
ANALYSIS OF PERFORMANCE INFORMATION USE IN TANZANIA: INSIGHTS FROM TANZANIA PUBLIC SERVICE COLLEGE, TABORA

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Abstract

This paper attempted to analyze how public managers use performance information at Tanzania Public Service College (TPSC), Tabora campus. It based on self-reported performance information. We systematically reviewed the TPSC Self-Evaluation Study Report (2019); TPSC Service Delivery Survey report, 2016; TPSC steering committee report, 2017; and TPSC performance reports of 2016-2019. This review was corroborated with interviews from 89 respondents and Focus Group Discussions (FGDs) to offer the following insights: First, despite the presence of sound governance structures in TPSC and adherence to the public service rules and regulations, there is a weak purposeful use of performance information by public managers at TPSC to improve organizational performance through their decisions. This can be attributed to the nature of vertical information flow in TPSC. Second, there is weak culture of performance information use, paucity of performance information, lack of institutionalization of information and support from TPSC top leadership, which could facilitate strong internal use of performance data and in turn, improve organizational performance. Based on the findings, the paper offers recommendations to encourage performance information use at TPSC and NACTE, and points to new avenues for future research.

Keywords: Performance Information Use; Performance Management; National Council for Technical Education

1. Introduction

There has been colossal investments in the amount of resources spent on measuring organizational activities and results, collecting information and summarizing it in performance reports, expecting that public sector managers will use the information for decisions which will translate to better results in today's public sector (Holm, 2018; James, 2010:399). While the cradle of this tendency can be traced from the classical public administration (Simon, 1937), it has become ubiquitous and a leitmotif in the

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reformation of public sector in the previous two decades (Holm, 2018; Hood, 1991; Pollitt and Bouckaert; 2017; Barrows, et al.2016; Kroll, 2015).

Performance information is important to the delivery of efficient and effective services in the public sector. Often times, it serves as a fundamental resource for delivering appropriate services and good outcomes for clients. Without access to reliable and timely information on the citizens' needs, public servants will often be unable to deliver quality products and services, as a result, wasteful and procrastination in service delivery may occur (Smith, 2005:213).However, despite being the most widely used diffused management practice to emerge under aegis of New Public Management reforms (NPM) agenda. Performance Information Use (PIU) is still in its adolescence stages (James and Ho, 2018:1; Baekgaard and Serritzlew, 2016:73; Holm, 2018:16; Barrows et al., 2016; Kroll, 2012).

Ironically, even though the effects and merits of this management practice remains mercurial and polymorphous (Pollitt, 2006; Van Doreen and Van de Walle, 2008; James and Ho, 2018; Holm, 2018), public organizations have increasingly used it to become more performance oriented. For example, the OECD (2005) has chronicled the use of PIU by the government to enhance planning function, and control systems to improve decision-making. Similarly, Behn (2003) single out the purposes of performance measurements, which inter alia, include, to evaluate, control, budget, promote, motivate, learn, celebrate and improve.

Parenthetically, Moynihan (2009:593) offers four conceptualization of PIU: first and foremost, is purposeful, which is conceived as creating organizational improvements; secondly, passive use, a situation where managers do not react to information; third, political use, which is about advocating for political principals; and fourth, pervasive use, which entails dysfunctional behavior where results are either the results of gaming or come into conflict with high level goals. The above conceptualization implies PI is very crucial and has multiple uses in organizations.

The research in the line of Government-Citizen Performance Information angle, indicates that Performance Information (PI) have been used by citizens to cater for their "yes" or "no" votes to politicians during elections (James and John, 2006; Walker et al., 2018). Similarly, when PI is linked to cost information, it can be very instrumental for citizens in the sense that relative Performance Information data can be effectively used for comparative purposes and therefore, affect perceptions of performance (Baekgaard, 2015; James and Mosley, 2014). Besides these conceptual clarifications and burgeoning research outputs on PIU (Moynihan, 2008; James and Ho, 2018; Holm, 2018), there is dearth of research and comatose of evidence about PIU in Africa generally and Tanzania in particular. This paper attempts to contribute to the knowledge of PIU practice by snowballing James's (2011:399) intellectual call to assess information "in different service contexts coming from different information sources" and James and Moseley's (2014:505) advise to adhere to "multi-dimensional information".

2. A Study Context

While improvement of effectiveness and efficiency of the Public Service through training and other interventions is the sine quo non for performance-oriented public service, the government of Tanzania did not have a comprehensive college catering for the holistic development needs of the public service in an integrated form up to 1999. Accordingly, Tanzania Public Service College (TPSC) was established in 2000 as an Agency as per the provisions of the Executive Agency Act of 1997. The college is under the President's Office Public Service Management and Good Governance (PO-PSMGG), it was established under the comprehensive three phases Public Service Reform Programme (2000-2011) whose main aim was to transform the public service into an organ that has capacity, systems and culture of offering customer – oriented services, and a culture of continuously improving these services.

Phase One of the PSRP (2000-2004) concentrated on installation of strategic process for sustainable performance improvements, phase two (2005-2008) instituted a performance management culture, and phase three (2009-2011) established quality improvement cycles. TPSC falls within Leadership, Management and Governance component of phase one of the PSRP. The other phases included: Performance Improvements, the Executive Agencies Programmes, Private Sector Participation, Management Information Systems, Programme Co-ordination, Monitoring and Control (URT, 2000). The main focus of the college is "performance improvement" programmes, although it also offers some professional programmes designed to prepare school leavers for meaningful career in the public service and also a viable career option to the private sector (URT, 2000).

2.1. Problem Statement

From its inception 19 years ago, TPSC has been receiving performance information reports from various institutions, such as the office of Controller and Auditor General (CAG), Internal Audit unit, Campuses, and Regulatory Authorities such as the parent ministry (PO-PSMGG), National Council for Technical Education (NACTE) and Tanzania Commission for Universities (TCU) among others. This study therefore attempted to establish how managers at TPSC use performance information from various sources to improve performance. As succinctly advanced by Smith (2017:215) that managers need detailed performance information to ensure that the organizations meet its objectives and interpretive and contextual data to understand the divergence and possible redress interventions.

