Arusha City Council for the financial year ended 30<sup>th</sup> June 2014 and 30<sup>th</sup> June 2015 to Arusha City Council reported the following; Non completion of OPRAS where it was found during the audit that, most of the council employees did not complete their annual performance appraisal form. A further scrutiny showed that OPRAS forms attached in the personal files were either not completed or partly completed. The detailed information showed that several employees were promoted without being evaluated. Furthermore, the Controller and Auditor General report ended 30<sup>th</sup> June, 2015 showed that eight employees were promoted without being evaluated, an audit test check of employees' personal files revealed that,

there was no Open Performance Review and Appraisal System were made to three employees during the year under review contrary to section D. (62-63) of Standing Orders which is contrary to section D.(62) of the Public Service Standing Orders, 2009 which stipulates that “All organisations shall use Open Performance Appraisal System as stipulated in the Public Service Act, Cap.298 and the Public Service Regulations, 2003.” Likewise, the Public service Circular No. BD/52/01/46/352/01/16 of 23/08/2004 requires employers in the public services to conduct OPRAS to their employees to facilitate existence of effective monitoring and achievement of which will form the basis for their annual performance appraisal. All these imply that performance management in Arusha City council has not been performing well. Therefore, I will conduct the research work in Arusha City Council in order to investigate the challenges that are encountered by the Public secondary School teachers in implementing performance management in Arusha City Council.

### **3.3 Sampling**

#### **3.3.1 The population of the study**

The populations of the study were the Public secondary school teachers in Arusha City Council. Other targeted people were the city Director, the Head of Human Resource Department, five heads of city secondary education department and One Human Resource Officer, One Teachers Service Department Secretary and five Heads of Secondary Schools which amounted to 930 targeted populations.

#### **3.3.2 Sample size**

Sample size was obtained by applying the following formula

Sample size =  $n = N / (1 + N(e)^2)$  whereby,

n = Sample size

N= Population of the study

e = Error of prediction

N= 930

e = 0.1

n =?

$$930 / (1 + 930(0.1)^2)$$

$$930 / 1 + 930 (0.01)$$

$$930 / 1 + 9.3$$

$$930 / 10.3 = 90.2$$

$$n = 90$$

**Table 3.1: Sample size categorization**

| S/N | Education level   | Numbers | %   | Sample size |
|-----|-------------------|---------|-----|-------------|
| 1   | Master Degree     | 27      | 5   | 3           |
| 2   | Bachelor's Degree | 541     | 58  | 52          |
| 3   | Diploma           | 366     | 39  | 35          |
| 4   | Total             | 930     | 100 | 90          |

**Source:** A.C.C Seniority listing Book, (2015)

### 3.3.3 Sampling procedure

Two sampling procedures were employed in this research work that was Purposive Sampling and Simple Random Sampling

#### a) **Purposive sampling**

Purposive sampling was done by selecting the City Director, head of Human Resource and Administration department, head of secondary education, one human Resource Officer, Five heads of secondary schools and one TSD Secretary. The purpose of using these respondents was to know to which extent they were aware of the challenges encountered in OPRAS implementation and the strategies they can to deal with the problem.

**Table 3.2: Purposive sampling**

| NO           | Sampled respondents selected Purposively    | NO        | Percentage total |
|--------------|---|-----------|------------------|
| 1            | City Director                               | 1         | 10%              |
| 2            | Head HR Department                          | 1         | 10%              |
| 3            | Head of City Secondary Education Department | 1         | 10%              |
| 4            | HRO   | 1         | 10%              |
| 5            | Head of Secondary School                    | 5         | 50%              |
| 6            | TSD. Secretary                              | 1         | 10%              |
| <b>Total</b> |   | <b>10</b> | <b>100%</b>      |

**Source:** Researcher source, (2016)

### b) Simple random sampling

The study used simple random sampling technique to get 90 respondents to participate in the study from the population of 930 teachers of Secondary school in Arusha City Council. The following classification of respondents was considered as shown in the table below. A list of all 930 teachers was prepared and used. The list was assigned with numbers which were placed at the left side starting from number one to the last one. A table of random number was used to pick the respondents where by two digit numbers were placed starting from top left side going down ward till the number of 90 respondents.

**Table 3.3: Simple random sampling categorization**

| S/N | Education level   | Numbers | %   | Sample size |
|-----|-------------------|---------|-----|-------------|
| 1   | Master Degree     | 27      | 5   | 3           |
| 2   | Bachelor's Degree | 541     | 58  | 52          |
| 3   | Diploma           | 366     | 39  | 35          |
| 4   | Total             | 930     | 100 | 90          |

**Source:** Researcher Source (2016)

### 3.4 Sources of gathering information

Both Primary and Secondary sources of gathering information were used.

#### 3.4.1 Primary data

These are original information gathered in the first time. These types of data may be gathered through interview, observation, and questionnaires methods (Kothari, 2004).

In this study, questionnaire method of data collection was employed in which questionnaire papers were distributed to 90 respondents from Arusha, Suye and Moshono Secondary Schools. Secondary data were also analysed as perused from various documented data.

### **3.4.2 Secondary data**

These are available information either published or unpublished gathered and analysed by someone else. The researcher used the following sources of information; books and references in English about Performance Management systems, periodicals, published papers and articles, websites and electronic versions, thesis and dissertations.

### **3.5 Methods of data collection**

Information used in this research was gathered through questionnaires which were distributed to 90 respondents to fill and then collected for the analysis. Questionnaires were preferred as the best tool for data collection because it saved time, costs and easier to use software package for analysis.

### **3.6 Data processing**

The data were processed by editing questionnaire, coding, cleaning and verifying the data by using the computer software Programme of SPSS.

### **3.7 Data analysis**

Data were analysed by applying the qualitative and quantitative methods.

#### **3.7.1 Quantitative analysis**

Quantitative data was analysed using descriptive statistics, which involved a process of transforming a mass of raw data into tables, charts, with frequency distribution and percentages which formed a vital part of making sense of the data (Mugenda, 2003). The quantitative data was analysed using Statistical Package for Social Sciences (SPSS) programme and presented using tables and graphs.

### **3.7.2 Qualitative analysis**

The qualitative data were subjected to analysis by synthesising the responses and thematically arranging them in conformity with the study objectives.

### **3.8 Data presentation**

After the collection of data, the researcher organised the collected data in a systematic way so as to draw a logical conclusion. The data were presented in quantitatively by using statistical graphs and tables and qualitatively by using explanation of the detailed finding.

### **3.9 Ethical considerations**

The ethical consideration is the way a researcher should describe how she/he will ensure that ethical issues or requirement are upheld in the study (Knight, 2003). Confidentiality, informed consent and privacy were highly observed in this study. There was a good relationship between the researcher and the respondents that was maintained through the use of proper language, professionalism and participation.

## CHAPTER FOUR

### PRESENTATION OF RESEARCH FINDINGS

#### 4.0 Introduction

This chapter presents the findings of this study and it gives interpretation of the findings according to the objectives of the research, research questions and theoretical framework of the study.

**Table 4.1: Individual Performance**

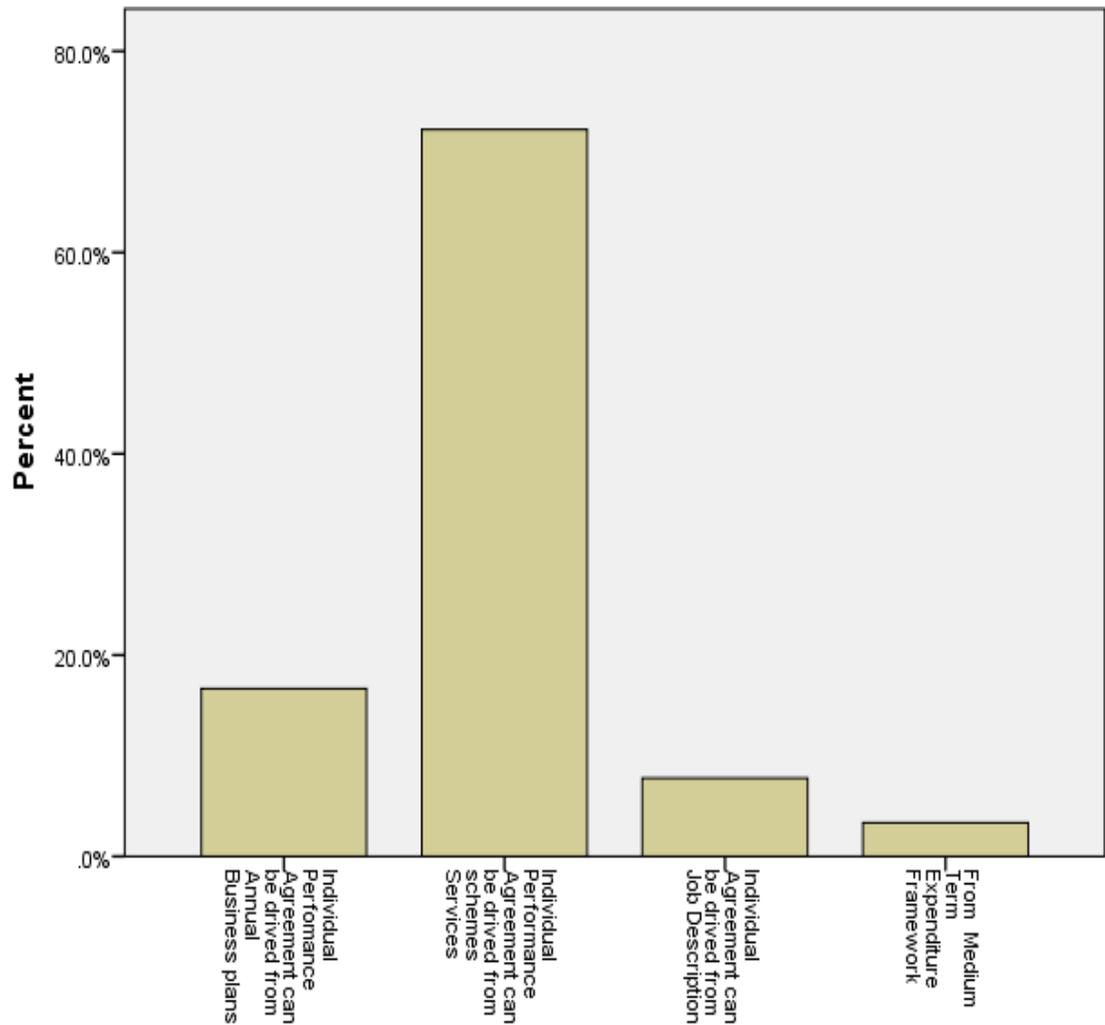
|                                    |  |       | Name of the schools |                   |                | Total  |
|------------------------------------|--|-------|---------------------|-------------------|----------------|--------|
|                                    |  |       | Arusha Secondary    | Moshono Secondary | Suye Secondary |        |
|                                    | Individual Performance Agreement can be derived from Annual Business plans | Count | 3                   | 8                 | 5              | 16     |
|                                    | % within Name of the schools   |       | 10.3%               | 22.2%             | 16.7%          | 16.9%  |
| Deriving of Individual Performance | Individual Performance Agreement can be derived from schemes Services      | Count | 20                  | 27                | 17             | 64     |
|                                    | % within Name of the schools   |       | 69.0%               | 75.0%             | 70.8%          | 71.9%  |
|                                    | Individual Agreement can be derived from Job Description                   | Count | 5                   | 0                 | 2              | 7      |
|                                    | % within Name of the schools   |       | 17.2%               | 0.0%              | 8.3%           | 7.9%   |
|                                    | From Medium Term Expenditure Framework                                     | Count | 1                   | 1                 | 1              | 3      |
|                                    | % within Name of the schools   |       | 3.4%                | 2.8%              | 4.2%           | 3.4%   |
| Total                              |  | Count | 29                  | 36                | 25             | 90     |
|                                    | % within Name of the schools   |       | 100.0%              | 100.0%            | 100.0%         | 100.0% |

Results from the Table indicates that at Arusha secondary school 3 teachers which is 10.3% responded that Individual Performance Agreement can be derived from Annual Business plans, at Moshono secondary school 8 respondents which is 22.2% responded that Individual Performance Agreement can be derived from Annual Business plans while at Suye secondary school 5 respondents which was 16.7% responded that Individual Performance Agreement can be derived from Annual Business plans.

