

# CHAPTER FIVE

## **PUBLIC SECTOR EFFICIENCY: PERFORMANCE MONITORING AND EVALUATION SYSTEMS IN TANZANIA**

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### ***INTRODUCTION***

Tanzania has embarked on a determined journey to strengthen its public sector since the early 1990s. Recognising the need for more efficient and accountable civil services, the government has implemented various reforms to achieve this goal (Adamolekun, 2002; Madimutsa, Malisase & Daka, 2021; Olowu, 2010). The central pillar of this effort is improving service delivery to the public. The Public Service Reform Programme (PSRP) is a significant initiative in this pursuit (Dlamini, 1988; Madimutsa, Malisase & Daka, 2021). Launched in 2000, the PSRP's first phase (PSRPI) ran until 2007, focusing on preferable performance management systems (Mbwambo & Lyamuya, 2021; Therkildsen, 2000). This emphasis on performance management reflects the recognition that a well-structured system is vital for driving positive changes in public services. However, implementing reform is rarely a smooth process. The PSRPI encountered challenges related to weak accountability mechanisms, which hindered its effectiveness (Anyingisye, 2020). Additionally, studies highlight the importance of capacity building for workers (Anyingisye, 2020; Mbwambo & Lyamuya, 2021) to fully utilise performance management tools such as OPRAS.

### **PERFORMANCE MANAGEMENT SYSTEMS IN TANZANIA**

The PMS in Tanzania, specifically the OPRAS, was introduced in 2004 to manage individual performance in the public service sector (Anyingisye, 2020). Despite government efforts, evidence suggests that the OPRAS does not effectively enhance employee performance. Studies have found that most participants do not view OPRAS as adequate for improving performance, highlighting the challenges of fostering a performance management culture (Anyingisye, 2020; Mbwambo & Lyamuya, 2021). These inadequacies reflect PMS's broader issues in developing countries (Dlamini, 1988). For example, reformers have struggled to implement effective performance indicators and integrate community feedback. These challenges underscore the complexity of establishing robust performance management systems in the public sectors of developing nations (Adamolekun, 2002; Madimutsa, Malisase & Daka,

2021; Maurice et al., 2013). Thus, OPRAS has not fully achieved its intended outcomes in Tanzania. Similar challenges in other developing African countries suggest that factors such as performance indicator formulation and stakeholder feedback integration hinder PMS effectiveness. Further research and development are necessary to enhance PMS efficacy in Tanzania and similar settings.

## **THE OPEN PERFORMANCE REVIEW AND APPRAISAL SYSTEM**

The Tanzanian government implemented the Open Performance Review and Appraisal System (OPRAS) to enhance public service performance but faced significant challenges. Public service employees often lack an understanding of OPRAS, and limited autonomy and resources hinder participatory goal-setting (Mbwambo & Lyamuya, 2021). Additionally, OPRAS is inadequately linked with other human resource systems, such as training and career development, which are essential for fostering a performance management culture. Implementation issues include poor communication, insufficient training, and a lack of motivation among public servants, compounded by financial constraints and weak strategic planning (Anyingsisye, 2020; Guthrie, Manes-Rossi & Orelli, 2024). Teachers find OPRAS impractical due to classroom overcrowding and the labour-intensive nature of teaching. In the health sector, the ineffective use of OPRAS has led to poor human resource decisions, with calls for simplifying the instrument and linking appraisal results to immediate rewards (Mbwambo & Lyamuya, 2021; Therkildsen, 2000). The absence of financial incentives and performance feedback has led to reluctance among public service workers despite high expectations for the Payment for Performance (P4P) system. Secondary school teachers criticised the lack of coaching and feedback from supervisors in local government authorities. OPRAS does not effectively enhance organisational performance, but it does highlight the need for better training and greater involvement of supervisors and employees in the appraisal process (Anyingsisye, 2020; Mbwambo & Lyamuya, 2021; Therkildsen, 2000). Therefore, while OPRAS aims to improve public service performance, it requires capacity building, strategic planning, and integration with other HR systems to overcome current limitations and provide tangible employee benefits.

## **THEORETICAL FRAMEWORK**

Performance Management Systems (PMS) are underpinned by various theories that provide a conceptual basis for their design and implementation. Three notable theories include the goal-setting theory, the expectancy theory, and the resource-based view (RBV) of strategic management. Goal-setting theory emphasises the importance of setting specific and challenging goals, leading to higher performance if the individual is committed to the goals (Locke & Latham, 2020; Pervaiz, Id & He, 2021). Expectancy theory suggests that individuals are motivated to perform if they believe that their efforts will lead to desired outcomes and that these outcomes will be rewarding (Lambright, 2010). The RBV theory in strategic management linked to PMS suggests that organisations can achieve sustainable competitive advantage through the effective and efficient management of their resources (Armstrong et al., 2007; Carolina & States, 2015). Interestingly, while these theories are influential, they can sometimes make opposing predictions, such as the relationship between expectancy and performance posited by goalsetting and expectancy theories. Additionally, integrating stakeholder theory (Ramachandran, 2020) into PMS frameworks post-2000 reflects an evolution in the field, acknowledging the importance of considering all stakeholders in performance management.

Therefore, PMS is informed by multiple theories that contribute to understanding and improving organisational performance. Goal-setting theory, expectancy theory, and RBV are among the fundamental theories that provide a foundation for PMS, each offering unique insights into the drivers of organisational performance. Further research and empirical studies are necessary to integrate these theories more cohesively and to evaluate their effectiveness in various organisational contexts.