Since we also understand that various performance data users have different performance information needs in terms of content, breadth, depth, frequency, precision and timeliness as per their accountability relationships, single source and type of data will not serve the purpose. Hence, there is a need to focus on how the available data sources can be best utilized to improve organizational performance (Kroll, 2013). Similarly, because we are aware that Performance Management is a mongrel concept, we attempt to contribute to the study of PIU by specifically examining *how public*

managers at Tanzania Public Service College use performance information to improve organizational performance.

To achieve that, this study banks on previous studies by building on Walker, *et al.* (2018) studies which examined information sources and types. Thus, the study examined two service areas: TPSC Core business (Training, Research and Advisory services) and institutional capacity. In so doing, we hoped to make a novel contribution to the topic by using the case study beyond United States and European cases, which have dominated the related research over time. The study was guided by the following objectives:

1. To ascertain the improvement of the skills and competencies, of pre-service and post-service students at TPSC with the view of improving public service delivery.
2. To assess the human and Institutional capacity of the TPSC using National Accreditation Council of Technical Education (NACTE) Standards.

The above objectives facilitated assessment of self-reported information use similar to previous studies by Moynihan and Pandey (2010) and Hammerschmid, *et al.* (2013).

3. Literature Review

Before delving into the crux of the literature review, there is a need to offer some terminological ground clearing. In the next section, I will adumbrate the key terms underling the topic of the study. What I mean by these terms is as follows:

3.1. Organizational Performance

Since there is considerable complexity in performance measures, the concept of performance is also contested and multi-dimensional (Walker, *et al.*, 2018:2).The complexity is brought by the range of conceptual dimensions of the term, interests of stakeholders, types and sources of data (Anderson *et al.*, 2016). Literature on PI proposes two models to measure performance both contain sequence of steps in a “service production process” (Boyne, 2002:17).

The first is described as ‘economy-efficiency-effectiveness’ (3Es) model and the second is the ‘inputs-outputs-outcomes’ (IOO) model which examines the sequence of inputs, outputs, and outcomes, where inputs are akin to economy in the 3Es model. Outputs are the results of production process and encompass both quality and quantity. The ratio of outputs to inputs is the efficiency. Outcomes are the final objective of target of the policy or service interventions (Behn, 2014:137; Lyn and Robichau, 2013:218). Walker, *et al.* (2010) expounds the concept to include concern for governance dimensions, such as accountability, respect for human right and probity.

3.1.1. Performance Information

It is conceived as information on organizational performance; it may be in the form of quantitative or qualitative indicators (Baekgaard and Serritzlew, 2016:73). Practically,

performance information is used to describe outputs, outcomes, and responsiveness of public services and avails the citizens and service users with information that make them more knowledgeable, to voice their concerns and choice of services.

3.2. Performance Information Use and Organizational Performance

The proper use of performance information, in tandem with the responses from politicians and public managers can improve the quality of public services and make them more responsive to the users (James and John, 2006; James and Moseley; 2014; Walker *et al.*, 2018). To public managers, PI can provide information on the status of the services delivered and point to the areas that need immediate interventions to improve services. Performance management experts insist on the published information, because the relative overall performance information of the entities responsible for public services offers useful information for managers and citizens (James, 2010:401). Information about relative performance is useful as it is used to compare the targets against the achievements. Moreover, information can as well be used in the context of comparing the performance of public bodies delivering similar services, for example, ministries, departments or agencies. Likewise, public managers may use the information to understand the level of performance of their organizations, in so doing PI provide the feedback loop to managers (Ibid).

In the United Kingdom for example, all political parties jointly produced the “citizen charters” in 1991, which advocated for significant increase in the quality of outcome-related performance information to be availed to the citizens and their representatives with the belief that provision of the information about outcomes will lead to improved service delivery (Smith, 1993:16). By and large, performance information is among others associated with enhanced control of the public sector, because through taxation, citizens bankroll public service delivery, as the results, they would wish to see such resources are well spent by demanding accountability from the public sector organizations (Smith, 1993:137). Therefore, availing performance information to the citizen assists them to hold the public organizations accountable.

Similarly, a study by Barrows *et al.* (2016) in the United States reported that access to performance information influence citizens’ evaluations of local quality services. To the contrarily, Baekgarard and Serritzlew (2015) warn that access to information can not automatically increase knowledge about the performance of the government as oftentimes the interpretation of objectives and clear performance information is marred by biasness of the receivers, meaning that PI uses is at times subjective.

Along the same line of thinking, Martin and Smith (2005:611) argued that to better analyse individual performance indicators, one should have a clear understanding of other exogenous factors that affect performance and how to measure them. Thus, Holme (2018) offered a candid advice on how to turn information (data) into meaningful information to be used by managers to change an organization; the first approach is what he called the “problem solving approach” whereby improvement will be attained through three consecutive phases, namely, identification of problem, delving for

problem solution, and execution of appropriate solution. The second approach is by creating improvements from success whereby organization could build competencies through exploitation and utilization of tacit knowledge about functional outcomes.

The logic behind PIU is that governments have to justify their expenditure by accounting on what has been achieved, in order to ensure that resources are spent effectively and efficiently. This is the reason as to why public organizations collect information on the impact of their services and report to the public (Kroll, 2012:2). In this paper, the focus is on the “purposeful” performance information use with the intention of learning to control and improve service delivery.

3.3. Stakeholders, Data Sources and Types

Literature suggests that performance-reporting using summary cues can provide the information needed to facilitate informal citizen participation in a system of democratic control over local public services (James, 2010:400). Research evidence further indicates that performance information is unlikely to be neutral because it may be received, processed, and acted on by stakeholders differently (Ibid). The above position suggests that understanding the data types and sources is crucial for organizational performance information data uses.

