Enhancing Professionalization of Human Resource Management in the Public Service in Africa

PAPER ON:

POLICY AND METHODOLOGIES FOR EVALUATING PERFORMANCE OF THE PUBLIC SERVICE IN TANZANIA

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1.0   INTRODUCTION: THE CONCEPT

The concept of performance management has been one of the most important and positive developments in the sphere of human resource management (HRM) in recent years. The phrase was first coined by Beer and Ruh in 1976[1]. But it did not become recognized as a distinctive approach until the mid-1980s, growing out of the realization that a more continuous and integrated approach was needed to *manage and reward* performance. The Oxford English Dictionary defines performance as "the accomplishment, execution, carrying out, and working out of anything ordered or undertaken". This refers to outputs/outcomes (accomplishment) but also states that performance is about *doing the work* as well as about the *results achieved*. "'Performance" could therefore be regarded as, *behaviour* - the way in which organizations, teams and individuals get work done. Performance management is, therefore, a means of getting better results from the organizational teams and individuals by understanding and measuring performance within an agreed framework of goals, standards and competence requirements. Performance management is also concerned with employee development. This is because performance improvement is not achievable unless there are effective programmes to facilitate continuous development. At the same time performance management is concerned with satisfying the needs and expectations of all the organization's stakeholders and indeed the public in its entirety.

1.1 Performance Management in the Public Service

Performance of the public service is perceived in terms of its capacity for effective and efficient public service delivery to enable a wide range of actors in society to deliver the development goals and objectives of a country. Capacity of the public service to perform is a function of the policy environment including the capacity for carrying out high quality policy making functions and the shaping of a broader policy environment. On the other hand, the capacity of public institutions is developed through restructuring existing public institutions and through the creation of more appropriate institutions. It is also developed by introducing new systems and enhancing the capacity of individual public service staff. Often capacity development at individual and organizational level

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[1] Beer, M. and Ruh, R.A (1976): "Employee growth through Performance Management," **Harvard Business Review**, July-August, pp 59-66

has called for putting in place systems of performance and incentive frameworks. Public servants behaviour is an important aspect of developing the capacity for better performance of the public service. In particular, behaviour relating to honesty and ethical standards and adherence to rules and regulations has been given attention in public service reforms.

1.2 <u>Performance Management in the Public Service of Tanzania</u>

It is in the light of this context that this paper presents approaches being used to institutionalize strategic performance management in the public service of Tanzania. This paper also highlights on the experience of Tanzania in the installation of performance management systems in the public service. **Section 2** of this paper gives a background, context and justification for a performance management system in Tanzania. **Section 3** examines the conceptual framework guiding the installation of a Performance Management System in Tanzania as well as the approaches which the government has adopted/resorted to in order to install and institutionalize a performance management culture in the public service institutions. In this connection the paper focuses on strategies as well as the policy and legal frameworks which have been put in place to facilitate effective performance management in the Ministries, Independent Departments, Agencies (MDAs) and Regional Secretariats.

Section 4, on the other hand, analyses and evaluates the tools which have been installed in the public service institutions in order to facilitate effective performance management. These are many but for the purpose of this paper, we focus on four mutually reinforcing performance management tools, namely Strategic and Operational Planning (SOP), Service Delivery Surveys (SDSs), Self Assessments (SAs), Open Performance and Review System (OPRAS), Client Service Charters (CSCs), and Monitoring and Evaluation Systems (M&Es) The paper discusses implementation or operational trends as well as experiences and challenges on each of the tools of PMS. Finally, in **Section 5**, the Paper presents conclusions and lessons for a sustained PMS in Tanzania.

2.0 BACKGROUND, CONTEXT, RATIONALE AND OBJECTIVES FOR A PMS

Tanzania, like other African countries has faced the daunting tasks of nation-building and promoting social-economic development. Since attaining independence in 1961, Tanzania's (then Tanganyika) political leadership identified poverty, disease and ignorance as the most critical enemies to the country's development. Deliberate and focused efforts, were made in order to confront the three inseparable enemies. **In the first place** Tanzania introduced socialist reforms which gave the government control of the commanding heights of the economy. Later in the mid-1980s, and in 1990s, partly in response to the economic crisis, a shift was made by introducing a market-oriented economy associated with private sector led development, away from a public sector-led economy associated with central planning and administrative controls characteristic of the mid- 70s and '80s.