However, 20 teachers which is 60.0% responded that Individual Performance Agreement can be derived from schemes of Services, at Moshono secondary school 27 respondents which is 75% reported that Individual Performance Agreement can be derived from schemes Services while at Suye secondary school 17 respondents which is 71.9% reported that Individual Performance Agreement can be derived from schemes of Services.

Furthermore, results from the finding revealed that at Arusha secondary school 5 respondents which is 17.2% reported that Individual Agreement can be derived from Job Description. At Moshono secondary school results showed that there was no any respondent who responded on the Individual Agreement to be derived from Job Description, while at Suye secondary school only 2 teachers which is 8.3% reported that Individual Agreement can be derived from Job Description.

Therefore, from the interpretation above it seems that Individual Performance Agreement can be derived from schemes of Services as the factor that can be used to measure the individual performance.



**Figure 4.1: Signing performance agreement**

**Source:** Fieldwork, (2016)

Individual Performance Agreement can be derived from Annual Business plans 16.9%, Individual Performance Agreement can be derived from schemes of Services 71.9%, and Individual Agreement can be derived from Job Description 7.9%, From Medium Term Expenditure Framework 3.4%. Therefore from the interpretation above it seems that Individual Performance Agreement can be derived from schemes of Services.

**Table 4.2: Signing of Performance Agreement**

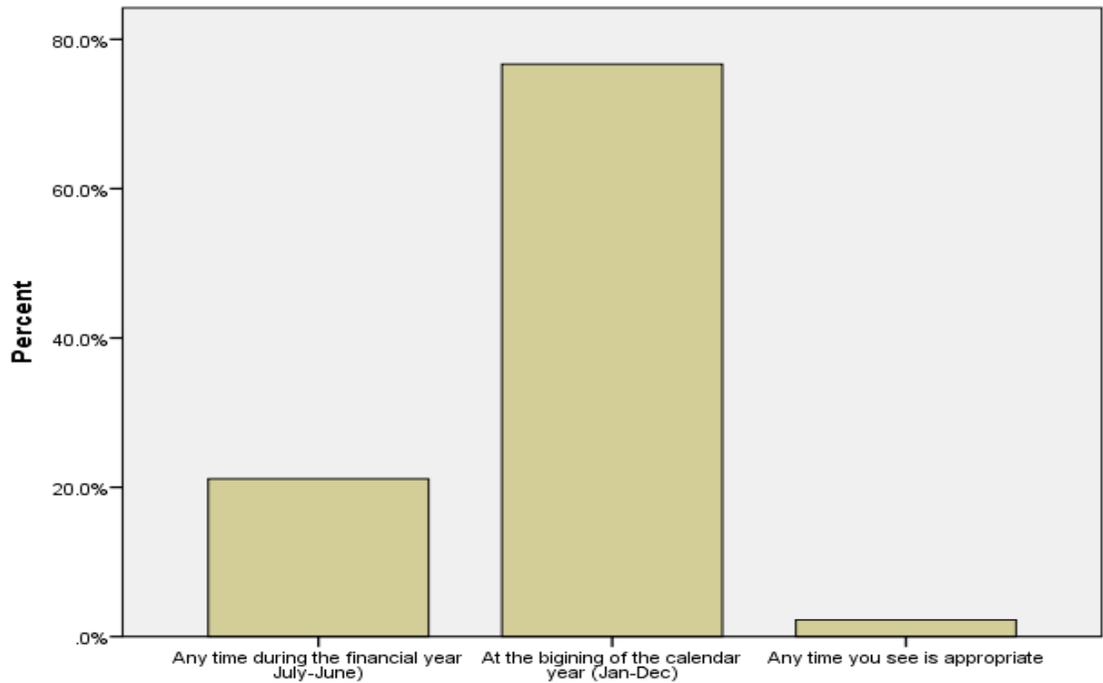
|  |  |  | Name of the schools |                      |                   | Total        |
|--|--|--|---------------------|----------------------|-------------------|--------------|
|  |  |  | Arusha<br>Secondary | Moshono<br>Secondary | Suye<br>Secondary |              |
| Signing of<br>Performance<br>Agreement | Any time during the<br>financial year July-<br>June) | Count<br>% within Name of<br>the schools | 9<br>31.0%          | 6<br>16.7%           | 5<br>16.7%        | 20<br>21.3%  |
|  | At the beginning of the<br>calendar year (Jan-Dec)   | Count<br>% within Name of<br>the schools | 19<br>65.5%         | 29<br>80.6%          | 20<br>83.3%       | 68<br>76.4%  |
|  | Any time you see is<br>appropriate                   | Count<br>% within Name of<br>the schools | 1<br>3.4%           | 1<br>2.8%            | 0<br>0.0%         | 2<br>2.2%    |
| Total                                  |  | Count<br>% within Name of<br>the schools | 29<br>100.0%        | 36<br>100.0%         | 25<br>100.0%      | 90<br>100.0% |

Results from the findings indicate that teachers from three schools had diversity on their term of signing the performance agreement in Arusha City Council. At Arusha Secondary school 9 teachers which are 31.0%, at Mashono Secondary school 6 teachers which is 16.7%, at Suye 5 which is 16.7% reported that they sign the performance agreement any time during the financial year (July-June).

Moreover at Arusha Secondary school 19 teachers which is 65.5% at Mashono Secondary school 29 teachers which is 80.6%, at Suye 20 which is 83.3%, sign at the beginning of the calendar year (Jan-Dec).

However, at Arusha Secondary school 1 teacher which is 3.4% at Mashono Secondary school 1 teacher which is 2.8%, at Suye 0 which is 0.0%, reported that they sign performance agreement any time they see is appropriate.

Therefore, due to the above interpretation the results reveal that teachers in Arusha City Council sign their Agreements at the beginning of the calendar year (Jan-Dec)



**Figure 4.2: Challenges encountered during the process of OPRAS implementation**

**Source:** Fieldwork (2016)

Any time during the financial year (July-June) 21.3%, at the beginning of the calendar year (Jan-Dec) 76.4%any time you see is appropriate 2.2%. Therefore, due to the above interpretation the results reveal that teachers in Arusha City Council sign their Agreements at the beginning of the calendar year (Jan-Dec)

**Table 4.3: Challenges encountered during the process of OPRAS implementation**

|  |   |                                       | Name of the schools |                   |                | Total        |
|--|---|---------------------------------------|---------------------|-------------------|----------------|--------------|
|  |   |                                       | Arusha Secondary    | Moshono Secondary | Suye Secondary |              |
| Challenges encountered in OPRAS implementation | Absence of Seminars on how to fill the OPRAS form | Count<br>% within Name of the schools | 1<br>3.4%           | 2<br>5.6%         | 4<br>12.5%     | 7<br>6.7%    |
|  | Inadequate Resources                              | Count<br>% within Name of the schools | 15<br>51.7%         | 17<br>47.2%       | 8<br>33.3%     | 40<br>44.9%  |
|  | Absence of feedback                               | Count<br>% within Name of the schools | 5<br>17.2%          | 7<br>19.4%        | 10<br>41.7%    | 22<br>24.7%  |
|  | Unfair agreement with the supervisor              | Count<br>% within Name of the schools | 5<br>17.2%          | 2<br>5.6%         | 1<br>4.2%      | 8<br>9.0%    |
|  | Absence of Support from the supervisor            | Count<br>% within Name of the schools | 3<br>10.3%          | 8<br>22.2%        | 2<br>8.3%      | 13<br>14.6%  |
|  | <b>Total</b>                                      | Count<br>% within Name of the schools | 29<br>100.0%        | 36<br>100.0%      | 25<br>100.0%   | 90<br>100.0% |

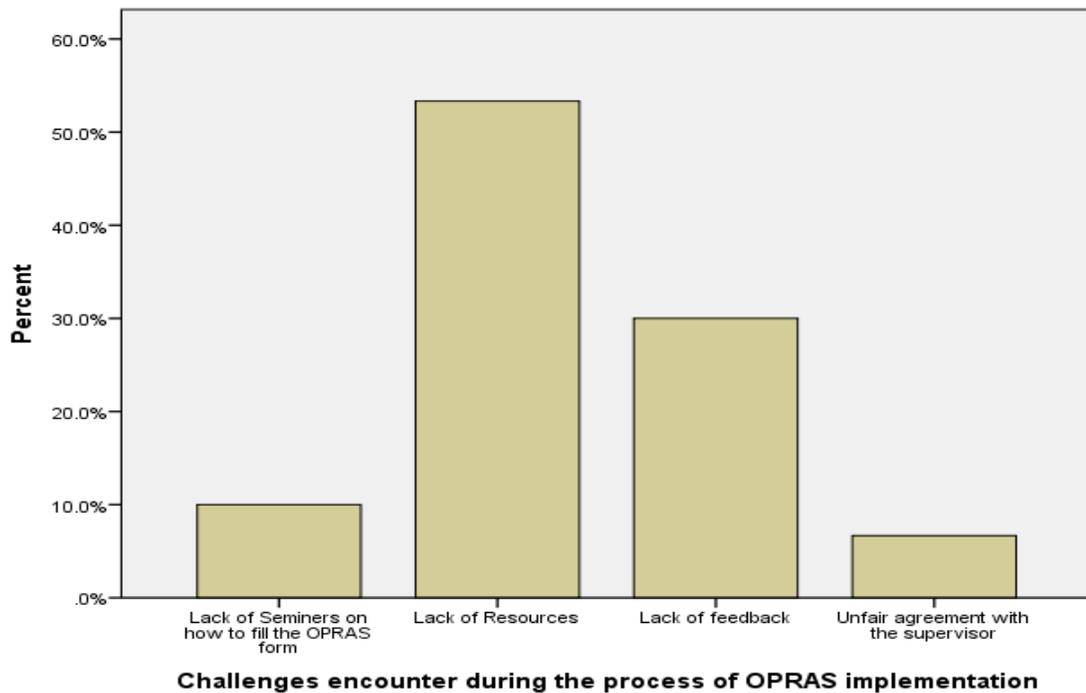
Results from the findings revealed that there were challenges encountered during the process of OPRAS implementation which were as follows; at Arusha Secondary school 1 teacher which is 3.4%, at Moshono secondary school 2 teachers which is 5.6%, at Suye secondary school 4 teachers which is 12.5% reported that Absence of Seminars on how to fill the OPRAS form was a challenge. However, at Arusha Secondary school 15 teachers which is 51.7%, at Moshono secondary school 17 teachers which is 47.2% and at Suye secondary school 8 teachers which is 33.3% reported that Inadequate resources was a challenge.

