

**THE INFLUENCE OF THE TEACHERS' SERVICE
COMMISSION ON TEACHERS' INCENTIVES IN
TANZANIA: A CASE OF SELECTED PUBLIC
SECONDARY SCHOOLS IN CHAMWINO DISTRICT**

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**MASTER OF PUBLIC ADMINISTRATION
THE UNIVERSITY OF DODOMA
NOVEMBER, 2024**

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CHAMWINO DISTRICT**

**BY
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**A DISSERTATION SUBMITTED IN PARTIAL FULFILMENT
OF THE REQUIREMENTS FOR THE DEGREE OF MASTER IN
PUBLIC ADMINISTRATION**

**THE UNIVERSITY OF DODOMA
NOVEMBER, 2024**

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The undersigned certifies that he has read the whole work and at this moment recommends for acceptance by the University of Dodoma, a dissertation entitled: **The Influence of the Teachers' Service Commission on Teacher Incentives in Tanzania: A Case of Selected Public Secondary Schools in Chamwino District**, in partial fulfillment of the requirements for the degree of Master of Public Administration of the University of Dodoma.


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ACKNOWLEDGEMENT

This study would not be what it is without the input and guidance of various people. First, I would like to thank my supervisor, Dr. Jesper Katomero and Dr. Gasper Kissoka for being available for any inquiry, and direction whenever required. Also, my heartfelt gratitude goes to my family for their patience and understanding throughout my study. My academic and work colleagues were also tremendous in inspiring me throughout the study. For those that I have forgotten to mention but played any part in the completion of this study, I thank you as well.

DEDICATION

I dedicate this dissertation to my lovely daughter Farhana A. Faraj and my son Farhan A. Faraj. They have been a tremendous source of inspiration in my academic journey.

ABSTRACT

This study assessed the strategic areas of improving the TSC's so that it can be in a better position to influence the incentives for ordinary-level public secondary school (OLPSS) teachers in Chamwino District, Tanzania. The specific objectives of this study were; to identify the areas for decision-making improvement that affect the TSC's influence on teachers' incentives, to investigate how the financial enhancement of the TSC can help influence teachers' incentives, and to determine how the TSC's independent handling of grievances influences the incentives for teachers. The study employed open systems theory and institutional theory as frameworks into how the external and internal aspects can be used to improve the TSC and its influence on teacher incentivization. Moreover, a mixed approach and a convergent or concurrent research design were adopted, and data was gathered from 83 respondents. Data analysis involved the use of SPSS to analyze quantitative data and thematic analysis for qualitative data.

The study uncovered three major areas that require strategic improvement in order to enhance the TSC's role in influencing teachers' incentives including the TSC's decision-making capacity, financial capability, and grievance handling. Findings revealed 77% of the respondents agreed it was vital to strengthen the TSC's decision-making capacity. Results on the second objective depicted 71% of the respondents concurred on the necessity of promoting the TSC's financial capability as a way that would enable the TSC to effectively implement its mandate functions including the incentivizing decisions it makes. Moreover, about 72% of the respondents supported the independent handling of teachers' grievances by the TSC as a mechanism of effectively addressing teachers challenges such as their incentivization or the lack thereof.

It was concluded that the TSC is well-positioned to help teachers, provided that its capacity is improved through greater decentralization of the authority, obligations, and financial capability from the central government bodies to grassroot agencies like the TSC so as to enable it to adequately serve teachers and ensure their welfare. The study recommended the need for the government to equip the TSC with then necessary capacities to function more effectively.