Secondly, in the 1990s the Government introduced strategies aimed at poverty reduction and economic growth. These included the National Strategy for Growth and Reduction of Poverty (NSGRP) more popularly referred to as MKUKUTA[2] (the Swahili acronym). MKUKUTA has three broad outcome areas or clusters: *Growth and reduction of income poverty*; *improved quality of life and social well-being*; and, *Governance and accountability*. This strategy is informed by **Vision 2025** and committed to the achievement of the **Millennium Development Goals** (MDGs). It has an increased focus on **growth** and **governance,** and is an instrument for mobilising efforts and resources towards its outcomes. Furthermore, the Government is implementing sector specific development programmes, including those for Agriculture, Health, and Education. **Thirdly**, the Government has introduced political liberalization and democratization.

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[2] The MKUKUTA, which was prepared in 2005, is the successor to Tanzania's Poverty Reduction Strategy.

2.1 Public Service Reforms

In spite of the economic and political reforms introduced by the Government, the Public Service of Tanzania continued to face numerous challenges. These included massive growth and huge structures in terms of number of institutions and employees; unmanageable public expenditure; low revenue collections; lowly paid and unmotivated public servants; poor service delivery to citizens; low accountability; and poor performance in most of the public service institutions. Accordingly measures were taken in the 1990s under the **Civil Service Reform Program (CSRP)** to address the above challenges. CSRP, implemented between 1993 and 1998, was largely concerned with cost containment; contracting and streamlining Government structures; reduction in the number of employees and wage bill controls; installation of an Integrated Human Resources and Payroll Management System (IHRPMS); improvement of pay structure and enhanced salary levels; restructuring and decentralisation for improved service delivery; capacity building; and improvement of policy and legislative reforms to sustain reforms. Some achievements were registered, though the problems of poor service delivery to the public, lower productivity in relation to expenditure levels, lower levels of accountability reflected by corruption, in some cases embezzlement and negligence, lower pay and weak management systems remained unresolved. This situation forced the Government to embark on **performance related reforms**, in the form of the Public Service Reform Programme (PSRP)

2.2 The Public Service Reform Programme

The Public Service Reform Programme (PSRP) which is being implemented in a series of overlapping but mutually supporting phases aims at the improvement of public service delivery through improved performance management of public services. The first phase spanning the year 2000 to June 2007 adapted the theme of "*Instituting Performance Management Systems*". This was specifically aimed at building an integrated system for creating a shared vision, understanding and agreement about the results to be achieved, and the operational framework for continuous performance improvement in standards and quality of public service delivery in Tanzania. The second phase whose implementation commenced in 2008 is expected to run until June 2012, and it flies under the banner of "*Enhanced performance and Accountability*". The third phase is envisioned to operate from July 2012 to June 2017; its thrust set to be "*Quality Improvement Cycle*". The

implementation process of the PSRP is spearheaded by the President's Office-Public Service Management (PO-PSM).

2.3 Objectives of the Performance Management Systems interventions

The performance management systems being installed aim at having in place predictable, effective and efficient systems for planning, implementation, monitoring, evaluation and reporting in the public services of Tanzania. The overall objectives of these interventions are to: (i) provide quality public service to the public; (ii) improve performance of public service institutions; (iii) improve accountability and responsiveness; (iv) ensure effective and efficient use of public resources; and, (v) provide standards for providing comparisons and benchmarking within the public service institutions in Tanzania as well as other public service institutions across the world for continuous improvement.

3.0 TANZANIA'S APPROACH TO PERFORMANCE MANAGEMENT

Performance management (PM) is the cornerstone of the Public Service Reform Programme (PSRP) which is being implemented by MDAs and other public institutions. The PSRP is implemented by the government of Tanzania in order to improve service delivery, policy management and regulatory functions through a more vigorous and rigorous Public Service. PMS in Tanzania is geared at improving the efficiency and effectiveness in public service delivery, consequently ensuring value for money. It is one of the reform initiatives that provide a means to improve the effectiveness of the MDAs by linking and aligning individual, team and the public service objectives and results.

PM also addresses what the employees do (their work), how they do it (their behaviour) and what they achieve (their results). In totality and practice, performance management in Tanzania embraces all formal and informal measures adopted by the public service entities to increase organizational, team and individual effectiveness. Performance management process is not an isolated function. It is concerned with continuous development of knowledge, skills and competencies of public servants.

3.1   Policy and Legal Frameworks

The installation of the PMS in Tanzania public service institutions was in consonant with the Public Service Management and Employment Policy of 1999 (PSMEP) and the Public Service Act, No. 8 of 2002 (PSA). The two instruments facilitated the institutionalization of performance management system in the public service[3]. The policy stipulated clearly the need for a performance and results-oriented management philosophy in the public service. The Act provides an enabling legal framework for managing performance in the public service. These instruments were important in order to give PM initiative in the public service a legal status. The policy and legislation were important instruments to facilitate a gradual creation of performance-accountability culture in the public service.