Moreover, at Arusha Secondary school 5 teachers which are 17.2%, at Moshono secondary school 7 teachers which is 19.4 % and at Suye Secondary school 10 teacher which is 41.7% reported that Absence of feedback was a challenge of OPRAS implementation.

Furthermore, at Arusha Secondary school 5 respondents which are 17.2%, at Moshono secondary school 2 respondents which is 5.6 % and at Suye secondary school 1 respondent which is 4.2% reported that unfair agreement with the supervisor was a challenge to OPRAS implementation.

Apart from that at Arusha Secondary school 3 respondents which is 10.3% at Moshono secondary school, 8 respondents which is 22.2 % at Suye secondary school and 2 respondents which is 8.3% reported that Absence of Support from the supervisor was a challenge that impeded OPRAS implementation.

Therefore, due to the above interpretation inadequate resources was the biggest challenge that was encountered during the process of implementing OPRAS form.



**Figure 4.3: Challenges encountered during OPRAS implementation in Arusha City Council**

**Source:** Fieldwork (2016)

Results from the figure above indicates that absence of Seminars on how to fill the OPRAS form 6.7%, inadequate Resources 44.9%, absence of feedback, Unfair agreement with the supervisor 24.7%, absence of Support from the supervisor 14.6% are the Challenges encountered during the process of implementing OPRAS form.

Therefore due to the above interpretation inadequate resources was the biggest challenge that was encountered during the process of implementing OPRAS.

**Table 4.4: Strategies to address the Challenges of implementing OPRAS in Arusha City Council**

|   |  |                                       | Name of school   |                   |                | Total       |
|---|--|---------------------------------------|------------------|-------------------|----------------|-------------|
|   |  |                                       | Arusha Secondary | Moshono Secondary | Suye Secondary |             |
| Strategies to address the Challenges of implementing OPRAS in Arusha CITY | Provision of Training on how to fill the OPRAS form  | Count<br>% within Name of school      | 5<br>17.2%       | 4<br>11.1%        | 4<br>12.5%     | 13<br>13.5% |
|   | Referring OPRAS Results for Promotion                | Count<br>% within Name of school      | 9<br>31.0%       | 13<br>36.1%       | 8<br>33.3%     | 30<br>33.7% |
|   | Provision of feedback                                | Count<br>% within Name of school      | 10<br>34.5%      | 11<br>30.6%       | 7<br>29.2%     | 28<br>31.5% |
|   | Employee should be given enough time for evaluation  | Count<br>% within Name of schools     | 1<br>3.4%        | 5<br>13.9%        | 6<br>25.0%     | 12<br>13.5% |
|   | To Review the OPRAS Form to suit the teachers' cadre | Count<br>% within Name of school      | 2<br>6.9%        | 2<br>5.6%         | 0<br>0.0%      | 4<br>4.5%   |
|   | Abolish the OPRAS form                               | Count<br>% within Name of the schools | 2<br>6.9%        | 1<br>2.8%         | 0<br>0.0%      | 3<br>3.4%   |
|   |  | Count                                 | 29               | 36                | 25             | 90          |
|   | Total  | % within Name of the schools          | 100.0%           | 100.0%            | 100.0%         | 100.0%      |

Results from the findings revealed that there were strategies to address the challenges of implementing OPRAS in Arusha City Council which were as follows; at Arusha Secondary school 5 respondents which is 17.2%, at Moshono secondary school 4 respondents which is 11.1%, and at Suye secondary school 4 respondents which is 12.5% reported that Provision of Training on how to fill the OPRAS form was the strategy to address the problem.

However, at Arusha Secondary school 9 respondents that is 31.0%, at Moshono secondary school 13 respondents which is 36.1% and at Suye secondary school 8 respondents which is 33.3% reported that OPRAS Results should be used for Promotion purposes.

Moreover, at Arusha Secondary school 10 respondents which are 34.5%, at Moshono secondary school 11 respondents which is 30.6 % and at Suye secondary school 7 respondents which is 29.2% reported that there must be Provision of feedback to the teachers.

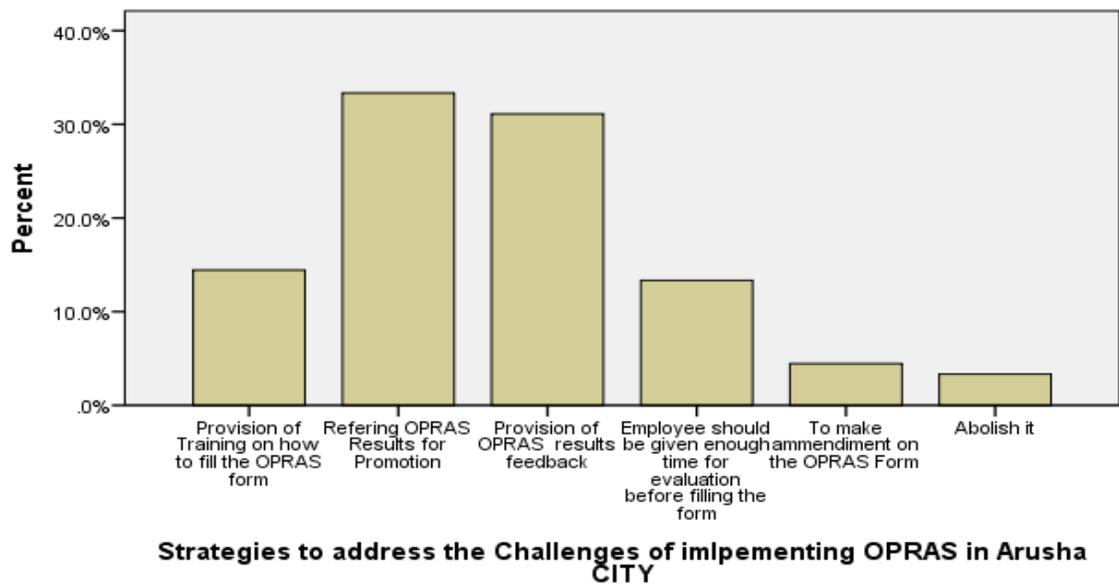
Furthermore, at Arusha Secondary school 1 respondent which is 3.4%, at Moshono secondary school 5 respondents which is 13.9 % and at Suye secondary school 6 respondents which is 25.0% reported that Employee should be given enough time for evaluation.

Nevertheless, at Arusha Secondary school 2 respondents which is 6.9% and at Moshono secondary school 2 respondents which is 5.6% reported that there was a need to make amendment on the OPRAS to suit the teachers' cadre. And at Suye secondary school there was no respondent who reported that making amendment on the OPRAS form was a strategy to address the challenges of implementing OPRAS in Arusha City Council.

Apart from that at Arusha Secondary school 2 respondents which is 6.9%, at Moshono secondary school 1 respondent which is 2.8%, reported that abolishing OPRAS form are strategies to address the challenges of implementing OPRAS in Arusha City Council

while at Suye secondary school there was no any respondent who reported that abolishing OPRAS form is a strategy to address the challenges of implementing OPRAS in Arusha City Council.

Therefore, from the above interpretation it showed that referring OPRAS Results for Promotion was a strategy to address the challenges of implementing OPRAS in Arusha City Council



**Figure 4.4: Strategies to address the challenges of implementing OPRAS in Arusha City Council**

Results from the figure above indicate that Provision of Training on how to fill the OPRAS form was a solution to the challenge of OPRAS implementation. 13.5%, Referring OPRAS results for promotion 33.7%, provision of feedback 31.5%, Employee should be given enough time for evaluation 13.5%, lack of Support from the supervisor 4.5% abolish it 3.4%.

Therefore, from the above interpretation it shows that referring OPRAS results for promotion is a strategy to address the challenges of implementing OPRAS in Arusha City Council.

## **CHAPTER FIVE**

### **DISCUSSION OF FINDINGS**

#### **5.0 Introduction**

This part is mainly concerned with the discussion of the findings of the analysed data in chapter four. The discussion of the findings is organised and guided by three specific objectives which were to find out how OPRAS is implemented by the public Secondary School Teachers in Arusha City council, to identify challenges faced by Public Secondary School Teachers in OPRAS implementation and to identify strategies to be used by the Arusha City Council to address the challenges of implementing OPRAS in Arusha City Council.

#### **5.1 Implementation of OPRAS by Secondary school teachers in Arusha City Council**

##### **5.1.1 Planning**

Results of this study have discovered that 71.9% of the teachers reported that Individual Performance Agreement can be derived from schemes of service. This finding has shown that there is a challenge in the planning process as many of the respondents were not aware of how to derive their IPAs. It is only 16.9% of the respondents that were aware that IPAs can be derived from Annual Business Plan (Strategic plan of the Institution). Findings have shown that most respondents had no skills on how to derive their IPAs. Report submitted to Public Service Commission in period from July 2012 to September 2013 indicated that 826 secondary schools teachers signed the OPRAS form that is 100%. Practically teachers in Arusha City Council derive their performance Agreement from the Business plan of the Institution which cascades to the head of Secondary Education and from there cascades to the Heads of secondary Schools and finally to the heads of departments of the schools. It is from the department level that individuals derive their Individual performance agreements.

Teachers use the school strategic plan, work plan and the school calendar to make their individual performance agreement. Most of the respondents reported that they were given a sample of already filled OPRAS form so what they did was to copy and paste and they have been doing so for several years. They did this because they were unfamiliar with how to fill and had no skills on how to fill the OPRAS form. Some of the respondents said

*Some teachers just fill OPRAS forms because they have to, if it would have been an option, they might not fill them. Therefore they do not do exactly what they have written in these forms*

*No education given on how to fill it most of the teachers lacked knowledge about the OPRAS.*

*The OPRAS forms are just filled without knowing its meaning hence poor implementation of it.*

*Lack of enough guideline on how to implement OPRAS*

*It is complicated filling the forms and the language used was not familiar to most of the teachers.*

### **5.1.2 Implementation**

Guidelines for OPRAS 2011 requires individuals and supervisors to sign an agreement for the OPRAS implementation and this happen after the two have agreed on annual objectives as well as performance targets, criteria and resources to be used. After agreeing on objectives, performance targets, criteria and resources to be used then the agreement is signed. The findings from this study have revealed that 76.4% of 68 respondents reported that IPAs can be signed at the beginning of the calendar year (January to December). Teachers in Arusha City Council sign their performance agreement with their supervisors at the beginning of the Calendar year that is January.