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LIST OF ACRONYMS

CDC	Chamwino District Council
CNSC	<i>Comisión Nacional del Servicio Civil</i>
DEO	District Education Officer
ETP	Education and Training Policy
IT	Institutional Theory
NCSC	National Civil Service Commission
OLPSS	Ordinary-level Public Secondary School
OST	Open Systems Theory
SMEC	Shanghai Municipal Education Commission
TSC	Teachers' Service Commission
TTU	Teacher Trade Union
URT	United Republic of Tanzania
WEO	Ward Education Officer

CHAPTER ONE

INTRODUCTION

1.0 Overview

This chapter introduces the research study which aims to evaluate the role of the Teachers' Service Commission (TSC) in influencing incentives for ordinary-level public secondary school (OLPSS) teachers in Chamwino District Council (CDC). The study was inspired by the extension of fee-free education to lower secondary education in 2016 through the Education and Training Policy of 2014. The adoption of fee-free education led to abrupt yearly increases in student enrolment, subsequently overwhelming the existing education infrastructure and increasing the workload for OLPSS teachers. The TSC, established in 2015, is tasked with managing teachers' affairs, including their recruitment, promotion and training, duties that incentivize teachers. However, despite their mandate, the commission faces numerous challenges that affect its effectiveness. Hence, this research study aims to assess the areas that require strategic improvements in the TSC's role of influencing teachers' incentives. This chapter covers the background and statement of the problem, the research objectives and questions, and the significance of the study.

1.1 Background to the Study

The significance of teachers in the performance of students and the overall quality of a country's education system has subsequently led to the recognition and acknowledgment of the importance of teachers' welfare (Rwigema, 2022). Their performance is perhaps the most crucial aspect in determining student learning outcomes and subsequently the entire education system of a country (Dang & King, 2016). The welfare of teachers, including the timely payment of their salaries, prompt promotion, in-service training, fringe benefits, and other incentives are deemed to be a critical human resource practice that contributes to the achievement of school objectives (Khan and Mansoor, 2013). The recognition of the critical role played by teachers has seen efforts been taken by various bodies towards the improvement of the personal conditions, the environment, and the working conditions of teachers.

However, in developing countries, teacher performance is highly vulnerable to low pay and poor working conditions. In order to boost the capacities of teachers to help them cope with such conditions, incentives have often been cited as a suitable remedy,

especially incentives directly tied to performance (Makruf *et al.*, 2020). Consequently, several bodies have been active in ensuring the welfare of teachers. Teacher Trade Unions (TTUs) are the most popular organizations known to collectively bargain for the welfare, conditions, and incentives of public-school teachers (Strunk, 2010). However, Teachers' Service Commissions (TSCs) have also emerged as bodies that also deal with teachers' incentivization through the administration, management, and maintenance of teachers' services in several countries (Kabarata, 2023).

The TSCs are referred to by different names. For example, in the European Union, they are known as Educational Councils that either serve as representative advisory or regulatory bodies depending on the EU member state (EUNEC, 2021). Meanwhile, in China, apart from the country's State Education Commission, various provinces also have respective education commissions such as the Tianjin Municipal Education Commission, Beijing Municipal Commission of Education, and the Shanghai Municipal Education Commission (SMEC). The Shanghai Commission, for instance, oversees the teacher development system in Shanghai, a system that comprises three aspects, teacher career ladder, in-service training and development, and performance appraisal (Zhang, Ding & Xu, 2016). Moreover, in Shanghai, teachers are monetarily incentivized to teach in difficult-to-staff rural and semi-urban schools, engage in curriculum design, and develop school plans (Liang, Kidwai & Zhang, 2016).

Similarly, in Colombia, it is known as the National Civil Service Commission, an autonomous and independent public body that is tasked with safeguarding the principles of merit and equality in the civil service, including the selection and recruitment of teachers (Radinger *et al.*, 2018). The Colombian Commission introduced a merit-based incentives program that was based on strict screening of candidates interested in becoming public-school teachers before they are hired. Such candidates are put through standardized entrance tests to qualify for permanent and temporary or contract teaching positions. After being hired, the teachers are incentivized through wage premiums that reflect teacher quality (Brutti & Torres, 2022).

Moreover, in Kenya, Tanzania, and Zambia, it is known as the Teachers' Service Commission (TSC) (Kabarata, 2023). The incentives provided by the TSC in such

countries include job promotion, in-service training opportunities, and communicating teachers' grievances to the education ministry (Mtesigwa & Otieno, 2022).