3.2   Strategies and Conceptual Framework for PMS in Tanzania

The Government of Tanzania views PMS as a series of integrated tools, components or approaches used in planning, implementation, monitoring and evaluation and reviewing of activities implemented by staff in public service organizations as well as at the overall organizational level for continuous improvement in organizational performance and service delivery. PMS is seen as a tool for building a shared understanding and agreement on results to be achieved; the approach, development and deployment of resources; assessment and review of activities implemented for continuous improvement in standards of service delivery within a public service institution and across the public service. Tanzania's efforts towards improving performance and service delivery across the public service have mainly focussed on implementation of a broader integrated PMS using the Performance Improvement Model (PIM).

3.3   The Performance Improvement Model

Prior to implementation of the PMS in Tanzania, the Government developed a broader framework for introducing and installing PMS known as Performance Improvement Model (PIM). The PIM shown in Figure 1, was developed, tested and officially accepted by the Government of Tanzania as a tool for instituting PM across the public service. The model, currently being implemented in MDAs and Local Government Authorities (LGAs) since year 1999, is a four stage interlinked

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[3]   See *the Public Service Act, No. 8 of 2002*, p.273; and *the Public Service (Amendment) Act, 2007*. p. 153. See also URT (1999). *Public Service Management and Employment Policy*, Dar es Salaam: Dar es Salaam: President's Office-Public Service Management, pp. 27-28.

process comprised of a series of integrated tools, components or approaches for planning, implementation, monitoring and evaluation and performance reviews.

3.3.1 Stage 1: Planning

Planning is the first stage in PMS installation process. At this stage MDA's are required to use a number of tools including Service Delivery Surveys, Self Assessment, Strategic Plans, 3 years Operational plans, and Annual Action plans:

(i) **Service Delivery Surveys** - MDAs have to undertake these surveys which focus on external customers and are meant to provide feedback on the level and quality of services offered, areas of improvement and benchmarking information. The feedback obtained becomes an input into the strategic planning process.

Table 1: Performance Improvement Model - PIM
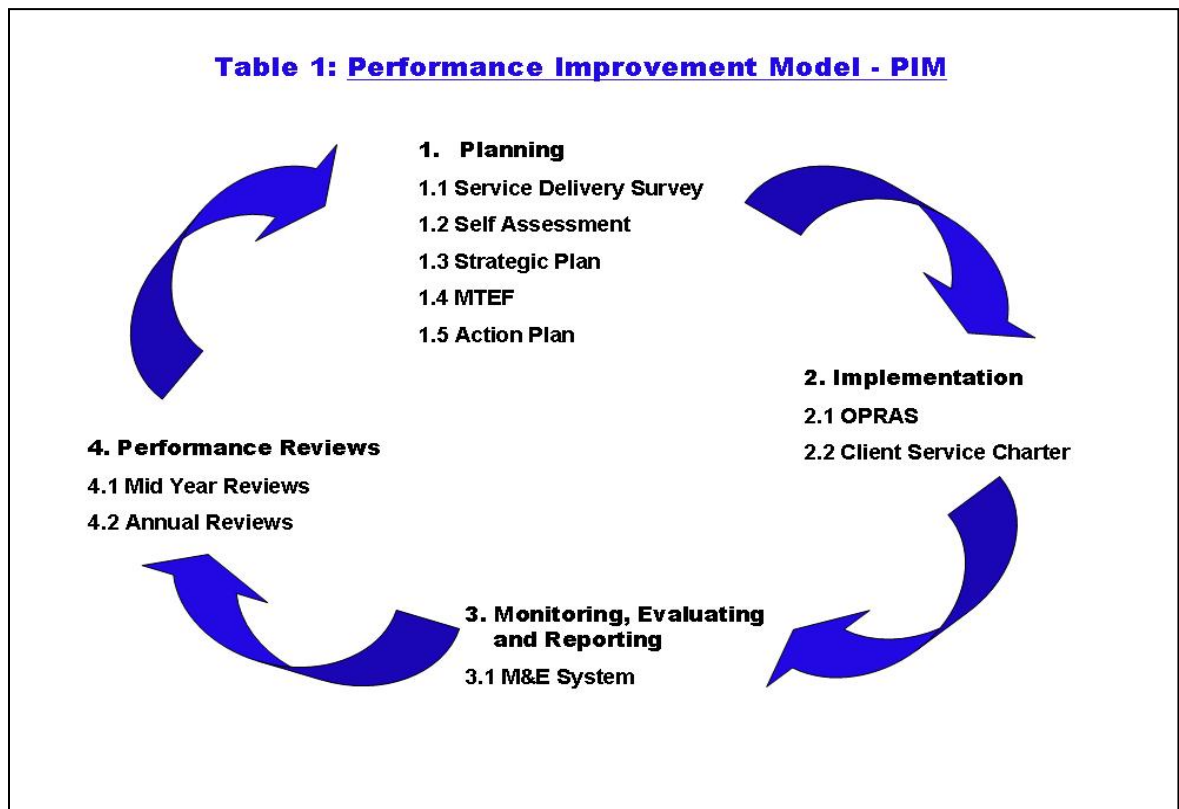
(ii) **Self Assessments-** Each MDA conducts internal organizational scan which focuses on internal customers using the European Foundation of Quality Management (EFQM) Model. Staff gives feedback on the quality of leadership, people's