This study has revealed that neither did teachers nor supervisor reach into agreements with their supervisors on performance targets, criteria and resources to be used. Teachers fill OPRAS form as a routine. One of the respondent replied.

*I wonder how a supervisor can be able to discuss this. We are so many to supervisor to be able to discuss with one another and this technique is so biased depending on how you appear to supervisor.*

### **5.1.3 Monitoring and Evaluation**

Guideline on OPRAS 2011 requires continuous monitoring of progress by both the individual and the supervisor after the implementation of OPRAS where by coaching, mentoring as well as counseling will take place. This process assists in taking corrective measures in the aspect of performance agreement done in the year.

The study has revealed that formal and informal consultations between the individual and the supervisor were not conducted as directed by the guideline for OPRAS implementation. Some respondents reported that supervisors were not confident enough and they do not talk to individuals to give them the strength and weakness

### **5.1.4 Performance Reviews**

According to guideline of OPRAS 2011 there will be two reviews in the whole year that is mid-review and annual reviews whereby individuals will be assessed in order know what was achieved against his or her objectives established in the whole year.

The study has revealed that both Mid-reviews and Annual reviews were not conducted in Arusha City Council. The council quarterly report that was submitted to Public Service commission from July 2012 to September 2012 showed that 826 public secondary school teachers filled the OPRAS forms but mid and annual review report was missing. The same is with the report from Arusha City Council submitted to Public Service commission in Dar es Salaam showed that 826 public secondary school teachers filled the OPRAS forms but mid and annual review reports were missing. Similarly

report submitted to Public Service Commission showed that 930 public secondary school teachers missed mid and annual review reports.

### **5.1.5 Rewards, Incentives and Sanctions**

In order to encourage performance guideline for OPRAS 2011 provides a room for salary increment, bonus and non-financial rewards to the outstanding and above average performers.

The study has revealed that there were no rewards, incentives and sanctions that were provided during the process of OPRAS implementation for the outstanding and above average performers. Some of the respondents said;

*There is no reward given to the best performer of OPRAS.*

*I have never seen or heard someone who is rewarded because of being the best performer in the implementation of OPRAS.*

*The council management always complains that there was no budget to reward employee.*

*A.C.C management does not regard that rewards are good motivations.*

*Reward is not a priority as benefit to the performers according to A.C.C.*

*There is a need to teach A.C.C about the importance of rewards to teachers.*

*Rewards increase positive reinforcement and increase the morale of work.*

The above view shows that rewards and incentives are not provided by Arusha City Council as it is stipulated by the OPRAS guideline implementation manual. Rewards are vital to the employees as they motivate the morale of work

## **5.2 Challenges facing public secondary school teachers in OPRAS implementation**

The processes of implementing any project in any organization challenges are inevitable. However from this study conducted in three schools in Arusha City Council the results reveal that challenges facing Public Secondary School Teachers in OPRAS implementation were as follows;

### **5.2.1 Inadequate resources**

Inadequate resources were found as one of the five challenges that were encountered in the process of implementing OPRAS in Arusha City Council. The finding from this study has revealed that 40 respondents which is 44.9% reported that inadequate of resources impeded the implementation of OPRAS in Arusha City Council Secondary schools. This was evidenced by the data obtained from Secondary Education Development Program (SEDP) report of Arusha City Council. The report revealed that both tangible and intangible resources were a big problem in the course of OPRAS implementation. Report revealed that in year 2012 there was a deficit of 149 classrooms which was 27% where by the required classrooms were 551 and available classrooms were 402 equal to 73%. In year 2013 there were deficit of 147 classroom equal to 27% required classrooms were 554 and available classrooms were 407 equal to 73%, in 2014 deficit of classrooms was 98 equal to 19%, required classrooms were 505 and available classrooms were 407 equal 81%, in year 2015 deficit of classrooms was 135 25%, required classrooms were 549 and available classrooms were 410 equal to 75%. Shortage of classrooms has made teaching load to be heavy for teachers as a result of big number of students in the classroom has caused a problem of supervision to the students hence difficulty to attain the required results.

Administrative block; in year 2012 there was deficit of 19 administrative blocks equal to 83%, required administrative blocks were 23 and available were 4 equal to 17%, in year 2013 deficit of administrative blocks was 19 equal to 73%, required administrative blocks were 26 and available administrative blocks were 24%, in year 2014 deficit of administrative blocks was 1 equal to 4%, required administrative blocks were 25 and

available administrative blocks were 24 equal to 96%. And in 2015 deficit of administrative block were 18 equal to 72%, required administrative blocks were 25 and available administrative blocks were 7 equal to 28%. Shortage of administrative blocks has created poor conditions for teachers to work because they lack the place to seat and prepare different teaching programs.

Physic laboratories; in year 2012 there was deficit of 19 physics laboratories equal to 83%, required physics laboratories were 23 and available physics laboratories were 4 equal to 17%, in year 2013 deficit of physics laboratories were 20 equal to 87%, required physics laboratory 23 and available physics laboratories were 3 equal to 13% , in year 2014 deficit of physics laboratories was 1 equal to 4% , required laboratories were 25 and available physics laboratories were 24 equal to 96% and year 2015 deficit of physics laboratories was 1 equal to 4%, required physics laboratories were 25 and available physics laboratories were 24 equal to 96%. Shortage of laboratories has become the problem as it has made it difficult for teacher to meet their targets and this has made the students to perform poorly.

Chemistry laboratories; in year 2012 there was deficit of 17 chemistry laboratories equal to 74% ,required chemistry laboratories were 23 and available chemistry laboratories were 6 equal to 26% , in year 2013 deficit of chemistry laboratories were 18 equal to 78%, required chemistry laboratories were 23 and available chemistry laboratories were 5 equal to 22%, in year 2014 there was a deficit of 1 chemistry laboratory equal to 4%, required chemistry laboratories were 25 and available chemistry laboratories were 24 equal to 96% and in year 2014 there was no deficit equal 0%, required chemistry laboratories were 24 and available chemistry laboratories were 24 equal to 100%.

Biology laboratories; in year 2012 there was a deficit of 20 laboratories equal to 87%, required laboratories were 23 and available laboratories were 3 equal to 13%. In year 2013 there was a deficit of 21 laboratories equal to 83%, required laboratories were 23 and available laboratories were 2 equal to 7%. In year 2014 there was a deficit of 1 laboratory equal to 4%, required laboratories were 25 and available laboratories were 24

equal to 96% and in year 2015 there was no deficit of biology laboratories, required laboratories were 24 and available laboratories were 24 equal to 100%.

Teachers' houses; in year 2012 there was a deficit of 354 equal to 96%, required houses were 369 and available houses were 13 equal to 4%, in year 2013 there was deficit of 429 houses equal to 97%, required houses were 444 and available houses were 15 equal to 3%, in 2014 there was a deficit 497 houses equal to 97%, required houses were 513 and available houses were 16 equal to 3% and in year 2015 there was a deficit of 647 houses equal to 97%, required houses were 666 and available houses were 19 equal to 3%. Shortage of laboratories for the science subjects has been a challenge for the teachers in implementing OPRAS.

Pit latrines; in year 2012 there was a deficit of 587 equal to 62%, required pit latrines were 953 and available latrines were 356 equal to 37.4%, in year 2013 there was a deficit of 723 latrines equal to 67% required latrines were 1077 and available latrines were 354 equal to 33%, in year 2014 there was a deficit of 724 latrines equal to 60%, required latrines were 1200 and available latrines were 476 equal to 40% and in year 2015 there was a deficit of 608 equal to 59%, required latrines were 1039 and available latrines were 431 equal to 41%. This has made some of the students to lack concentrations of their subject.

Library facilities; in year there was a deficit 22 libraries equal to 96%, required libraries were 23 and only one library was available equal to 4%, in 2013 there was a deficit of 24 libraries equal to 96%, required libraries were 24 and only 1 library was available equal to 4%, in year 2014 there was a deficit of 24 libraries equal to 96%, required libraries were 25 and only one library was available equal to 4% and in 2015 there was a deficit of 24 libraries equal to 86%, required libraries were 28 and available libraries were 4 equal to 14%. This has made teachers to get difficulties in getting material for teaching, preparing lessons and reading.

School furniture; Tables students; in year 2012 there was a deficit of 3966 equal to 17% tables for students, required number was 23329 and available tables were 19363 equal to 83%, in 2013 there was a deficit of 1261 tables of students equal to 5%, required tables were 23390 and available tables were 22129 equal to 95%, in year 2014 there was surplus of 12 tables, required tables for students were 22247 and the available tables were 22299 equal to 100% and in year 2015 there was no deficit of tables. Has a created a poor working conditions for teachers and students as many students seat in the ground and as the result they lack concentrations.

Chars for students; in year 2012 there was a deficit of 3808 equal to 16%, required chairs were 23329 and available chairs were 19521 equal to 84% , in year 2014 there was no deficit and in year 2015 there was no deficit. Lack of tables and chairs for the students has made it difficult for the students to pay attention to their teachers and as the result the performance become poor.

Tables and chairs for teachers; in year 2012 there was a deficit of 402 equal to 49% tables and chairs, required tables and chairs were 828 and available tables and chairs and teachers were 426 equal to 51%, in year 2013 there was a deficit of 312 tables and chairs equal to 37%, required tables and chairs were 848 and available tables and chairs were 536 equal to 63%, in year 2014 there was a deficit of 278 tables and chairs equal to 32%, required tables 863, available tables and chairs were 585 equal to 68% and in year 2015 there was a deficit of 362 tables and chairs equal to 39%, required tables and chairs were 937 and available tables and chairs were 575 equal to 61%.

Intangible resources; this study revealed that there was also that there was a shortage of science teachers a challenge that has caused the implementation of OPRAS among the teachers to be difficulty. It has been reported that there is a shortage of science, commerce and mathematics teachers in most secondary schools of Arusha City Council. According to Personnel Emoluments-Annual Estimates 2015/2016 it has been reported that Arusha City Council required 556 science teachers in its establishment and the available teachers for science subjects were 220 equal to 40% and there was a shortage of 336 equal to 60 % science teachers.

Shortage of teachers was due to increased demand of secondary schools which were built like Arusha Girls Secondary School and Mkonoo Secondary Schools. Losirway Secondary school has a shortage of 3 mathematics teachers, 3 physics teachers, 3 chemistry teachers, 2 biology teachers, in Murit secondary school there was a shortage of 2 mathematics teachers, 2 physics teachers and 3 bookkeeping teachers. Others secondary with shortage of teachers included Oloirien, Korona, Them, Olasiti, Naura, Sombetini, Elerai, Suye, Moshono, Njiro, Sinon, Kimaseki, Kinana and Ngarenaro secondary school. Shortage of teachers has been a challenge in the process of implementing OPRAS because most teachers reported that there was a problem of shortage of time in filling the OPRAS form because of too much work to do. This finding concurs with Gasembe (2009) and Michael, (2009) in their studies on OPRAS conducted in Nzega District Council and DAWASCO which found that inadequate resources in terms of funds and working tools impeded the implementation of OPRAS.