Regardless of the variation in names, these entities serve functions aimed at fostering the welfare, conditions, services, development, and incentivization of teachers worldwide. Teachers' Service Commissions represent initiatives of governments to establish agencies and departments that promote teachers' welfare before bodies like TTUs have to do so (Thomas, Thomas & Lefebwe, 2014). The improvement of the overall welfare and services of teachers is not a luxury but a necessary incentivization since the improved status and well-being of a teacher is a critical determinant not only of the achievement of students' learning outcomes but also the extent to which such outcomes are achieved (Kabarata, 2023).

In Tanzania, the TSC is tasked with the registration of trained teachers; recruiting, deploying, and assigning teachers employed by the Commission for service in any public school or institution; the promotion and transfer of teachers; supervising in-service training; and exercising disciplinary measures against teachers (URT, 2015). The proper implementation of many of these functions became more crucial following the extension of fee-free education to ordinary-level public secondary schools (OLPSS) in 2016 through the Education and Training Policy (ETP) of 2014.

The execution of the ETP began in January 2016 with the obvious aim of increasing enrollment by doing away with school fees and some direct costs that hindered the transition from primary to secondary education for students from poorer households. The impacts of the ETP were immediately visible whereby enrolment to form one (the first class in ordinary secondary school) increased from 372,719 in 2015 to 538,826 in 2016, signifying a 44% percent increase (HakiElimu, 2017a). However, the increased enrolment exerted pressure on various aspects of the education system such as infrastructures, learning materials, and most of all, teachers. The increase in the number of students subsequently increased the workload for OLPSS teachers in aspects such as administering and marking tests, classroom management, and proper planning in the delivery of lessons (Peter and Ligembe, 2022). The increase in the size of classes is exemplified by the rise in student-teacher ratio from 1:28 in 2014 to 1:41 in 2020 in public secondary schools, while the international best practice recommends

a maximum of 30 students per classroom (URT & UNICEF, 2020). In Chamwino district, the area of the current study, the ratio is much higher at 1:46 (URT, 2020). Under such conditions, Kern & Taylor (2021) opine that teachers cannot be expected to easily adjust in response to the increased educational demand without the necessary support, upskilling, resources, and other incentives.

The TSC's establishment represents a key step towards ensuring the welfare of teachers amidst the increased enrolment of students into OLPSS. The consideration of the welfare and incentivization of teachers is a critical aspect of human resource management of education institutions (Rwigema, 2022). Through its managerial functions of registering, appointing, deploying, promoting, disciplining, coordinating, motivating, supervising, and advising (URT, 2016), the TSC is well-positioned to motivate and/or incentivize the performance of teachers. The ability of an education system to attain quality learning outcomes largely relies on the effective implementation of incentive and other welfare packages as a way of motivating teachers (Odunlami and Mathews, 2014). Motivating teachers directly translates to their satisfaction and elevates their performance, similarly the performance of students. Rwigema (2022) suggests the need for every organization to explore various strategies including incentive packages in order to motivate teachers to navigate whatever challenges they encounter (Khan and Mansoor, 2013).

1.2 Statement of the Problem

As the appellant agency tasked with ensuring the welfare and services of teachers, the TSC is well-positioned to identify teachers' needs as well as bring them to the required ministry, department and/or agency. In other words, the TSC's mandate incorporates a broad spectrum of duties that aim at improving the personal and professional welfare and services of teachers (URT, 2016). These duties include facilitating selection and recruitment, the promotion and appraisal of teachers, communicating teacher grievances, and overseeing teachers' in-service training (URT, 2015).