management, policy and strategies, internal processes, stakeholders' engagement and resource management and services offered to customers. The aim is to assess the strategies applied in these areas and provide feedback on areas of improvements. This feedback is also an important input into the strategic planning process.

(iii)   ***Strategic Plans:***   MDAs prepare three years strategic plans which contain the Institution's Vision, Mission, core values, objectives, strategies, targets, indicators, results framework and monitoring and evaluation plan. The strategic plan, among other things, addresses areas of improvement indicated in both the Service Delivery Surveys and Self Assessment Reports.

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

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

3.3.2 <u>Stage 2: Implementation</u>

This is the second stage in installation of PMS. At implementation stage MDAs use (i) the Open Performance Review and Appraisal System (OPRAS) and, (ii) Client Service Charters (CSCs) for operationalising their Strategic plans, Operational plans and Annual Action Plans. **OPRAS** is a system which requires every public servant to sign an individual performance agreement with his/her immediate supervisor which sets performance targets for the year. The performance agreement contains objectives, targets, performance criteria and resources required for implementing the performance agreement. The agreement is the basis for staff performance appraisal. The performance agreement derives its annual targets from the annual plan and budget. This link cascades down the implementation of plan to individual staff and thus enhances individual accountability. On the other hand, each MDA is required to prepare a **CSC** that informs clients and stakeholders the type of services offered, service standards and service commitments, service delivery approach, the rights and obligations of the clients and complaints channel/mechanism in case the services offered are below the set standard.

### 3.3.3 <u>Stage 3: Monitoring, Evaluation and Reporting</u>

This is the third stage in PMS installation process. At this stage of Monitoring, Evaluation and Reporting, MDAs are supposed to use a Monitoring and Evaluation System (M&E System) for tracking, gathering, analyzing, interpreting and generating performance information on progress of implementation of its strategic plan against pre-determined indicators; and evaluating whether the interventions are achieving the intended results i.e. outputs and outcomes. The M& E system provides a link within and across the PIM components.

3.3.4 <u>Stage 4: Performance Reviews</u>

The fourth stage involves undertaking performance reviews i.e. mid and annual reviews using the PMS tools such as OPRAS, SDSs, SAs and M&E system. The results of performance reviews inform the next planning stage. This process is continuous and ongoing, i.e. the results of Performance reviews inform the next planning stage and the process starts again.

3.4 Installation of PMS in the Public Service Institutions in Tanzania

The installation of PMS using PIM centers on the strategic plans and starts with conducting SDSs and SAs and ends with implementation of M&E systems. In the first place MDAs are required to conduct SDSs and SAs as part and parcel of strategy formulation. These surveys would identify the areas of improvement from the point of view of the clients and stakeholders. Backed by the results of SDSs and SAs MDAs would then prepare three year strategic plans which would incorporate the areas of improvement identified in the SDSs SAs. The strategic plans would also incorporate critical issues identified during situation analysis (organizational scan), lessons learnt from implementation of past strategic plans as well as best practices from public service organizations from within and outside the country. The next steps in the installation process is preparation of a three year Medium Term Expenditure Framework (3 year Operational Plan and Performance Budget) based on the strategic plan; preparation of annual plans; implementation of the plans using various PMS tools, including OPRAS and CSCs; and, monitoring and evaluation of performance based on well defined M&E System. This PMS installation process is described in Table 2, below.