### **5.2.2 Lack of feedback**

Lack of feedback was found to be the challenge of implementing OPRAS among the public secondary school teachers. Findings from this study revealed that there was lack of feedback in OPRAS implementation. 22 respondents equal to 24.7% reported that supervisors did not provide feedback. The council quarterly report that was submitted to Public Service commission from July 2012 to September 2012 showed that 826 public secondary school teachers filled the OPRAS forms but there was no report of grades that was filled and hence there was no feedback given to teachers. The same is with the report from Arusha City Council submitted to Public Service commission in Dar es Salaam showed that 826 public secondary school teachers filled the OPRAS forms but the ratings were not conducted. This is a problem which requires a solution. Similarly report submitted to Public Service Commission showed that 930 public secondary school teachers lacked ratings and hence there was no feedback given to teachers. Thus, lack of feedback demoralised the respondents from filling in the OPRAS forms as they saw no significance in doing so. One of the respondents said;

*In fact to me filling in of the OPRAS form is like time wastage because I have never got any feedback regarding the general status of my performance. I need to be made aware of positionality in my job place; that is whether I am making any contribution or not and whether the management recognises my contribution or not. So, having no any feedback makes me develop apathy to filling in the OPRAS forms, after all they are time consuming and then there is no feedback!*

The above respondent's concern is valid since systems approach to performance management requires effective feedback (Checkland, 1999).Lack of feedback was also reported by other previous researchers such as Michael (2009) in his study on OPRAS implementation at DAWASCO and Gasembo (2008) in Nzega District Council.

### **5.2.3 Lack of seminars on how to fill the OPRAS form**

Findings from this study have revealed that lack of training was a challenge in implementing OPRAS in Arusha City Council. 7 respondents which is 6.7% reported that there was lack of training or in adequate training in the way of filling OPRAS forms. This study has revealed that lack of seminars on how to fill the OPRAS form to both the teachers and supervisors was a problem that hindered the effective implementation of OPRAS. The research findings revealed that most teachers were not capable of filling the OPRAS form. This was revealed by the fact that when teachers were asked how they derived Individual Performance Agreement, 71.9% of the respondents reported that Individual Performance Agreement can be derived from schemes of Services. This answer implies that most of respondents were not aware of how to derive the Individual Performance Agreement hence difficulty to fill the OPRAS form. Lack of training was caused by inadequate budget that was allocated for the training in Arusha City Council.

The report from Arusha City council has shown that only 80 million Tanzania shillings were allocated for the whole employees who accounted to be 38000. The record revealed that only 25 heads of secondary schools were trained on how to feel the OPRAS in the financial year ending June 2015. It was only 3% of all teachers who received training. This finding shows that training has not been given priority. Therefore there is a need to give priority by allocating enough budgets for training. This is similar to Mirunda (2014) in his study findings from the South African Mining Industry which indicated that there was in-adequate training for the line manager and lower categories of employees.

#### **5.2.4 Absence of support from the supervisors**

Absence of support from the supervisor impeded the implementation of OPRAS in Arusha city Council. The study findings have revealed that 13 respondents equal to 14.6% reported that there was no support from their supervisors. This demoralised teachers 'morale. This research revealed that lack of support from the supervisor was a challenge to OPRAS implementation. Some of the respondents said that lack of support was caused by supervisor's biasness, bureaucracy and some of the supervisors did not know what OPRAS was and this caused a big challenge. Some of respondents went further by saying that some of the supervisors were not well informed of their staff. As one of the respondents added:

*I am wondering here! You know, I tend to ask myself, how can a supervisor who is not having any ABC.s about you grade your performance? It is true that we tend to sign agreements together but during my execution of duties sometimes we do not even meet until the time of review. This makes me become worried about the validity of the grade I get. Though there are some evidence that we present, that is not enough. One needs to go an extra mile and observe how the staff perform their duties!*

The above view shows that the staff or employees need to be visited by their supervisors when they are performing their jobs so that the supervisors also can be able to witness how their staffs are carrying out various activities. Failure to visit them make them fail to understand their challenges and hence end up not providing the requisite support. This concurs with Waal (2007) in his study conducted in CBE where he found that performance management was impeded by lack of performance driven behaviour and managers were not role models by regularly addressing performance management. Moreover, he found that performance culture was lacking in many African institutions. Culture was a problem in addressing performance management in most African Institutions. Similarly Michael, (2009) in the related study conducted in DAWASCO found that OPRAS in public institutions was impeded by lack of collaboration and support from the supervisors. Therefore there was a need to give support and collaboration.

### **5.2.5 Unfair agreement with supervisors**

The findings from this study has revealed that 8 respondents equal to 9% reported that unfair agreement was a challenge that impeded the implementation of OPRAS in Arusha City Council. According to Tanzania guideline manual on OPRAS implementation supervisors and supervisee need to reach into agreement in terms of objectives to be implemented, the resources required to be used, and the criteria to be used for measuring performance.

## **5.3 The Strategies used by Arusha City Council to address the challenges of implementing OPRAS**

In order to accomplish any objective in a particular organisation or system some strategies have to be formulated and used as the guideline. Teachers in Arusha City council from three schools suggested that, in order to address the challenges of implementing OPRAS in Arusha City Council referring OPRAS Results should be used as the basic guideline for Promotion as the strategy to address the challenges of implementing OPRAS in Arusha city Council.

The study finding has revealed that there were strategies used by Arusha Council to address the challenges of implementing OPRAS as detailed in the subsequent sections:

### **5.3.1 Provision of training on how to fill the OPRAS form**

The findings from this study have revealed that Arusha City Council has a strategy to overcome the challenges of implementing OPRAS. In the financial year starting July 2016 the council has allocated 120 million shillings for the purpose of training teachers on the issue related to OPRAS. As Mjaya (2010) suggest that in order for the system to be effectively implemented there should be intensive employee's education programme about the awareness of OPRAS, both employer and employees should be trained on how the process or the new system introduced has to be carried out. He suggested that seminars for new employees should be provided in order to improve employees' awareness about the whole process of open performance review and appraisal system for effective implementation. Arusha City Council has started conducting training for the teachers on the importance of OPRAS and how to fill it. Starting January this year training of OPRAS was given to heads of schools in Arusha City Council 48 head teachers of Primary secondary school were given the training and 25 Head of Secondary of schools were given the training on right use of OPRAS and how to fill it. Moreover the Arusha City allocated a budget of 89 million Tanzanian shillings for the purpose of OPRAS training. The training will enable the employees fill in the OPRAS form well and enhance proper record of what one has done for easy appraisal and grading.

### **5.3.2 Provision of feedback**

Training has been given to the head of secondary schools on importance of giving feedback of OPRAS. 25 heads of secondary schools in Arusha City council have been trained on how to review the OPRAS forms and give feedback. During training emphasis is given to supervisors that they should make sure that they provide effective feedback to employees under them. This will eliminate the problem of lack of feedback that respondents complained of during the study.

Feedback does not only help the employee to know her status in the organization but also acts as an incentive as employees feel that they are being recognized in the workplaces. Feedback helps also in self-evaluation where an employee after knowing his or her weaknesses can find ways of how to address such weaknesses and improve job performance.

### **5.3.3 Using OPRAS results for promotion purposes**

The circular letter has been issued to the accounting Officers that no promotions will be given to the employees unless they have filled OPRAS. This has been used as a mechanism to enforce every employer to make sure that their employees sign their IPAs. Arusha City Council has started to train the head of secondary schools and other employees on importance of filling OPRAS. Teachers have been trained on the usefulness of using OPRAS and the impact that one can get if did not fill OPRAS such as not getting promotion as required or not being rewarded even if someone might have worked hard. This concurs with Benjamin Mkapa HIV/AIDS Foundation and Intra Health International (2011) suggestions of improving communication, empower employees, introduce and uphold performance culture, adopt a different approach to OPRAS training ,Simplify the OPRAS form, link OPRAS to individual employee productivity, by among other things, forming committees to drive the performance planning, managing, monitoring and evaluating processes.

## **CHAPTER SIX**

### **SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

#### **6.0 Introduction**

This chapter presents summary, conclusion and recommendations for an action and further studies and is based from the findings from chapter four and five.

#### **6.1 Summary**

This research aimed to identify the challenges encountered by the Secondary school teachers in performance management particularly OPRAS in Arusha City Council. The study provided an overview on how OPRAS is implemented by the public Secondary School Teachers in Arusha City Council, identified challenges faced by public Secondary School Teachers in OPRAS implementation and identified strategies to be used by the Arusha City Council in addressing the challenges of implementing OPRAS.

The methods used to collect data on this study were questionnaires which were provided to 90 respondents from three secondary schools in Arusha City Council.

The sampling method involved probability sampling and non-probability sampling. The probability involved random sampling that was applied into three public secondary schools. Non probability sampling involved the purposive sampling for City Director, one Human resource, Teachers Service Department Secretary and three Heads of Schools.

Data was processed by editing questionnaire, coding, cleaning and verifying them by using the computer software Programme of SPSS. These data were analysed by applying the qualitative and quantitative methods. In this regard SPSS Programme was used for data analysis and interpretation whereby the descriptive statistic was applied by involving percentage and frequencies.

Data Presentation was done by using statistical graphs and tables. Fifty eight percent (58%) reported that the individual performance can be derived from business scheme services, during this study the respondents attempted the questionnaire and hence the results showed that majority of respondents (53% of them) said that lack of resources is the biggest challenge on OPRAS implementation, 30% of respondents argued that lack of feedback is the challenge that encounter the implementation of OPRAS,10% of respondents reported that lack of seminar's on how to fill the OPRAS form is also the challenge that encounter the OPRAS implementation. Apart from that majority of respondents 21% of them said that the OPRAS form should have to be amended, 20% of respondents reported that the OPRAS form should be abolished ,18% of respondents said that the employee should be trained on how to fill the OPRAS form, 15% of respondents said that employee should be given enough time for evaluation before filling in the form, 14% of respondents reported that employee promotion should base on the OPRAS results and only 12% of respondents stated that they have to be given feedback for OPRAS results which means that they have to know what they have done so as to evaluate themselves on their efforts hence to improve the job performance.

## **6.2 Conclusions**

### **6.2.1 Implementation of OPRAS by Secondary school teachers in Arusha City Council**

As it has been reported by respondents from three schools which were Arusha secondary school, Moshono and Suye Secondary schools the finding reveals that Individual Performance Agreement can be derived from schemes of Services is the factor that can be used to measure the individual performance. From the above findings the Individual Performance Agreement should be derived from Medium Term Expenditure Framework as well as from the annual business plans, schemes of service and job description as it is stipulated clearly by Tanzania Guideline for OPRAS implementation. Once agreement is reached on the individual annual objectives as well as performance targets, criteria, and resources, both the individual and the supervisor sign the performance agreement.

The performance agreement is signed at the beginning of the financial/calendar year. Implementation and Monitoring upon signing of the performance agreement, an individual proceeds with implementation. In the course of implementation, there is continuous monitoring of progress of work by both the individual and the supervisor during which coaching, mentoring as well as counseling take place as appropriate. Monitoring helps in taking timely corrective measures on aspects of the performance agreement during the year. This is done through formal and informal consultations between the individual and the supervisor. These consultations can take the form of weekly/monthly meetings or through personal contacts between the two parties as a need arise.