In the public service for example, performance information is normally the product of audit bodies, which are independent from the service provider entities as a source of data (Boyne *et al.*, 2008; Hood *et al.*, 1999). However, despite being independent, audit bodies are also susceptible to biasness which may compromise the “neutrality of the information” provided (James, 2010:403). To avoid biasness and compromise to information, Walker *et al.* (2018:2) proposed a construct, which includes a range of conceptual dimensions of performance, interested stakeholders and different types and sources of data. The construct categorized stakeholders into internal and external, and conceived data types as perceptual and archival. Internal stakeholders in the organization include staff and management and the types of data produced are called perceptual data, which may be in form of performance outputs such as students’ academic performance. The main purpose of this information is internal control and assisting the managers to evaluate their performance, and therefore of limited interest to the citizens (Smith, 1993:136).

The external stakeholders are the citizens or consumers of services who are interested in the outcomes of the services or impact of the interventions, such as workplace performance of the graduates or policy. What Stewart (1984) has christened programme accountability; it is for this purpose that outcome related information is most important because it enables the external stakeholders to make informed judgments about organizational performance. On the data types, archival data which are internal to an organization includes business process such as class tests, curriculum reviews, and students’ class attendance, whereas external archival data includes organizational performance reports such as audited reports, examinations results, etc. (Walker, *et al.*, 2018:3).

3.4 .Contested views on the use of Performance Information

Pollitt (2006) departs from the conventional PI use and advanced Performance Information non-use by reporting that politicians and citizens rarely value performance information. The position which is also supported by Ter Bogt (2004), by sharing the case where Dutch aldermen were careless about data from performance reports. The non-use can be associated with several reasons, one being lack of knowledge of which data mean to practice (Knoll and Moynihan, 2018).

4. Methodology

4.1. Research Approach

This study invoked interpretative paradigm approach; the interpretative perspective allowed adoption of qualitative approach which facilitated maximum understanding of perception of reality of the actors (Morin, 2003:23).

4.2. Research Design

The research was based on a descriptive survey and case study approach which used qualitative and quantitative research methodologies. A qualitative research approach was chosen primarily because it involved an in-depth study of variables under investigation. Although qualitative methods dominated the study, it was triangulated by quantitative data collection with structured questionnaires administered to respondents to strengthen validity and reliability of the findings.

The choice of educational institution augurs well with theoretical focus in performance matrix in complex public service (Moynihan, *et al.*, 2019:4). Educational service is full of multiple and conflicting goals, which calls for an in-depth professional knowledge and how to produce intended outcomes.

4.3. Sampling

The Study much as possible sought views of different stakeholders. The sample therefore was selected to represent the various stakeholders of TPSC. Table 1 below indicates the sample.

Table 1 Sample Selection

s/n	Category	Sample number	Actual response	Percentage (%)
1.	TPSC management	8	4	50%
2.	TPSC Tabora management	8	5	62%
3.	Academic staff TPSC	15	12	80%

s/n	Category	Sample number	Actual response	Percentage (%)
4.	Sponsors/parents	3	2	66%
5.	Students (Certificates/Diplomas)	68	59	86.7%
6.	Employers and Regulatory Authorities	40	7	18%
	TOTAL	142	89	

Source: Survey Data, 2019

4.4. Data Analysis

Borrowing from Strauss and Corbin (1990), and Miles and Huberman (1994), a qualitative content analysis of the interviews and TPSC Service Delivery Survey report (2016), Special Steering Committee report (2017) and performance reports (2016-2019) was done. The content analysis led to identification, codification, and categorization of the main trends that emerged from the data. This approach facilitated systematic and precision analysis of data.

The above information was triangulated with the information obtained from interviews, Focus Group Discussions (FDGs), and questionnaires and subjected to detailed analysis based on the need and objectives to be answered. Financial projections were analyzed using trend analysis, graphs and tables. The deliverables were also analyzed using specific graphs and data were disaggregated according to selected variables. Qualitative data were analyzed using a matrix to represent the views of stakeholders on the college performance. Scenarios and case studied depicting the views of some stakeholders; especially the beneficiaries were also undertaken. Quantitative data were collected and analyzed through frequencies and percentages.

5. Results and Discussions

This section adumbrates the key findings of the study as revealed from the research objectives and coalescing with key themes from the literature.

Objective one: To ascertain the improvement of the skills and competencies of pre-service and post-service students at TPSC with the view of improving public service delivery.

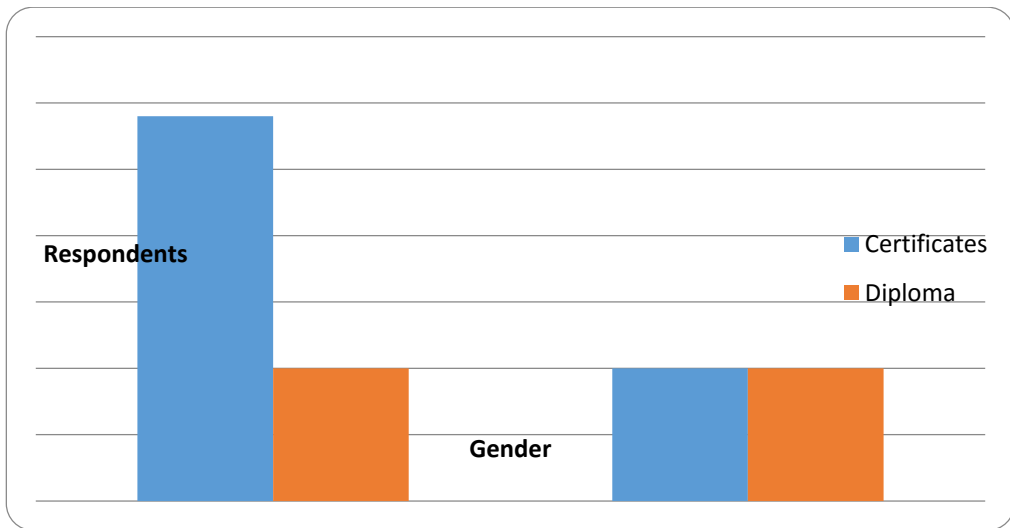
Demographic Findings

The findings were generated from multiple sources. The former students and current students were one of the key sources of information through the administration of

survey instruments. Interviews were conducted with TPSC Tabora management and supplementary information was obtained from existing documents.