Table 2: PMS Implementation Approach in Tanzania
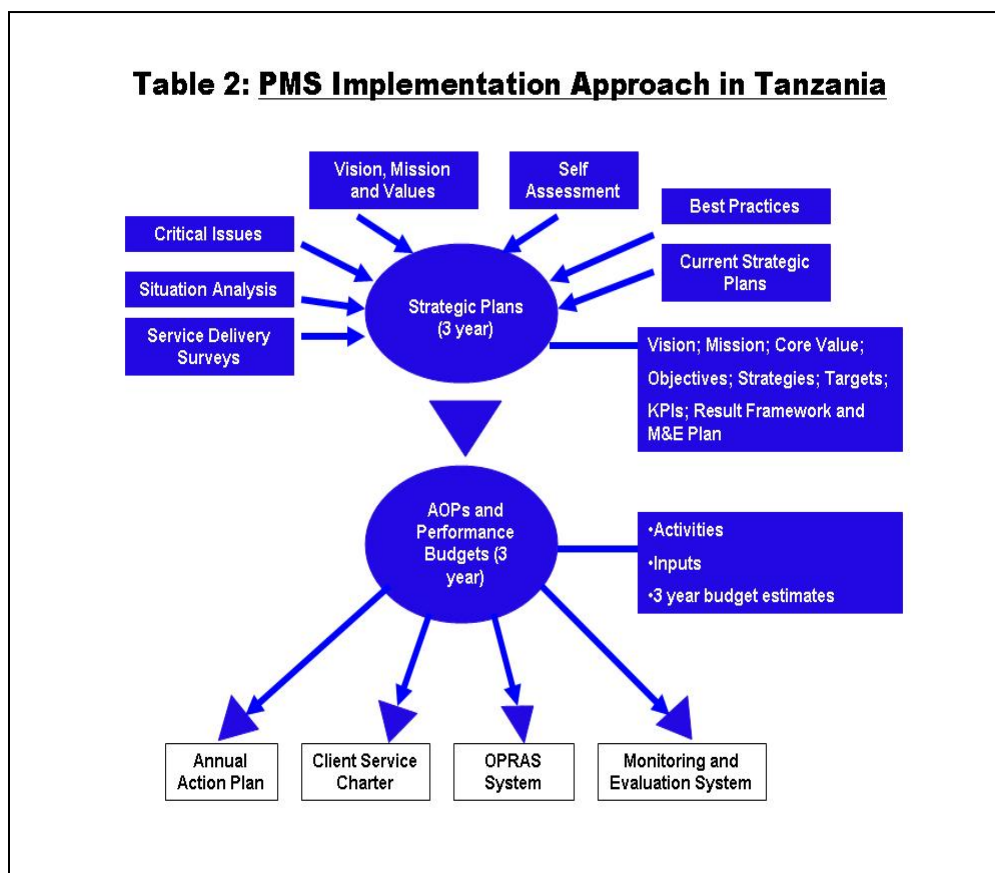
4.0 EXPERIENCES AND CHALLENGES

4.1 Achievements

Installation of PMS in MDAs has been undertaken with varied degrees of success. Initially PMS was installed in 26 Ministries, 9 Independent Departments, 28 Executive Agencies and 21Regional Secretariats. The process included carrying out SDSs, SAs, preparation of Strategic Plans, Operational Plans and Annual plans. Furthermore, OPRAS and CSCs were introduced in most MDAs. The Performance Improvement Fund (PIF) was made operational to allow MDAs access additional financial resources in support of performance improvement initiatives emerging from PMS installation and included retooling component. It is also worth mentioning that PMS guidelines and manuals were developed for use by MDAs. These included guidelines for OPRAS, CSCs, and Strategic Planning and Budgeting. These provided clarity and focus in PMS implementation.

There is a general acceptance among public service managers on the benefits of installation and application of PMS components in improving management of MDAs. Strategic Planning and MTEF have been harmonised and integrated. This has created a foundation for successful implementation and use of performance management systems in MDAs.

4.2 Experiences and Challenges

PMS in the public service of Tanzania has been operational for about 10 years. In spite of these achievements PMS still faces many challenges. We summarise some of the issues and challenges facing strategic and operational planning, service delivery surveys, self assessment programmes, Client Service Charters, Open Performance Review and Appraisal System (OPRAS), and Monitoring and Evaluation (M&E) systems.

(a) Strategic and Operational Planning

Tanzania has undertaken a number of initiatives aimed at improving performance in terms of planning, monitoring and reporting processes. The major objective is to get MDAs to focus on their outputs (i.e. what they produce) or their outcomes (what they achieve) and results rather than their inputs (the money they spend and the efforts). Strategic Plans usually cover 3 to 5 years while operational plans generally cover a period of one year. Tanzania's planning system is illustrated in Figure 2. In the course of instituting the strategic and operational planning tool or mechanism the following problems/and or challenges were encountered:[4]

(i)   Initially, Tanzania's planning process was characterized by overlapping jurisdictions especially at the institutional level. Whereas MTEF which overtime evolved into use as the Government's main plan was championed by the Ministry of Finance, the Performance Management Systems (PMS) which is a broader planning and monitoring system was championed by PO-PSM. The key players were acting unilaterally to address individual deficiencies. Furthermore there were duplications and unresolved links between planning levels (like the National Strategy for Growth and Reduction of Poverty (NSGRP), popularly referred to as MKUKUTA[5] and institutional plans), processes and systems. At operational level almost all MDAs tended to work from their MTEF rather than their sector plans or the PMS plans;