### **6.2.3 Challenges facing Public secondary school teachers in OPRAS implementation**

In the process of implementing any project in any organisation challenges are inevitable. However, from this study conducted in three schools in Arusha City Council the results reveal that lack of resources was the biggest challenge that was encountered during the process of OPRAS implementation. As it has been revealed from the findings resources are inevitable for implementation of any program or project. Therefore, the government has to prepare good environment for working to overcome the challenges that identified above. Things like adequate teaching classrooms, chairs, teaching and learning materials for both teachers and students are to be provided. The government has to make a policy that will ensure that adequate teaching materials and other resources are available.

### **6.2.4 The Strategies used by Arusha City Council to address the challenges of implementing OPRAS**

In order to accomplish any objective in a particular organisation or system some strategies have to be formulated and used as the guideline. Teachers in Arusha City council from three schools suggested that, in order to address the challenges of implementing OPRAS in Arusha City Council OPRAS Results for promotion should be used as the basic guideline for Promotion as the strategy to address the challenges of

implementing OPRAS in Arusha city Council. The management should be committed to OPRAS management in terms of administering the mid-review and annual reviews and as well provide feedback which will enable the employees to know their status of performance. Arusha City Council should formulate motivation and training policy that will motivate the employees to fill in the OPRAS forms and have ownership of it.

### **6.3 Recommendations**

In view of the research findings, data analysis in relation to the reviewed literature the researcher recommends the following:

Firstly, researcher recommends Training and Seminars to be given priority. The Top management must initiate adequate training regarding performance management and ensure that it is provided to all teachers at all levels. Study has revealed that only 3% of 25 teachers received training. 97% of teachers in secondary schools have not received training. Training will definitely improve the current level of understanding OPRAS amongst teachers. Employees must be trained on how to set the objectives, how to prepare the mid-year review and the annual review on the one hand. On the other hand, the supervisor should be trained on how to administer and manage OPRAS with emphasis on effective assessment and feedback techniques.

Secondly, Researcher recommends Arusha City Council top management to allocate enough budgets for the supply of teaching and learning materials. Building enough classrooms, availability of chairs and tables and buying enough books for science subjects.

Thirdly, Reviewing and monitoring of OPRAS forms must be given priority because through that the subordinates may know their strengths and weaknesses in achieving their organisational objectives. The review process should be clearly defined for everyone involved and the employees should participate fully in the review process. The reviewers should be capable of making fair and consistent assessments.

Fourthly, Researcher recommends that implementation and monitoring stage, performance review stage to be conducted by the supervisors as per the guideline of OPRAS 2011.

Fifthly, Arusha City Council should set budgets for rewards and motivation. This was seen as a challenge as respondents reported that there were no rewards that were provided.

Lastly, the researcher recommends that the OPRAS form has to be Revised or Amended to fit different cadres' requirements. There is a need to review the OPRAS form in order to fit the requirement of every profession. There should OPRAS forms for the teachers or any other technique of measuring performance which is different from those used by officials in the headquarters of local government. Currently, all employees in the public sector fill the same OPRAS form. This is a big problem because every cadre requires different ways of measuring performance hence there is a need to review the form in order to simplify it in terms of using a simple language that is friendly to each stakeholder.

#### **6.4 Recommendation for Policy**

The study has come up with the challenge of policy in Tanzania which requires OPRAS form to be revised in order to suit different requirements of profession.

#### **6.5 Recommendations for future research**

The researcher would like to call for future study which could provide a greater contribution in identifying challenges of OPRAS and come with better solutions on how to eradicate them.

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# **APPENDICES**

## Appendix I

### A QUESTIONNAIRE FOR THE RESPONDENTS IN ARUSHA CITY COUNCIL

I am Emanuel J Mhando a student at Mzumbe University pursuing Master of Science in Human Resource Management (MSCHRM) in the 2014/2016 academic year. I am conducting a research on the Challenges of Implementing OPRAS among Public Secondary School Teachers in Arusha City Council. The study will focus on Public secondary school teachers and data collection will take a period not less than four weeks. The aim of the study is to identify the challenges encountered by secondary school teachers in implementing Performance Management. Therefore this study is purely for academic purposes only and not otherwise. Your response is vital for the completion of the study. Please be assured that all the information will be kept confidential. Thus your name is not needed only your knowledge about the study.

Please answer these questions through the following instructions

- A) Please put a tick
- B) Please fill the areas which are blank

#### Demographic characteristics of respondent

##### 1. Gender

| 1. Male | 2. Female |
|---------|-----------|
|         |           |

##### 2. Age group ( In Years)

| 1. 18-29 | 2. 30 – 49 | 3. 50-59 | 4. 60 and above |
|----------|------------|----------|-----------------|
|          |            |          |                 |

3. Level of Education (tick one)

|    |                       |  |
|----|-----------------------|--|
| 1. | Primary education     |  |
| 2. | Secondary education   |  |
| 3. | Certificate           |  |
| 4. | Diploma               |  |
| 5. | Bachelor Degree       |  |
| 6. | Post graduate diploma |  |

4. What is your current position (designation) .....

5. Length of service (Number of years worked)

|        |         |          |                 |
|--------|---------|----------|-----------------|
| 1. 0-5 | 2. 6-10 | 3. 11-20 | 4. 21 and above |
|        |         |          |                 |

**OBJECTIVE ONE**

6. OPRAS is a system which requires every public servant to sign an individual performance agreement with his or her immediate supervisor which sets performance targets for the year.

Do you participate with your supervisor in setting performance agreement?

Please tick one

a) YES [ ]

d) NO [ ]

7. In the process of implementation of Performance agreement, there is a continuous monitoring of progress of work by both the individual and the supervisor during which time coaching, mentoring as well as counseling take place as appropriate.

Does the supervisor conduct monitoring of progress and take corrective measures on the aspect of the performance agreement during the year?

Please tick one

a) Yes [ ]

b) No [ ]

8. In order to know the results of Performance, Performance Review is very important in order to evaluate the progress made by the individual as per performance agreement which is done twice during the year i.e June and December of each financial year.

Have you ever received the mid- review from your supervisor?

Please tick one

a) Yes [ ]

b) No [ ]

9. Have you ever received an Annual Review feedback from your supervisor

Please tick one

a) Yes [ ]

b) No [ ]

## **OBJECTIVE TWO**

10. Are there challenges encountered in the process of implementing OPRAS in your work place?

a) Yes

b) No [ ]

11. Which are the most challenges encountered during the process of OPRAS implementation?

Please fill the blanks

a) -----

b) -----

c) -----

d) -----

e) -----

**OBJECTIVE 3**

12. What do you think are the strategies when used by Arusha City Council may address the challenges of implementing OPRAS in Arusha City Council?

- a) -----
- b) -----
- c) -----
- d) -----
- e) -----

*I appreciate the time spent to fill in this questionnaire.*

**Thank you for your cooperation.**

**Questionnaire for Supervisors**

Dear Supervisors

This questionnaire is meant to seek information that could be used to identify the challenges encountered by Public secondary school teachers in implementing Performance management. Therefore this study is purely for academic purposes only and not otherwise. Your response is vital for the completion of the study. Please be assured that all the information will be kept confidential. Thus your name is not needed only your knowledge about the study.

In this section please circle, in the space provided

1. Sex: male ( ) female ( )
2. Age (i) below 20 ii) 20 -30 iii) 30 – 40 iv) 40 – 50 (v) 50 – 55  
vi) 55 and above
3. How many years have you served as a supervisor?  
(a) 1 -5 (b) 6-10 (c) 15 -20 (d) 21-25 (e) 26-30
4. Highest education level  
(a) Masters level (b) Bachelors Level (c) Diploma Level (d) Certificate Level  
(e) Others (specify) .....

**OBJECTIVE ONE**

5. OPRAS is a system which requires every public servant to sign an individual performance agreement with his or her immediate supervisor which sets performance targets for the year.

Do you participate with your subordinates in setting performance agreement?

Please tick one

a) YES [ ]

d) NO [ ]

6. In the process of implementation of Performance agreement, there is a continuous monitoring of progress of work by both the individual and the supervisor during which time coaching, mentoring as well as counseling take place as appropriate.

7. Do you conduct monitoring of progress and take corrective measure on the aspect of the performance agreement during the year?

Please tick one

a) Yes [ ]

b) No [ ]

8. In order to know the results of Performance, Performance Review is very important in order to evaluate the progress made by the individual as per performance agreement which is done twice during the year i.e June and December of each financial year.

Have you ever provided the mi- review to your subordinates?

Please tick one

a) Yes [ ]

b) No [ ]

9. Have you ever provided an Annual Review feedback to your subordinates as per guideline on OPRAS?

Please tick one

a) Yes [ ]

b) No [ ]

**OBJECTIVE TWO**

10. Are there challenges encountered in the process of implementing OPRAS in your work place?

- a) Yes
- b) No [ ]