A survey instrument administered to a total of 59 current students indicated that 52% were in-service students (15 male, 16 female) and 48 (24 female, 4 male) were private students. This suggests that more public servants are using the college service. The findings collaborated what Mzumbe University reported (2016:33) that 94.8% of the respondents reported to use the college services, while only 5.2% indicated that they never heard about the college. The results are summarized below:

Figure 1 Respondents by Gender and programmes



Source: Survey Data, 2019

The findings further indicated that there are more female students as compared to their male counterparts at TPSC Tabora. Overall, the findings suggest that 66% of the respondents were female and 34% were males. This implies gender sensitivity at TPSC. Furthermore, the review of data from current students revealed that 792 (219 male, 573 female) are on certificates, while 1,579 (338 male, 1,241 female) are on diploma programmes. The Secretarial programmes appeared to be more popular than other programmes, partly because this is where government sponsors majority of the students. However, while the number on the other programmes (Records management and Human Resource management) is still small as compared to those of the fully sponsored secretarial programmes, the numbers point to a potential that can be exploited by the college to sustain the programmes. A trend analysis of Students enrolment at TPSC Tabora is presented below:

Table 2 Trend Analysis of Students Enrolment at TPSC Tabora

Year	Male	Female	Total
2012/2013	942	2,217	3,159
2013/2014	957	2,233	3,190
2014/2015	845	1,971	2,816
2015/2016	716	1,670	2,386
2016/2017	691	1,611	2,302
2017/2018	607	1,415	2,022

Source: TPSC Tabora College Examination Records (2012 – 2018)

Table 3 Trend Analysis of Staff Statistics at TPSC Tabora

Year	Male	Female	Total
2012/2013	79	20	99
2013/2014	71	25	96
2014/2015	66	28	94
2015/2016	55	20	75
2016/2017	47	20	67
2017/2018	46	23	69
2018/2019	40	24	64

Source: TPSC Tabora College Staff Statistics (2012 – 2019)

Table 3 indicates the decrease in staff ratio due to a number of factors, such as, natural cause, retirements and legal requirements to comply with NACTE standards.

TPSC Core Objectives and Relevance

This theme examined the assumptions that gave rise to the problems and issues that arise during the implementation of the college mandate as well as continuing validity. The study also assessed the beneficiaries, Ministries, Departments and Executive Agencies (MDAs), Students, Parents and other beneficiaries’ perceptions of appropriateness of TPSC institutional framework to achieve her objectives. This also

includes assessing the relevance of the strategies and approaches being used by the college to address challenges. To address the above, key stakeholders including the Tabora and college management (which represent the key decision makers), the college teaching staff and support staff were interviewed. The current and former students were also surveyed. The emerging views of each of these stakeholders are disaggregated by respondent category. Further, the views are disaggregated across the broad goals and objectives of TPSC, which involved improving the skills and competencies in Leadership, Administration and office administration.

Consistency in Improving the Skills and Competencies

This objective is consistent with Tanzania Public Service College establishment order section 4.4. The context and relevance of the college was assessed from the viewpoint of TPSC management, member of academic staff, employers, current and former students. The responses are presented next:

College Management

Information from this category of respondents was gathered from two ways. First, it was during the meeting with the management. This interaction focused on the basic governance issues, structure and college mandate. The second level of engagement was during the subsequent one-to-one in-depth interviews with members of the management team. The findings that emerged out of the review in regard to context and relevance of the college programmes was the extent to which previous evaluations had informed the current evaluations. While the interviews from the management respondents generally indicated that TPSC programmes were still relevant, there was a need to have views and concerns of different stakeholders taken into account to achieve broader college goals. The respondents therefore called for a need to integrate previous evaluations of the college to any efforts at revising the college's programmes. Findings from those previous evaluations could be used to improve the governance and delivering of the campus services. This is key observation that touches on the utility of evaluation to guide evidence-based decision-making and promotion of accountability. One key informant noted that:

“Evaluation should not be done for the sake of producing records but the findings must be shared and disseminated to multiple stakeholders and guide effective utilization of evaluation findings”. (July 2019)

Members of the management team who indicated the need to continuously review the college's curricula also lauded the relevance of the TPSC's programmes. The position which is also shared by Marijani (2018:37) who proposed that “to make TPSC curricula more professional, a review should include the management development principles and values, which include the insertion of good governance principles and practice modules”. Unfortunately, the current review revealed that some curricula had not been reviewed up to the time of writing this paper.

Employers

One of the reasons of its establishment, TPSC needs to produce graduates with skills and competencies that are effective in running the public service. This study revealed that there is a lack of general awareness of TPSC's products from the employers, mainly the Government Ministries, Local Government Authorities (LGAs), Government Agencies and parastatals. The findings are similar to what Mzumbe University (2016:59) reported, that out of 678 respondents, only 49.4% indicated that they are satisfied with TPSC's products and services, where 17.5% disagreed on the products and services. This implies that TPSC should invest more in reviewing and publicizing her products and services. This position was also echoed by Marijani (2018:142), who reported that TPSC should create massive awareness of its products and services as to date some parastatals and Local Government Authorities (LGAs) are not aware of TPSC's mandate.