However, the capability of the TSC to effect its own mandate is often hindered by the centralization of the personnel function, as a result, the TSC remains a medium rather than a final decisionmaker on teachers' welfare and matters. For instance, the TSC submits names for recruitment appointments, appraisal and promotion, staff training,

and development functions on time but the centralized processing of such names at the ministerial level becomes affected by bureaucracy and unnecessary delays (Nyamubi, 2017). This leads to the demoralization of public school teachers who either decide to look for additional or other sources of income via opening up tuition centers, migrating to private schools, or leaving the teaching profession entirely (turnover or attrition). For example, low pay, almost non-existent allowances, and poor working conditions have led to an annual teacher turnover or attrition rate of between 3% to 7% in Tanzania (Mulei *et al.*, 2016, Chediel, 2010).

Despite the desire to help OLPSS teachers improve their service delivery under fee-free education, the TSC acknowledges that it faces several challenges itself including inadequate financial power, outdated working tools, inadequacy in the interpretation and execution of the TSC's own guidelines, insufficient capability of making evaluations, just to mention a few (URT, 2016:5). These challenges together with those facing teachers as a result of the rise in the number of secondary school students have affected the morale of teachers, something that puts the quality of education at risk (Kataraba, 2023). From this backdrop, the current study aims to evaluate the strategic areas of improvement that would help strengthen the TSC's mandate of incentivizing OLPSS teachers in Tanzania's Chamwino district.

1.3 Objectives of the Study

The general objective of this study is to assess the strategic areas of improving the TSC's influence on teachers' incentives in Chamwino District.

1.3.1 Specific Objectives;

- i. To identify areas for decision-making improvement that affect the TSC's influence on teachers' incentives.
- ii. To investigate how the financial enhancement of the TSC can help influence teachers' incentives in Chamwino District.
- iii. To determine how the TSC's independent handling of grievances influences the incentives of teachers.

1.4 Research Questions

- i. Which areas of decision-making improvement affect the TSC's influence on teachers' incentives?
- ii. How does financial enhancement help the TSC influence teachers' incentives in Chamwino District?
- iii. How does the TSC's independent handling of grievances influence the incentives of teachers?

1.5 Significance of the Study

The findings of this study are expected to contribute to the existing body of knowledge by offering insights into how public institutions like the TSC can be strategically improved to enhance their roles in influencing the incentives of teachers as a precursor towards enhancement of teacher morale, performance, and ultimately student learning outcomes. Similarly, the study provides empirical evidence on actionable insights that can help inform policy or be applied in other regions. The provision of practical recommendations for education administrators and policymakers serves as a template for application.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter provides an in-depth examination of existing literature pertaining to the role played by Commissions in influencing teacher incentives. The review covers the operationalization of key concepts including the TSC, teacher incentives, and teachers' welfare as utilized in the study. The chapter also covers the theories that underpin the strategic areas of improving teacher incentives. The review also addresses the empirical studies on key areas of enhancing teacher incentives, highlighting both the successes and challenges in such an endeavour. Through the empirical review, this chapter will identify the gap that will establish the foundation for undertaking this study on assessing the areas for improving the TSC's capacity in influencing teacher incentives. The chapter concludes with a presentation of the conceptual framework.

2.1 Definition of Key Concepts

2.1.1 Teachers' Service Commission (TSC)

In this study, the TSC shall refer to a government agency established under Act No. 25 of 2015 to carry out human resource functions including the administration, management, and maintenance of teachers' services within the public sector while also ensuring their welfare and support services (URT, 2015). It is a custodian that ensures that teachers are qualified, equitably distributed, supported, and motivated in order to ignite their performance which in turn would lead to improved learning outcomes for students. This study subscribes to the definition of the TSC which depicts it as a statutory appellant body in Tanzania, mandated with the regulation and management of teachers' affairs in the public education system, including influencing the way teachers are incentivized through functions like deployment, promotion, and training.