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[4] *Dr. Benson A. Bana, Performance Management in the Tanzania Public Service,* A Paper Presented at the Conference on Governance Excellence: Managing Human Potential" held at Arusha International Conference Centre, United Republic of Tanzania, from 2nd – 4th March, 2009

[5] MKUKUTA is a Kiswahili acronym which in English language denotes the National Strategy for Growth and Reduction of Poverty (NSGRP).
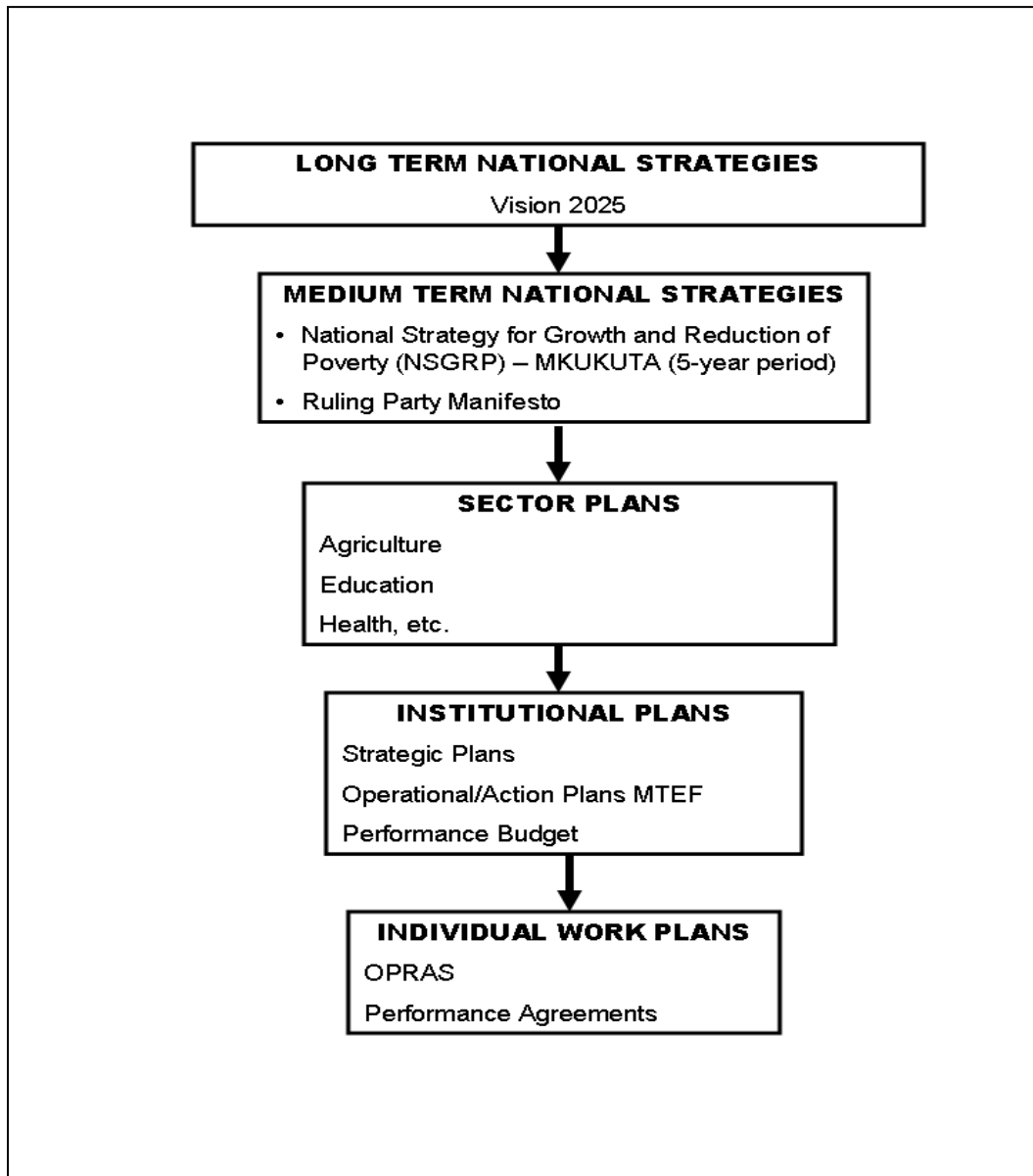
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Figure 2: <u>Strategic and Operational Planning in Tanzania</u>

(ii)   In some MDAs there is weak ownership of plans due to poor or non participation of top management during the planning process;

(iii)   The tools to help government plan were insufficient and the competency (knowledge and creativity) required to create high quality plans was somewhat inadequate.