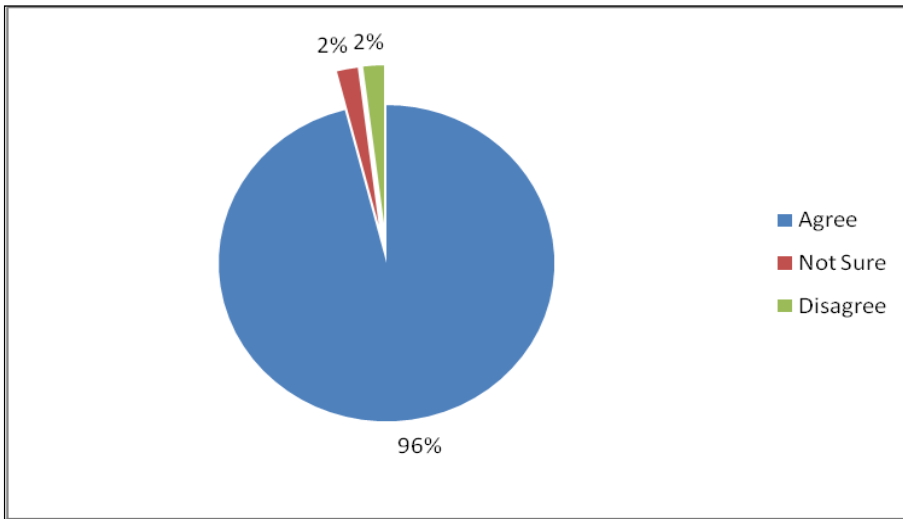
Academic Staff

The focus-grouped discussions were invoked to elicit information from the members of academic staff. By and large, they were supportive of the relevance of TPSC's products and mandate. However, they noted that in reality, capacity was still lacking in some areas such as research, publications and advisory services. To complement TPSC's relevance, it was also reported that the college has attracted over 300 applicants for March, 2019 intake only, this number is indicative of how relevant the TPSC's programmes are in covering the competencies and skills gaps as far as capacity building in public service is concerned. It was further reported that TPSC was involved in the joint design of Anti-Corruption and Good Governance short course programmes with the Anti-Corruption Center for Education and Research, in the School of Public Leadership, Stellenbosch University (SU), and School of Public Management, Governance and Public Policy at the University of Johannesburg in South Africa to cater for advisory services in the public service. These initiatives are expected to build capacity to members of academic staff in research and consulting skills areas.

Students

The current students were surveyed to rank the TPSC's programmes on whether they suited their needs and context, design and implementation. The findings indicated that 95% of the respondents agreed that the courses were relevant and in line with the context and their needs, 2% disagreed with this fact. In addition, 3% of the respondents were not sure if TPSC programmes were relevant. The summary is depicted in the figure below.

Figure 2 Relevance of TPSC Programmes According to Current Students



Source: Survey Data (2019)

Generally, the responses from the current students on the relevance of the TPSC programmes were measured from four aspects of the course relevance, namely: relevance of the courses to student’s career, the course contents, the design and implementation of the course and facilitation. The next table summarizes the responses:

Table 4 Relevance of TPSC programmes According to Current Students

No.	TPSC Course is	Agree %	Not Sure %	Disagree %
a.	Relevant to my career prospects	97	2	2
b.	Challenges my thinking and ideas	95	3	2
c.	Encourage me to read widely	92	5	3
d.	Facilitate me with learning opportunities	96	2	2

Source: Survey Data, 2019

Table 4 above indicates that 97% (38 female, 19 male) of the students agreed that TPSC courses were relevant to their career prospects. Moreover, analysis indicates that of these respondents 31 were public servants and 26 were from private sector; suggesting that both public servants and private sector employees evaluated the programmes relevance favorably. Generally, the respondents indicated that the TPSC’s programmes

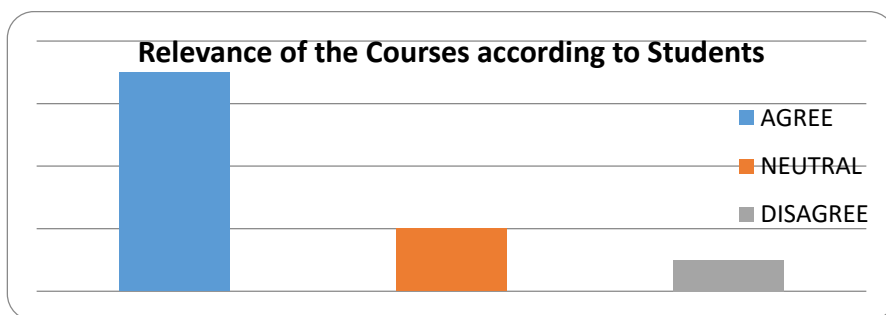
were still relevant in addressing concerns in the current day to day issues that affect public and private organizations.

On whether the courses were challenging their thinking and ideas, it was reported that 95% (36 female, 20 male) of the respondents agreed that the courses were challenging their ideas, while 3% (2 female) were not sure and 2% (1 male) did not agree with the statement. Further analysis revealed that 31 of the respondents in agreement were public servants, while 25 were non-public servants. The respondents were also asked if the courses required them to read widely. The results indicated that 92% (37 female, 17 male) of the respondents 29, public servants and 25 non-public servants agreed to this questions, while 5% (2 female) were not sure, and 3% (1 male) didn't agree.

Equally, the analysis revealed that 96% (38 female, 19 male) of the respondents agreed that the courses availed them with relevant learning opportunities, while 2% (1 male) were not sure, and 2% (1 female) disagreed on the applicability and relevance of the courses to their career (Shorthand and Hatimkato). Considering those who agreed on the opinion of availing relevant learning opportunities, 30 respondents were public servants, and 29 were non-public servants.

This study went further and captured the views of former students as well. The former students were asked the extent to which they felt that TPSC programmes as designed and implemented, still suited context and needs. The analysis revealed that 75% of the respondents agreed that indeed the courses are still relevant and suited to context, compared to 80% who disagreed with this fact. About 17% of the respondents were not sure if the courses were still relevant. The summary of these findings are presented below in Figure 3.

Figure 3 Relevance of TPSC Programmes according to former Students



Source: Survey Data, 2019

Moreover, the students' views regarding the relevance of the courses were assessed from three aspects of the course relevance, namely: whether the course challenged their thinking, whether the course in its design and implementation encouraged reading widely and facilitation of further learning opportunities. Table 5 presents the results of how the students responded to each of these aspects.