2.1.2 Teacher Incentives

Teacher incentives can be defined as financial and non-monetary inducements provided to teachers with the aim of boosting their performance, effectiveness, and efforts toward student learning (World Bank, 2018). Teacher incentives have gained traction for two reasons: they directly link teacher performance to student improvement; and they are a more suitable intervention technique compared to policy interventions by politicians (Filmer, Habyarimana & Sabarwal, 2020:2). In this study,

teacher incentives refer to different forms of benefits, rewards, and support mechanisms, influenced in part by the TSC, and provided to teachers to motivate, retain, and enhance their performance, which subsequently results in improved student learning outcomes.

2.1.3 Teachers' Welfare

Welfare refers to an individual's or group's general well-being, happiness, health, and comfort (World Bank, 2001). Teachers' welfare, thus, can be defined as the benefits and services offered to public school teachers by the government or overseeing body including regular salary payment, prompt promotion, in-service training for career development and job effectiveness, conducive working environment, fringe benefits, and other incentive packages (Rwigema, 2022). Ensuring the welfare of teachers is associated with fostering good health and morale, subsequently improving teacher commitment and performance, and ultimately student learning outcomes (Ashaba, Twebaze & Novatus, 2020). In this study, teachers' welfare refers to the comprehensive well-being and professional satisfaction of OLPSS teachers, incorporating both their material and psychological needs that are influenced by both monetary and non-monetary incentives.

2.2 Theoretical Review

The review of theories helps in the contextualization of the research problem being studied. Through a theory, the reasons for why a research problem exists are explained (Trochim & Donnelly, 2007). This study is guided by the Open Systems Theory (OST) and the Institutional Theory (IT).

2.2.1 Open Systems Theory (OST)

The OST was pioneered by biologist Ludwig von Bertalanffy in the 1940s and taken a step further by W. Ross Ashby and George Bateson (Wilkinson, 2011). The theory postulates a view of organizations as open social systems that need to interact with their environment in order to survive. The OST categorizes organizational behaviour by identifying the repeated cycles of inputs, throughputs, outputs, and feedback between an organization and its external environment (Bertalanffy, 1968; Wilkinson, 2011). Concerning education, the OST looks at education and/or school as a system of interaction among inputs (teachers as human resources, information, financial and

physical resources), that are transformed into outputs (imparting quality education, promoting student performance, improving school-society relations, and job satisfaction) (Lunenburg, 2010). While the other outputs are self-explanatory, the final one is of particular analytical interest in this study. A school or even the Teacher Service Commission (TSC) ought to ensure the satisfaction of the teachers, sometimes beyond physiological needs such as salaries, working conditions, and job security (Herzberg, 2009). To attract, retain and sustain a high-performing teaching workforce, such organizations need to incentivize teachers monetarily, by tapping into welfare needs related to association, esteem, acceptance, and self-actualization (Maslow, 1998). Thus, teachers are motivated not only by compensation and bonuses but also by the environment in which they work, their interaction with fellow staff and colleagues, students, community members, and organizations in which they are stakeholders such as the TSC.

The OST argues that inputs and outputs are highly affected by the external environment which the schools find it difficult to anticipate and control. For instance, the Tanzanian government's decision to implement the extension of 'fee-free' education to lower secondary schools in 2016 saw a surge in enrolment that ended up exerting pressure on the country's school infrastructure, and more importantly, teachers (HakiElimu, 2017a). Yet, there are examples of positive external drives including international pressures on educating more girls which have led to increased access to education for young girls who were previously subjected to early marriages. Thus, the OST presents a school as an ecosystem whose success relies on how the internal and external environment allows teachers to utilize other resources to achieve outputs in the form of improved student outcomes (Scott & Davis, 2007). The TSC is one of the inputs that help influence the incentives of teachers through its mandate of recruitment, deployment, promotion, ensuring teacher behaviour, and in-service training (URT, 2015).

Despite, its various strengths such as the holistic view of teacher welfare, the OST has been criticized for disregarding the importance of organization autonomy and painting organizations as over-reliant on external elements to operate. Nonetheless, the OST remains relevant as it offers a framework for analyzing the TSC's role as an input

towards teachers' incentives, with feedback from stakeholders like teachers helping guide the TSC on the areas they need to strategically improve upon.