11. Which are the most challenges are encountered during the process of OPRAS implementation?

Please fill the blanks below

- a) -----
- b) -----
- c) -----
- d) -----
- e) -----
- f) -----

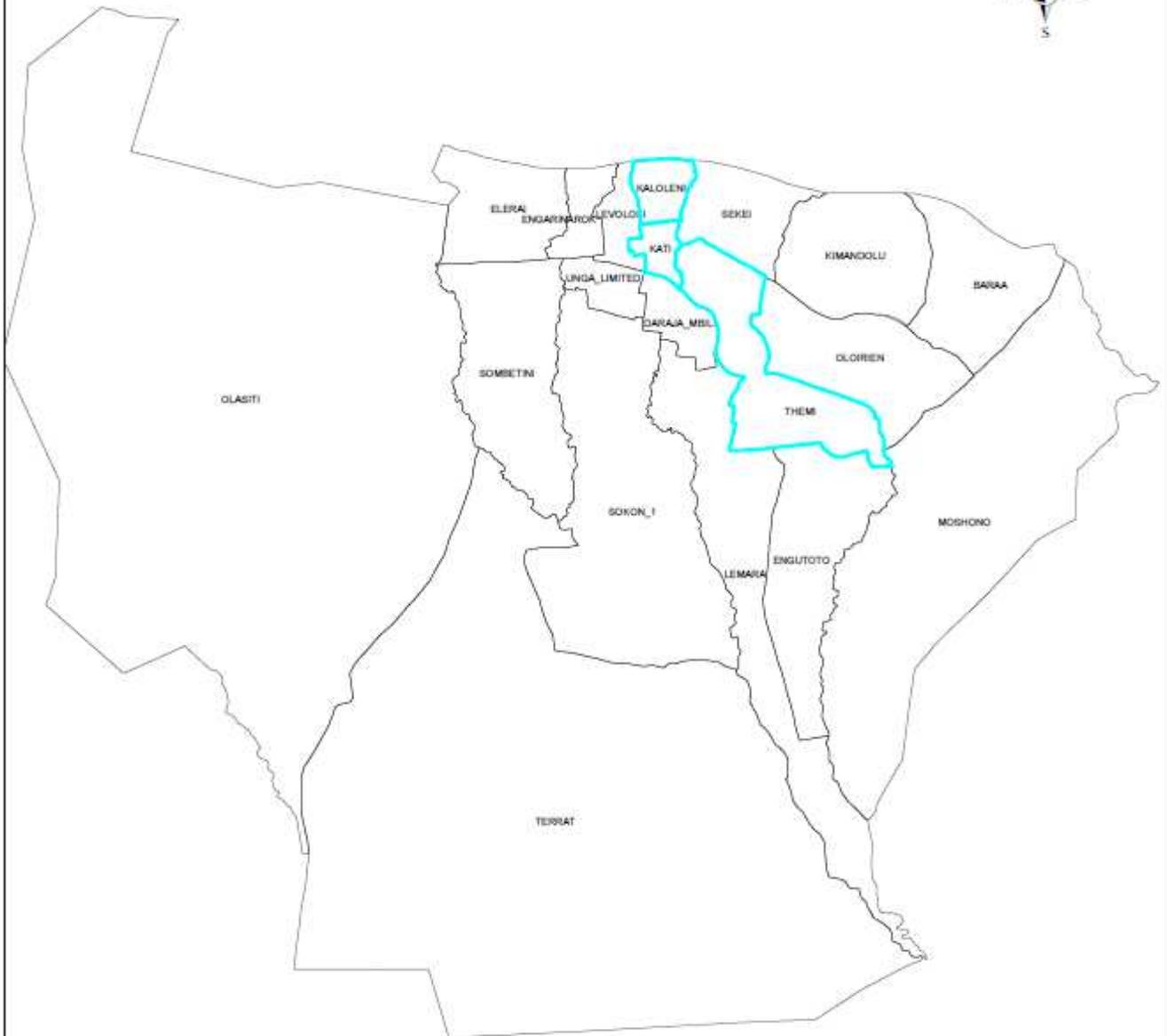
12. What ere the strategies does Arusha City Council use to address the problems of OPRAS implementation in Arusha City Council?

- a) -----
- b) -----
- c) -----
- d) -----
- e) -----
- f) -----

*I appreciate the time spent to fill in this questionnaire.*

**Thank you for your cooperation**

### MAP OF ARUSHA ADMINISTRATIVE WARDS SHOWING AREAS OF INTEREST

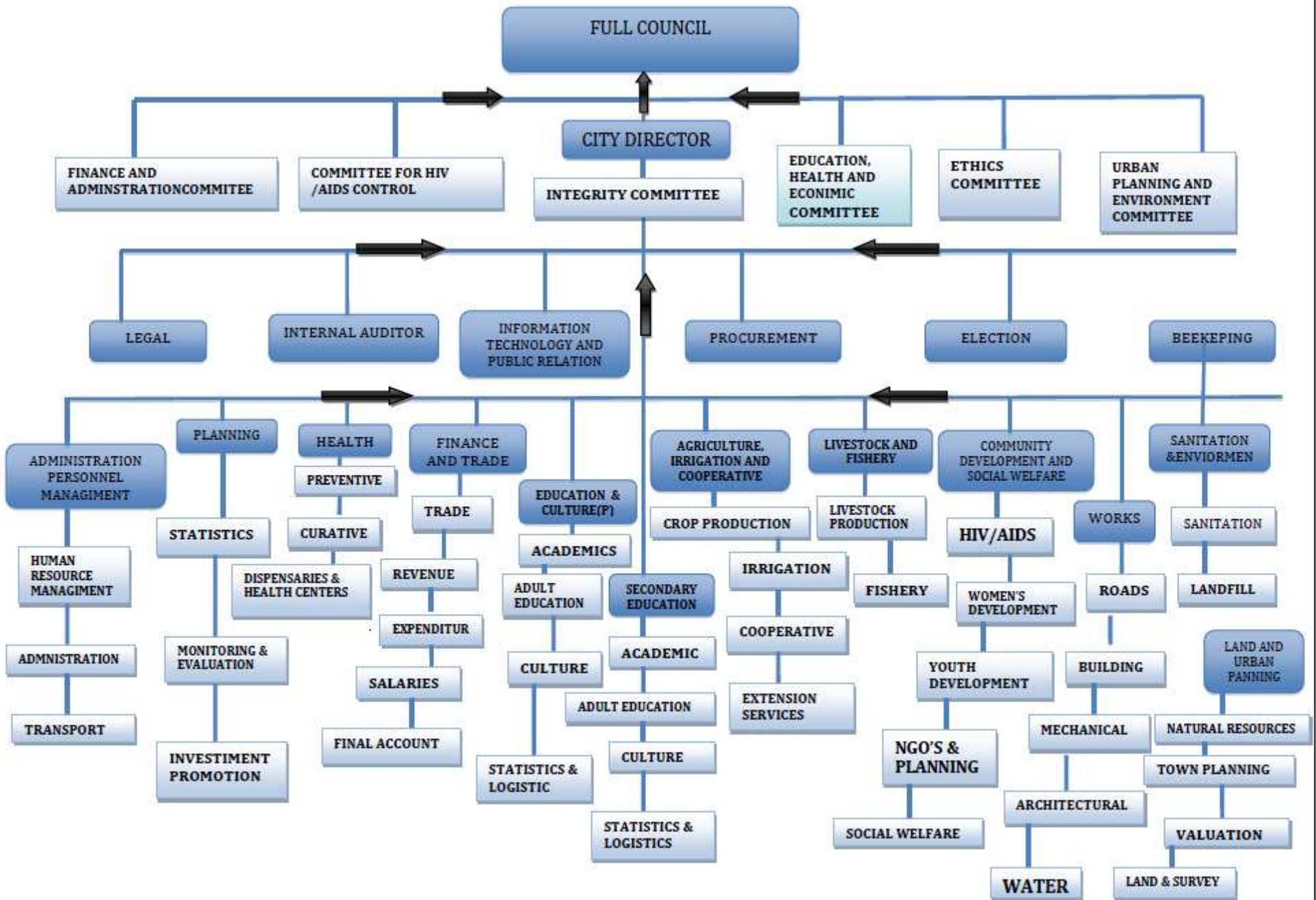


**Legend**

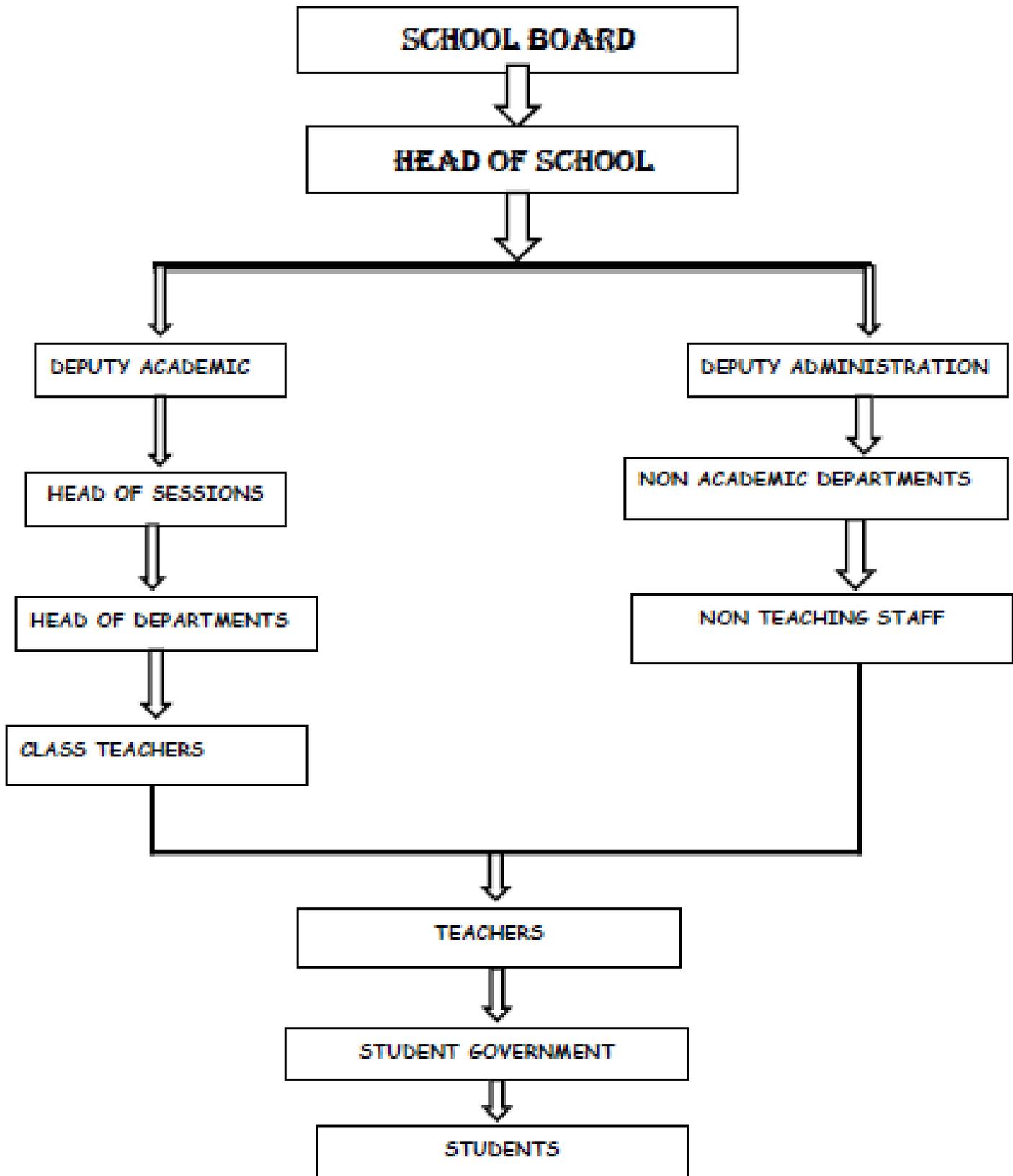
 Ward-boundary\_all

AREA OF INTEREST IN GREEN

1:100,000



**SCHOOL ADMINISTRATION STRUCTURE**



TFN 832  
(Teachers)

JAMHURI YA MUUNGANO WA TANZANIA

## FOMU YA WAZI YA MAPITIO NA UPIMAJI UTENDAJI KAZI KWA WALIMU

(Ijazwe nakala nne)

Kutoka Januari ..... Hadhi Desemba .....

Fomu hii imechukua nafasi ya Fomu EF117 B & C zilizokuwa zinapima utendaji kazi kwa walimu. Aidha inakusudiwa katika utekelezaji wa shabaha na malengo ya menejimenti katika utumishi wa umma na kujenga uhusiano mzuri wa utendaji kazi kati ya viongozi na waongozwa.