Table 5 Aspect of Courses Relevance According to former Students

No.	Course is:	Agree %	Not Sure %	Disagree %
a.	Relevant to my Career prospects	100	0	0
b.	Challenges my thinking and ideas	34	33	33
c.	Facilitates me with relevant learning opportunities	67	33	0

Source: Survey Data, 2019

From the above table, all respondents agreed that the courses were still relevant to their career prospects. The respondents also agreed that TPSC programmes were still relevant as they address the daily concerns in their organizations. On whether the courses had challenged their thinking and ideas, the review found that 34% of the respondents were in agreement to this fact, while only 33% were not sure and 33% were in disagreement. The respondents were further asked if the courses encouraged them to read widely. The analysis revealed that all (100%) respondents agreed to this question. Moreover, analysis revealed that 67% of the respondents agreed that the courses facilitated them with relevant further learning opportunities, while on the other hand, 33% were not sure of this fact. This indicates a need to review the curricula frequently.

Objective two: to assess the human and Institutional capacity of the TPSC using National Accreditation Council of Technical Education (NACTE) Standards. This objective was assed using ten (10) NACTE standards to assess TPSC Tabora effectiveness in meeting institutional purposes:

Standard One: Institutional Vision and Mission

Evaluation against this standard revealed that TPSC guiding statements are still relevant, and in line with the mandate of the President's office, Public Service Management and Good Governance (PO-PSMGG) under which TPSC falls and augurs well with NACTE guidelines. However, some members of the management team were of the view that the mandates have changed due to the establishment of Uongozi Institute (Institute of African Leadership for Sustainable Development) in 2011, Tanzania Global Learning Agency (TAGLA) in 2011 and issuance of various circulars which give similar mandates to the Local Government Training Institute (LGTI) Hombolo and the Institute for Judicial Administration (IJA) to cater for local government and judicial staff respectively. Such development requires TPSC's vision, mission and programmes to be refocused to reflect the new realities. One member from the management team strongly indicated that:

"The relevance of TPSC had to be measured against the current changes which are different from the assumptions that were held at the launching of the college in 2010" (July 2019).

Similar observations were also raised by the steering committee on the Transformation of Tanzania Public Service College to a full-fledged staff college (2016:46) and Marijani's study (2018:135) who both recommended critical review of the college plans, available structures, systems, and establishment order to ascertain the college performance.

Standard Two: Governance and Administration

Evaluation against this standard revealed that Ministerial Advisory Board (MAB) and the Sub-Committees meet every quarter. Therefore, they meet four (04) times a year, and can hold extra-ordinary board meeting whenever necessary as the chairperson deem fit. The college management team meets twice a year and the campus management team meets every month. The meetings are also reflected in the College Almanac. Generally, there is very close cooperation and participation of all college governance institutions. The MAB advise and approve the examination results, college plans, programme and by-laws on time, and assist the college on all technical issues with the parent ministry, regulatory organs and entire public service. Therefore, it was established that TPSC have relevant governance framework for better service delivery.

Standard Three: Institutional Integrity

Evaluation against this standard revealed that to foster integrity and honest at TPSC, before 31st December of every financial year all TPSC management teams from Principal, to Directors up to the Heads of Departments (HoDs) fill the Assets and Liabilities Declaration forms for Public Leaders as per the Public Leadership Code of Ethics Act No. 13 of 1995. This is done to monitor the ethical behavior and conduct of staff. Also, all appointed new leaders are required sign the integrity pledge before they assume their offices. Moreover, the college included two national crosscutting objectives in her strategic plan, namely, the "HIV and AIDS and Non-Communicable Diseases (NCDs) infections reduced, and supportive services improved; and "National Anti-Corruption Strategy Implementation enhanced and sustained. These two strategic objectives are implemented through the provision of sensitization trainings to all TPSC community (staff and students) twice a year. Infected staff and students are supported as per Public Service guideline of 2014. These interventions are undertaken to foster institutional integrity.

The college also established Campus complaints' committee as per the Public Service guideline to register and amicably resolve complaints from students, staff and other stakeholders. Academically, there is a bi – annual peer reviewed Journal of Public Sector Management, with zero tolerance to academic dishonesty and plagiarism where researchers from TPSC and beyond publish research reports with the view of assisting public service delivery. College researchers also undertake research interventions in line with the United Republic of Tanzania Research Priorities 2015 – 2020, geared towards achievement of Tanzania Development Vision 2025 and industrialization agenda of the government.

Standard Four: Institutional Effectiveness

Evaluation against this standard indicated that, the current Strategic Plan 2016/17 – 2020/21 is the fourth Strategic Plan, since the Tanzania Public Service College was established in 2000. The strategic plan is in line with the Tanzania Public Service College Tabora Medium Term Expenditure Framework 2018/19 – 2020/21. The critical assessments revealed the following:

Interdependencies

To achieve better efficiency and effective service delivery; planning, budgeting, implementation, monitoring and evaluation must be properly coordinated in an organization (Marijani, 2018:134). The premise is that the processes and corresponding results should be the yardstick for initiating plans, actions, programmes and corrective interventions to improve service delivery. It is against this backdrop that TPSC was assessed on the extent to which various activities are interdependent, and the extent to which TPSC activities are integrated horizontally across sector ministries and vertically along levels of management. Triangulation of the findings revealed that majority of respondents (88%) agreed with all three aspects of planning (linkages, degree of indicators targets and budgets alignments).

However, 60% of respondents were not in agreement with all aspect of planning. Similar observations were also reported in the Stakeholders' baseline perception survey of (2016), where 60% were not in agreement with all the aspects of planning. Since planning is inherent aspect of management, this calls for TPSC to invest heavily in the planning functions to achieve the intended objectives.

On whether TPSC regularly monitors indicators, there is a general agreement, where 43% reported that performance indicators are regularly monitored, a large number 50% indicated that performance indicators were slightly monitored. In addition, 80% of the respondents believed that there is integration of TPSC monitoring systems with the parent Ministry through the Ministerial Advisory Board (MAB), which advises the College management and parent Ministry on various strategic issues. Such mixed feelings indicate that there is a missing link between monitoring and evaluation systems and other processes at TPSC.