2.2.2 Institutional Theory

Pioneered by Brian Rowan and John Meyer in the 1970s, the theory's proposition is that institutions are governance structures which represent rules of social conduct, and organizations that adhere to such rules are accorded legitimacy that enable their survival (Scott, 2005). In other words, institutions are structural arrangements in the form of rules, norms, schemes and incentives which act as guides in the implementation of policies or objectives of a firm, and institutions are often a repository of values (Peters, 2000). Huntington (1968) further argues that institutions ought to be a product of the demands in society vis-à-vis the government's capability to respond to such demands. Hence, the TSC is a by-product of ensuring teachers' welfare and services through various incentives and the government's capability to facilitate the TSC's influence of such aspects.

While the OST focused on the external environment, the institutional theory focuses on the internal context which comprises of institutions that decision-making and operations of the TSC in influencing teacher incentives. Furthermore, the institutional theory helps explain how the TSC leverages its internal legal framework while also navigating external pressures like centralization of decision and policies by government to service teachers' welfare. Particularly, the theory explains how the TSC can strengthen its accountability and legitimacy through improvement of various institutions such as decision-making processes, financial autonomy, and grievance handling, thereby gaining the confidence and trust of teachers.

Although the institutional theory offers an important framework on how public organizations can better align their strategies through institutional tweaking to ensure legitimacy and survival, this theory is not without its critiques. For instance, the theory is often criticized for not taking into account the inherent behaviours, beliefs, and norms of individuals acquired outside the context of institutions (Peters, 2000). However, organizational institutions have often been successful in overriding the norms and behaviours of individuals acquired elsewhere.

2.3 Empirical Review

This segment provides evidence of what has been conducted so far with respect to the TSC in various countries. The review presents data in relation to the specific objectives.

2.3.1 Decision-making Enhancement

The role of teachers in education systems around the world is heavily acknowledged as being fundamental. Teachers are the most essential in-school factor in the learning outcomes of their students (Opper, 2019). Therefore, ensuring they teacher incentives and welfare has gained center stage in the education architecture of many countries. For example, in a review by Radinger *et al.* (2018) concerning school resources, it was reported that there is a need for a more efficient and equitable distribution of teachers together with the promotion of greater teacher professionalism. To ensure this, the country's National Civil Service Commission (*Comisión Nacional del Servicio Civil, CNSC*), serving as Colombia's TSC in collaboration with the Ministry of Education, and the Colombian Institute for Educational Evaluation (*Instituto Colombiano para la Evaluación de la Educación, ICFES*) has been responsible for the selection and recruitment of teachers based on merit and equality. The Commission's involvement has served as a strong guarantee in ensuring a fair recruitment process that leaves little room for patronage. However, the study found the Commission's day-to-day administration of the teacher selection process had its own drawbacks such as creating lengthy and sporadic recruitment processes that subsequently delay the filling of permanent teaching positions within reasonable time. To overcome such a challenge, the study suggested the Commission play a strategic oversight role instead of directly administering the selection and recruitment of teachers.

In the case of Tanzania, shifting the TSC's role toward strategic oversight in recruitment rather than being involved in the day-to-day administration could help alleviate delays and allow the TSC to focus more on strategic duties, including incentive programs.

Furthermore, Okutu (2020) assessed the effectiveness of the TSC's role in quality assurance and education standards in West Pokot County, Kenya. Employing a survey research design, the study gathered data from curriculum support officers (CSOs) who

are the TSC personnel tasked with ensuring quality assurance standards in teaching and learning. The study found that the CSOs mostly played a supervisory role which they largely executed by inspecting the professional records of teachers, organizing seminars and workshops for teachers, and advising teachers on how to create and update their professional records. Nonetheless, since each zone in a county is assigned a single CSO despite a zone having several schools, the findings reported that CSOs were physically unable to visit the schools in their assigned zones regularly to implement their supervisory role, rendering them ineffective in ensuring quality assurance. The study recommended that the TSC be enhanced to make decisions that will allow it to deploy quality assurance and standards officers (QASOs) to complement the role of CSOs.