**MAELEZO YA NAMNA YA KUKAMISHA FOMU:**

- Fomu hii ijazwe nakala nne na Walimu/Wakufunzi wote walioko katika Shule na Vyuo vya Ualimu vya Serikali. Baada ya kukamilisha fomu hii nakala zitumwe kwa:
  - Naibu Katibu, Tume ya Utumishi wa Umma, Idara ya Huduma kwa Walimu (TSD)
  - Mkuu wa Shule/Chuo
  - Katibu Mkuu, Wizara ya Elimu na Mafunzo ya Ufundi kwa Wakufunzi wa Vyuo vya Ualimu na shule za Mazoezi na Wakurugenzi wa Halmashauri za Miji, Majiji na Manispaa kwa Walimu wa Shule za Sekondari na Shule za Msingi
  - Mkufunzi/Mwalimu anayehusika.
- Pale panapohusika kila kisanduku kikamilishwe kwa herufi kubwa au tarakimu moja
- Malengo yanayomhusu Mwalimu yatakane na Mpango Mkakati wa Maendeleo ya Shule/Chuo. Mpango wa Kazi na Kalenda ya Shule/Chuo vikiainisha Mpango wa Utekelezaji Kazi wa mwaka na Ratiba ya Kazi ambayo inatarajiwa kutekelezwa katika mwaka huo.
- Sehemu ya 2, ya 3 na ya 4 ya Fomu hii ikamilishwe na Mwalimu anayepimwa kwa kushirikiana na Msimamizi wake wa kazi. Sehemu ya 5 na 6 zikamilishwe na Mwalimu akiwepo Mskilizaji kama ni muhimu.
- Zingatia kwamba alama 1 ya utendaji wa kazi ni ya watendaji waliotekeleza malengo yote na ya ziada kwa ufanisi na alama 5 ni ya watendaji wasioridhisha na wasiotimiza malengo. Taarifa za hawa wote zifikishwe kwa mwajiri na Tume ya Utumishi wa Umma, Idara ya Huduma kwa Walimu (TSD).

## SEHEMU YA 1: TAARIFA BINAFSI

|                             |                 |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
|-----------------------------|-----------------|--|--|--|--|--|--|-------------------------|-----------------|--|-----------------|--|--|--|--|--------------------|-----------------|----|--|--|--|
| Funua                       |                 |  |  |  |  |  |  |                         |                 |  | Cheki Namba     |  |  |  |  |                    |                 |    |  |  |  |
|                             | Jina la Funua   |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
| Kifunua                     |                 |  |  |  |  |  |  |                         |                 |  | Kiruo cha Kazi  |  |  |  |  |                    |                 |    |  |  |  |
|                             | Jina la Kifunua |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
| Jina kamili                 | Jina la Mwisho  |  |  |  |  | Jina la kwanza                             |  |                         |                 |  | Jina la kati    |  |  |  |  | Me                 |                 | Ke |  |  |  |
|                             |                 |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
|                             | Namba ya Jalada |  |  |  |  | TSD Namba                                  |  |                         |                 |  | Jinsi           |  |  |  |  |                    |                 |    |  |  |  |
|                             |                 |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
| Kiwango cha jini cha Elimu: |                 |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
| Cheo cha Madaraka           |                 |  |  |  |  |  |  |                         |                 |  | Cheo cha Mumado |  |  |  |  |                    |                 |    |  |  |  |
| Tarehe ya kujiirwa          | D D M M Y Y Y Y |  |  |  |  |  |  | Tarehe ya cheo cha sasa | D D M M Y Y Y Y |  |                 |  |  |  |  |                    |                 |    |  |  |  |
|                             |                 |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
| Tarehe ya kufikishwa kazi   | D D M M Y Y Y Y |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
| Ngazi ya mabahara           |                 |  |  |  |  | Muda uliotumika chini ya Msimamizi wa sasa |  |                         |                 |  |                 |  |  |  |  | Tarehe ya kumaliza | D D M M Y Y Y Y |    |  |  |  |
|                             |                 |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |
| Maharti ya kazi             |                 |  |  |  |  |  |  |                         |                 |  |                 |  |  |  |  |                    |                 |    |  |  |  |

Ufundo: DD = Tarehe, MM = Mwezi, YYYY = Mwaka, Ke = Mke, Me = Mume







**SEHEMU YA 5: UPIMAJI WA UTENDAJI KAZI WA MWAKA (Desemba .....**)

*Ijazwe na Mkuu wa Chuo/Shule/Mwalimu Mkuu/Mwalimu anayepimwa kwa makubaliano na Msimamizi wa Kazi*

| 5.1<br>Namba  | 5.2 Malengo<br>Yaliyokubalika | 5.3 Maendeleo ya<br>Utekelezaji wa<br>shabaha zilizofikiwa | 5.4 Alama iliyotolewa |           |                        |
|---|-------------------------------|--|-----------------------|-----------|------------------------|
|   |                               |  | Mtumishi              | Msimamizi | Alama<br>Zalizoafikiwa |
|   |                               |  |                       |           |                        |
|   |                               |  |                       |           |                        |
|   |                               |  |                       |           |                        |
|   |                               |  |                       |           |                        |
|   |                               |  |                       |           |                        |
|   |                               |  |                       |           |                        |
|   |                               |  |                       |           |                        |
|   |                               |  |                       |           |                        |
|   |                               |  |                       |           |                        |
| Jumlisho la Kiwango cha Alama za Utendaji: Jumlisho hili<br>lioniyeshe mafanikio ya malengo ya utekelezaji yaliyokubalika<br>sehemu 5 |                               |  |                       |           |                        |

Alama:

- 1 = Utekelezaji wa malengo yote na ya ziada kwa ufahari
- 2 = Utekelezaji wa malengo yote kwa ufahari
- 3 = Utekelezaji wa wastani kwa malengo yote
- 4 = Utekelezaji usioridhisha ambao ni chini ya wastani bila sababu za kutocha

**SEHEMU YA 6: SIFA ZA UTENDAJI BORA***Ijazwe na Mkuu wa Shule/Chuo/Mwalimu Mkuu/Mwalimu anayepitwa na Msimamizi wa Kazi*

| 6.1 Namba   | 6.2 Vigazo Muhimu                      | 6.3 Ubona wa Sifa   | 6.4 Alama Iliyotolewa |           |                     |
|---|--|---|-----------------------|-----------|---------------------|
|   |  |   | Mtumishi              | Msimamizi | Alama zilizoafikiwa |
| 1.  | MAHUSIANO KAZINI                       | Uwezo wa kufanya kazi na wenzi                              |                       |           |                     |
|   |  | Uwezo wa kushirikiana na watumishi wasio walimu             |                       |           |                     |
|   |  | Uwezo wa kustahiliwa na wenzi                               |                       |           |                     |
|   |  | Uwezo wa kuzingatia jinsia                                  |                       |           |                     |
| 2.  | MAWASILIANO NA USIKIVU                 | Uwezo wa kujieleza kimaandishi                              |                       |           |                     |
|   |  | Uwezo wa kujieleza kwa kumana                               |                       |           |                     |
|   |  | Uwezo wa usikivu na ufahamu                                 |                       |           |                     |
|   |  | Uwezo wa kufunza na kuendeleza                              |                       |           |                     |
| 3.  | UONGOZI NA USIMAMIZI                   | Uwezo wa kupanga na kusimamia                               |                       |           |                     |
|   |  | Uwezo wa kuongoza, kuhamasisha na kutatua migongano         |                       |           |                     |
|   |  | Uwezo wa ubunafu na uanzishaji                              |                       |           |                     |
|   |  | Uwezo wa kukasimu Majukumu/Kazi (Delegation of Powers)      |                       |           |                     |
| 4.  | UBORA WA UTENDAJI                      | Uwezo wa kutenda kwa uwazi na uwajibikaji.                  |                       |           |                     |
|   |  | Uwezo wa kumudu somo  |                       |           |                     |
|   |  | Uwezo wa kutoa matokeo sahihi kwa wakati                    |                       |           |                     |
|   |  | Uwezo wa kuhimili utelelezaji na kuendelea kwa mada mrefu.  |                       |           |                     |
| 5.  | UTENDAJI UNAOZINGATIA WINGI WA MATOKEO | Uwezo wa kufikia malengo                                    |                       |           |                     |
|   |  | Uwezo wa kumudu majukumu ya ziada                           |                       |           |                     |
|   |  | Uwezo wa kufanya kazi bila usimamizi wa karibu              |                       |           |                     |
| 6.  | UWAJIBIKAJI NA UTOAJI WA MAAMUZI       | Uwezo wa uwajibikaji katika kutekeleza majukumu             |                       |           |                     |
|   |  | Uwezo wa kufanya maamuzi sahihi kwa wakati unafika          |                       |           |                     |
|   |  | Uwezo wa kuzingatia mada                                    |                       |           |                     |
| 7.  | KUTHAMINI WATEJA                       | Uwezo wa kuhudumia wateja                                   |                       |           |                     |
|   |  | Uwezo wa kuzingatia haiba ya ualimu                         |                       |           |                     |
|   |  | Uwezo wa kujali mahitaji ya wanafunzi                       |                       |           |                     |
| 8.  | UAMINIFU                               | Uwezo wa kuheshimu mawazo ya wanafunzi                      |                       |           |                     |
|   |  | Uwezo wa kuonyesha stadi za uongozi                         |                       |           |                     |
|   |  | Uwezo wa kumsaidia Kiongozi kutekeleza majukumu yake.       |                       |           |                     |
|   |  | Uwezo wa kupokea na kutekeleza maelekezo.                   |                       |           |                     |
| 9.  | UADILIFU                               | Uwezo wa kutekeleza majukumu kikamilifu kwa mada uliopangwa |                       |           |                     |
|   |  | Uwezo wa kufuata na kuzingatia maadili ya kazi ya ualimu.   |                       |           |                     |
|   |  | Kutoa huduma bora bila vishawishi                           |                       |           |                     |
| Uwezo wa kutumia taahuma kwa mamfaa ya umma.          |  |   |                       |           |                     |
| Jumlisho la Kiwango cha Alama za utendaji Sehemu ya 6 |  |   |                       |           |                     |

Alama:

1 = Utekelezaji wa malengo yote na ya ziada kwa ufanisi

2 = Utekelezaji wa malengo yote kwa ufanisi

3 = Utekelezaji wa wastari kwa malengo yote

4 = Utekelezaji usioridhisha ambao ni chini ya wastari bila sababu za kutoa

5 = Utekelezaji usioridhisha na usiozingatia malengo.

**SEHEMU YA 7. UTENDAJI WA JUNLA (WASTANI WA SEHEMU YA 5 NA 6)**

**MAONI YA MVALIMU ANAYEPIMWA (kama yapo) :**

**MAONI YA MSIKILIZAJI (kama yapo)**

Saini ya Mfumishi anayepimwa

Jina la Msikilizaji

Saini

Tarehe

**MAONI YA MSIMAMIZI (kama yapo)**

Jina la Msimamizi

Saini

Tarehe

**SEHEMU YA 8: TUZO/HATUA ZA KUBORESHA UTENDAJI/HATUA ZA KINIDHAMU**

Msimamizi wa kazi atapendekeza aina ya tuzo au hatua za kuboresha utendaji wa mwalimu ama hatua za kinidhamu kulingana na kiwango cha utekelezaji wa malengo yaliyokubalika.