Moreover, the assessment also revealed that there is horizontal and vertical integration of the college mandate to national development goals, where 48% of respondents indicated that national development goals were translated into TPSC plans, and 50% reported that TPSC's responsibilities were defined within sector lines. This is evidence by the inclusion of two cross-cutting objectives into TPSC Strategic Plan of 2016/17 – 2020/21 which addresses national agendas aimed at HIV/AIDS infections and Non-Communicable Diseases (NCDs) reduction and improved supportive services, and National Anti-Corruption Strategy Implementation enhanced and sustained (TPSC 2017:5).

Standard Five: Educational Programmes

Evaluation revealed that, all programmes offered by TPSC Tabora have been registered and approval by NACTE. The college provides good learning environment to ensure comfort to students and staffs during teaching and learning interactions. It has admission officers responsible for enrolling students and keeping all students' academic progress records in soft and hard copies. Currently, the College has 27 Permanent and Pensionable academic staff, one contract staff and 15 part time academic staffs all with enough teaching experiences. The current ratio of teaching staff to student is 1:51, meaning that the college needs to recruit at least 18 more staffs in order to comply with NACTE standards.

Further, the college has well equipped skills laboratories with equipments and materials to provide prior computer and typing experience. Moreover, the college has library with capacity to accommodate 120 students at a time. Currently, the College is building a new library, which will be able to accommodate 300 students at a time. However, the College is facing some challenges, which include inadequate computers and typewriters compared to the number of students enrolled every year. Shortage of some reference books and instability of internet services. In addition, there is also shortage of academic staffs in some professional areas such as Secretarial field.

Standard Six: Student Support and Development

Assessment against this standard indicated that the college provides support services to help in learning and comfortable campus life. For example, the admission procedures for joining the college are published by the college in collaboration with Ministerial Advisory Board (MAB). The college identifies educational learner's needs through different assessment tools used by teachers. These are done during unit and semester examinations, poor students are assisted in their learning process. Feedback to students is provided after their examinations. This is done by obtaining students' opinions and suggestions, as the way of improving/modifying the situation. Eventually, the college evaluations are used as a base for improvement.

On accommodation services, some students live in the college dormitories. In the dormitories, students are guided by the college housing policies and regulations to promote good living situation. In case of any problem, there is a Matron, available at the college, together with student government representatives such as dormitory leaders who work in collaboration with campus management.

Standard Seven: Information and Learning Resource

Assessment against this standard indicated that the college periodically evaluates the curricula, adequacy and relevance for class facilitations, learning and information resources available. The college academic staffs are well knowledgeable and skilful in utilization of class facilitation and learning resources. Books are of high quality for the disciplines offered. The size of the library is average in relation to the number of users. However, as number of students increases each year the college acknowledge that the

number of computers, typewriters in relation to the number of students and staff is not sufficient to support conducive learning training. The college is also using the Students' Academic Resource Information Systems (SARIS) to facilitate student's information records on registration, examination results, certifications and payment of fees. In addition, the college has free Wi-Fi at the college environment for education purposes.

Standard Eight: Academic Staff and Supporting Staff

Assessment against this standard indicated that the various college staffs had been registered with their respective professional bodies and recognized as technical teachers by NACTE. Below is the analysis per category:

Support Staff

The information on the review for this category was gathered during the one to one in-depth interviews with the members. One member indicated that:

"The college Human Resource Development Plan (HRDP) is still relevant, and to be fair, it had to be measured against the current changes which are different from the assumptions that were held at the launch of the plan" (July 2019).

Moreover, the interviews indicated that TPSC employees exhibit high respect to customers, they are result-oriented, professional in their operational, demonstrate high level of honesty and integrity and embrace team work spirit in their operations. A position which was also noted by Mzumbe University (2016) report, which indicated that 51.2% of respondents agreed that TPSC employees respected the clients, while 48.7% did not agree, 59.5% indicated that employees were result oriented, while 40.5% did not agree. Moreover, 57.7% of the respondents reported that the college employees are professional in their operations, while 15.7% did not agree to this fact. The review also indicated that the college had enough support staff in all key departments and units, a trained nurse cum- matron, procurement and store officer, college accountant, examination and certification officer, and two assistant registrars.

Academic Staff

Results from the focus group discussions with academic staff indicated that the college was on track to build the human resource capacity in all fields of expertise of the college. It was reported that so far all 43 academic staff are registered as technical teachers by NACTE; they underwent Competency Based Education Training (CBET) training. The review of the documents and physical checkup of the personal files (PF) confirmed that all were registered. It was also reported that the campus has been subscribing to the Consortium of Tanzania Universities and research institutions (COTUL) whereby academic staff can freely access electronically academic books, journals and research reports for personal development. The review however did not find any evidence of mentorship capacity of the key staff, nor the use of the exchange programmes as the key in building institutional and individual capacity.

Standard Nine: Physical Resources

Self-evaluation against this standard revealed that the college has enough classrooms (17), hostels (5), administration block (1), canteen (1), kitchen (1), library (2) blocks, computer rooms (3) and laboratories. In addition, it has staff houses (38), functional hall (1), dispensary (1), pitches (3), offices (27), printers (38), photocopiers machines (3), laptops (3), and 70 desktop computers to support the purpose of its establishment as the technical education institution.

Standard Ten: Financial Resources

On the college financial effectiveness and efficiency, the study examined the extent to which the college resources were spent in relation to the college outputs.

Financial documents analyses from 2012 to 2018 indicate stable financial position. The stability can be attributed to aggressive mechanisms involved in marketing the college products and services and increased in the performance in the areas of performance improvement programmes (PIP).

The above brief evaluation of TPSC against ten NACTE standards is not '*nec plus-utra*' of performance information use, it leaves a lot to be desired. First and foremost, the ten NACTE standards are very selective in their coverage and therefore leave a large part of managerial untouched with the measurements. Similar concern was raised by Smith (2005:217) and Bevan and Hood, (2006). Moreover, since the standards are mandatory to be complied by all training institutions in the country, they are automatically top down (vertical) directives. Second, literature point that employees receiving performance information from the vertical source (top down) rather than horizontal (colleagues or bottom up) are less likely to use that information for learning activities (Petersen, 2019). This is likely true as most of the concerns on how to improve performance of TPSC raised by Mzumbe University report (2016) five years ago, and those by Special Steering Committee report (2017) and Marijani's study (2018) are still in situ. This implies employees perceive vertical information to be for top leaders and for learning, they would therefore play their part to avail the information in defensive manner because they fear blame from their superior for poor performance (Petersen, 2019:5). This is because employees put more trust in independent sources of performance information than the directed sources.