Accordingly strategic and operational plans of many MDAs are still of poor quality. A major challenge facing MDAs is drawing up objectives and targets whish are SMART and outcome oriented;

(iv)   Sometimes Plans were not updated to reflect changing circumstances. Despite the level of detail contained in the MTEF and its use as a tool for tracking expenditure, the MTEF was not used as a tool to guide weekly operations at departmental level, and it was not adjusted to reflect the apparently lower-than-budgeted quarterly disbursement from the Ministry of Finance;

(v)   A lot of monitoring was taking place in Government. However, most of the monitoring was informal and often non-systematic.

With time and experience, however, some of these problems have now been resolved by harmonizing Strategic Planning and the MTEF. **Strategic Planning is now integrated into the MTEF. This is a three year rolling plan and it is technically the government's budget**[6]. Its expenditures are monitored and controlled through the Government's Integrated Financial Management System (IFMS)[7].

(b) Service Delivery Surveys

The SDSs were meant to provide input into the strategic planning process and provide baseline data. Still there are a number of challenges facing SDSs:

♦   In some instances, the surveys did not fully precede the strategic planning process and the results were fed in the process at a later stage;

♦   Some MDAs did not receive well the outcome of the surveys as the surveys pointed out their weaknesses and shortfalls;

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[6]   See United Republic of Tanzania (2005). *The State of the Public Service Report 2004*. Dar es Salaam: President's Office-Public Service Management, p. 56

[7]   Although the MTEF is three years, the IFMS works on a one year cycle.

♦ Costs of conducting the surveys brought in the issue of sustainability as the challenge is whether the MDAs would on their own be able and willing to commit resources for the exercise in the future.

(c) <u>Self Assessments</u>

Though, SAs component provided a systematic tool for assessing internal strengths and weaknesses, a number of issues and challenges need to be addressed:

♦ The EFQM model which originally guided self assessments in MDAs seemed to be too technical and complicated to the extent that its results in some instances were not useful to the strategic planning process.

♦ Some MDAs misunderstood the purpose of the exercise and defensively scored themselves very high because of the perception that a low score would impact negatively on their image, to the extent that the results did not reflect their strengths and weaknesses.

♦ As indicated, in SDSs, costs of SAs and sustainability have been an issue.

(d) <u>Open Performance Appraisal and Review System (OPRAS)</u>

As part and parcel of PMS OPRAS designed to manage individual performance in public service institutions was introduced in 2004. The OPRAS which aligns the objectives of the individual officer with that of the department/division/ unit/section to the objectives of the organization is intended to be used in all public service institutions. OPRAS replaced the 'Closed Annual Confidential Report System (CACRS) which was used before in order to assess the performance of employees in the public service institutions. The CACRS was limited and largely generated one-sided information on the performance of employees in the public service.

The OPRAS requires all public servants and their managers to develop their personal objectives based on strategic planning process and the organizations' respective service delivery targets[8]. To develop the individual performance plan both the supervisor and subordinate have to agree on performance objectives, performance targets, performance criteria and required resources in order to achieve the set targets and objectives. The appraisal system which provides the opportunity for

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[8] By organization we refer to the following: i.e. sector, department, division, unit or section.

dialogue between the appraisal and the appraised is more likely to improve performance than a system of staff appraisal which is closed and unilateral. More over, there must be Mid-Year Review (MYR), which is important in order to keep track of the employee-cum appraisee's progress in terms of meeting the annual personal objectives and to identify the resources needs that will be required to carry out the remaining six-months plan.

The installation of OPRAS by all MDAs has been made mandatory and the requirement is embodied in the Public Service Legislation[9]. About 2,500 public servants were trained on the use of OPRAS from the year 2004 to 2008. However anecdotal evidence reveals that:

♦ The adoption and institutionalization of OPRAS in the MDAs has been patchy. The compliance rate is estimated to be about 51 percent for, arguably, a variety of reasons[10].

♦ There are claims that the initial OPRA forms were overly complicated to complete and they were not context-sensitive to different professional cadres in the public service.

♦ Some public servants remained skeptical of their intended use especially for promotion purposes.

♦ Little dissemination took place at the middle and lower levels of the MDAs or in field offices. The prognosis however is for their increasing use as the staff becomes more familiar with the technique[11].

♦ In some MDAs, OPRAS lacks the support or push of the supervisors.

♦ At present universities are experimenting the use of OPRAS- Mzumbe University and Open University of Tanzania have been battling with unique challenges including of reporting to more than one superior on the part of academic staff.

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[9] See the *Public Service Act, No. 8 of 2002,* p.273; and the Public Service (Amendment) Act, 2007. p. 153. See also URT (1999) *Public Service Management and Employment Policy*, Dar es Salaam: PO-PSM. pp. 27-28.
[10] World Bank, (2008). *Implementation Completion and Results Report for a Public Service Reform Project (IDA-33000 IDA 3300A)* p. 13.
[11] Ibid. p. 13

(e) Client Service Charters

The CSCs were to be developed by all MDAs and Regional Secretariats. The charters were intended to support the peoples' demand for accountability at institutional level. The implementation of CSCs has been met with some challenges:[12]

♦ Most of the CSCs are not operational in the MDAs. They, thus remain internal documents that are not influencing service quality,

♦ Citizens are not using them for demanding services;

♦ In some instances, the service standards set in the charter were either overambitious or too trivial.; and

♦ MDAs have not monitored the impacts of the charters and have not reviewed or amended them to generate greater legitimacy.

(f) Monitoring and Evaluation

Successful implementation of strategic and operation plans require a full fledged Monitoring and Evaluation (M&E) system. Useful information pertaining to the implementation of the plans must be collected from different data sources, including surveys; routine component level monitoring reports; and routine activity-level monitoring reports. Key information products must be produced including semi-annual progress reports; annual progress reports; mid-term evaluation reports; phase completion reports; and impact evaluation reports. The information generated must enable different stakeholders to determine whether the strategic and operational plans are achieving the intended strategic goals and objectives or not. These are in terms of outputs, outcomes and impact of the plans.

The public service in Tanzania using different data sources and data gathering instruments has developed a culture of producing progress reports on the implementation of strategic and operational plans every quarter, six months and year's end reports to the stakeholders. On the other hand, there are still a number of issues and challenges in that regard. These include the following:

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[12] World Bank, op.cit. p. 13.

- A need for incentives to monitor and evaluate within MDAs and across the public service is still a challenge

- Too much focus was put on the technological part and computerized systems rather than institutionalization of the basic concepts of M &E

- HR capacity in M&E is still a challenge in the public service bearing in mind that the field is relatively new

5.0 CONCLUSIONS AND LESSONS

This paper has discussed the Tanzania experience in installing PMS, its achievements, issues, challenges and lesson learnt during implementation of PMS. The major lessons are that, since installation and effective use of the PMS components involve behaviourial change, the process should be designed as a long-term endeavor, focus on a broader integrated PMS while trying as much as possible to sustain the momentum of change. As the focus shifts from PMS installation to making MDAs use the tools to improve the management of MDAs, it will be necessary to pay attention to a number of issues and challenges and learn from them. The more important lessons include the following:

(i) **Effective ownership of the PMS process by the MDAs**

Initially the PMS process was implemented in a supply driven basis by POPSM by determining the systems to be installed and timing of their installation. There was inadequate consultation with MDAs in planning as well as participation of top level management during the installation process. To be more effective, the process needs to be owned and driven by the MDAs themselves. This approach is now being applied in Phase II of PSRP.

(ii) **Continuous Capacity Building on PMS matters across the Public Service**

Most of the PMS concepts are still new to most of the public servants. Thus intensive training and retraining is required on continuous basis to ensure that the PMS concepts are institutionalized and embedded across the public service. The emphasis should be on how the PMS components can be used to enhance performance of employees, the MDAs and service delivery.

(iii)   **Continuous Development of PMS Guidelines and Manuals**

The guidelines and manuals used by Government facilitators and Consultants during the PMS installation process were not clear and detailed enough. On the part of the MDAs, it becomes difficult for them to sustain the introduced changes without clear guidelines and manuals to refer to. The focus should be on continuous review and development of clear and detailed guidelines and manuals.

(iv)   **Establishing Proper linkage between the PMS Components**

Installation and implementation of the components in MDAs was frustrated by poor linkages, absence of coherence and integration within and across the PMS components. Effective operation and positive impacts on MDA's use of the eight PMS components depends on their effective linkage, coherence and integration within and across them. Since the PMS components were meant to be dependent and operate in unison, the emphasis should be on establishing coherence and making sure that MDAs understand clearly the linkages within and across the components.

(v)   **Continuous Improvement of the PMS Process and Components and Documentation**

The PMS process was done without adequate attention to reviewing, redesigning and documenting processes and procedures within and across the components. Adequate attention should be given to improving the quality of PMS process and components and their documentation including increasing the number of components whenever need arises.

(vi)   **Linking PMS Process with Incentives, Rewards and Sanctions**

The PMS process was not linked with incentives, rewards and sanctions. Future work in the area should explore the application of the incentives, rewards and sanctions above.

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