Third, since the evaluation may lead to revocation of institution accreditation and therefore likely to be defensive, they may lead to "unintended consequences" of publishing performance information (Smith, 1995:283; Van de Welle and Cornelissen, 2013; Hammerschimid, *et al.*, 2013:1). Because there are documented evidences in the literature, that introduction of accountability effect how individual uses data and in some cases may even results to unintended consequences (Holm, 2018; Wolf and Jessens, 2007). Such as (1) tunnel vision, (2) sub optimization, (3) myopia,(4) measure fixation, (5) misrepresentation, (6) misinterpretation, (7) gaming and, (8) ossification (ibid), due to lack of congruence between the goals of the agent (TPSC) as moderated by the implicit reward scheme (re affirmation by NACTE) and the actual goals of the principal (NACTE) to ensure quality of educational institution in Tanzania.

Smith (1995:283) associates the first three lack of congruence due to organizational objectives and measurement schemes, similarly, number (4) and (5) due to inability to measure phenomena with precision, and problems (6) and (7) result from inability from part of the control to process performance data correctly, while number (8) signals inability to respond to new circumstances. Next section distills these unintended consequences into each phenomenon in tandem with ten NACTE standards as follows:

Tunnel vision is defined as over emphasis on phenomena that are quantified at the expense of unquantified ones in the performance measurement scheme (Smith, 1995:284). NACTE standards 5,6,7,8 9 and 10 could be easily manipulated by an organization to influence the rewards by the principal, as most of these standards emphasize on figures.

Sub optimization is conceived as focus on narrow local objectives by managers, at the expense of holistic organizational objectives (*ibid*). Most likely, NACTE standards 1, 2, 3 and 4 could be easily susceptible to this problem, as they will be given to curry favor the individual at the expense of an organization.

Myopia is the pursuit of short term at the expense of long-term goals (Smith, 1995:288). Measure fixation is conceived as focusing on measures of success rather than the intended objectives and misrepresentation entails intentional manipulation of data so that reported behavior is in contrast with the actual one (Smith,1995:292).

While misinterpretation is the wrong interpretation of data, partly caused by bounded rationality (*ibid*), another problem is gaming which essentially is nothing but rather a deliberate manipulation of behavior to achieve strategic advantages based on previous behavior (Bevan and Hood, 2006; Smith, 1995:298) and the last one is ossification, which is the institutional obstacles to innovations (*ibid*), which may be brought about by the systems rigidity like adherence to ten NACTE standards. Generally, NACTE standards numbers 3,4,5,6,7,8,9 and 10 may be easily subjected to Procrustean bed to fit the purpose of assessed entity. This is because performance indicators offer a snapshot of organizational activities. Similar observations were also raised by Smith in the UK (1995).

The above discussion implies that no single measurement scheme can capture all the consequences of public entity, it is therefore instructive to embark on mixed scanning approach to be able to holistically capture the data (Etzioni, 1968).

6. Conclusion and Recommendations

Key premise for analysis of performance information use is whether it augurs well with important dimensions of organizational performance. Two dimensions of service production process of Tanzania Public Service College were reviewed in this study and strengths and weaknesses were documented. One dimension catered for internal and another catered for external stakeholders and lead to the production of perceptual and archival data as revealed in the literature (Walker *et al.*, 2018:2; Hammerschimid *et al.*,

2013:1). The results were corroborated with systematic reviews of TPSC previous Reports (2016-2019). The findings bring the following conclusions:

By and large, despite the presence of sound governance structures and adherence to the public service rules and regulations, there is a weak use of performance information purposeful by public managers at TPSC to improve organizational performance through their decisions. This is attributed to the nature of vertical information flow in TPSC. There is documented evidence in the literature that line managers and frontline employees conceive vertical information to be unlikely useful to their daily work (Bouckaert and Halligan, 2010). In this study, all information sources, the TPSC Service Delivery Survey report, 2016; TPSC steering committee report, 2017; TPSC performance reports of 2016-2019) were vertical sources and therefore most employees do not consider them to be useful for their work. These findings are in line with Petersen (2019), Van Doreen, Bouckaert and Halligan's (2010) position that top down information hinders employees learning and organizational improvement.

Other reasons are weak culture of performance information use, paucity of performance information, lack of institutionalization of information and support from TPSC top leadership, which could facilitate strong internal use of performance data, in turn improving organizational performance. Similar observations on the role of organizational factors on performance information use were reported by Askim (2009), Moynihan and Pandey, 2004; 2010; and Hammerschimid, *et al.* (2013).

One way to encourage performance information use is to foster performance information use culture at TPSC, this can be done through establishment of formal rules that requires collection and reporting of performance, and establishment of database of performance information to facilitated informed decision-making in line with Section 6(1) a (ii) of Public Service Act of 2002.

Second, TPSC should re-establish her erstwhile annual Programme Development Meetings (PDM) routine, a platform which offered learning forum for employees to reflect on core business and share success stories from the campuses.

Third, NACTE should consider engaging an independent evaluator and move beyond the ten standards to include the horizontal sources of information from front line staff in her institutional assessments, in order to avoid unintended consequences of performance information reporting.

7. Limitations and future research direction

The case in point exclusively covered TPSC Tabora and her stakeholders based on self-reporting which may result to bias responses. Nevertheless, triangulation of the interviews, with FDGs and documentary findings helped to minimise the subjectivity. The door is wide open to cover entire college (other five campuses) and other tertiary institutions under NACTE. Another angle could look at the perspectives of horizontal

sources of performance information from front line staff and how they foster learning and improve organizational performance

Notes:

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