With regard to Tanzania, ensuring that there are enough personnel to support and oversee teachers would be pivotal in ensuring higher educational standards, especially in areas where regular supervision is lacking since quality assurers are spread thin.

2.3.2 Strengthening Financial Capacity

Meanwhile, Atieno, Getange & Otengah (2022) inquired about the TSC's influence on teachers' career progression as a way of motivating them to facilitate the improvement of the academic achievements of learners. The study utilized a cross-sectional survey that drew data from 357 teachers, 81 school principals, and 10 TSC Sub-county Directors of Education. The results established that the TSC's career progression projections had very minimal positive motivational influence on the performance of teachers in public secondary schools within Migori County, Kenya. Moreover, the study also found that the working environment was not satisfactorily conducive to instigating teachers to aspire to do their best. Based on such findings, the study proposed the TSC develop new criteria for the appointment and promotion of teachers who have undergone the necessary training to enhance their skills. Moreover, the study recommended the need to improve the reward system, a remedy that can be adopted by the Tanzanian TSC through the development and revision of its own criteria for the promotion and enhancement of reward systems.

In Tanzania, Kabarata (2023) explored the TSC's effectiveness in ensuring the quality of services to public secondary school teachers in Ruangwa District in Lindi Region,

Tanzania. Employing a mixed approach that encompassed a convergent parallel design, the study reported that the TSC was ineffective since it failed to promote teachers on time and to administer in-service training programs for secondary school teachers that had the necessary qualifications. The TSC's ineffectiveness was associated with the fact that the government (the employer) had a comparative advantage in deciding whether to pay for promotions and in-service training programs or not. This kind of control or centralization had the TSC at a disadvantage. Hence, the study suggested the TSC be empowered to have a greater say or be in control of the salary system for teachers which would allow the TSC to be well positioned to timely and adequately reward teachers, and ultimately improve the motivation and performance of teachers.

2.3.3 Autonomy in Handling Grievances

Evidence from Zambia asserted teacher indiscipline is one of the areas that require significant improvement. In a study by Kaponda *et al.* (2021), it was revealed that indiscipline among teachers in urban secondary schools of Kasama District was moderate but there are many challenges in dealing with teacher indiscipline including countless inefficiencies and bureaucracy in processing and constructing disciplinary cases. The country's TSC was found to be taking steps that resulted in a high number of teachers being dismissed as a result of indiscipline actions like partisan politics, absenteeism, alcoholism, and sexual abuse, particularly of female students. Moreover, it was revealed that some TSC managers were afraid to act on the wrongful acts of certain teachers while others appeared unskilled in dealing with disciplinary cases. In other instances, there were unnecessary interferences in disciplinary cases where commands came from top management, and some recommendations were unduly turned down when they came from lower management levels. Based on these results, the study suggested the need for strengthening the TSC by reducing the bureaucratic procedures in the processing of disciplinary cases so as to remedy issues of unnecessary interference and evidence distortion.

In contrast, a study by the National Center on Education and the Economy (NCEE) (2023) observed the Shanghai Municipal Education Commission (SMEC) utilized various mechanisms to boost the performance of schools. For instance, the Commission oversees the pairing up of high-performing schools with low-performing

ones where teachers and administrators of from both schools visit the settings of their counterparts to offer technical coaching support, observe classes and instructions. The Commission in collaboration with the Shanghai Municipal government also undertake other initiatives including the Municipal government's provision of capital to purchase resources and fix infrastructure, strengthen teaching staff, as well as eliminate tuition and supply fees for all students. Furthermore, the Commission conducts periodic evaluations for teachers and school principals, ensures compulsory in-service training, and the evaluation conducted by the Commission functions as a pre-requisite for promotion and increase in pay (Zhang, Ding & Xu, 2016). These initiatives reflect the Commission's proactiveness in driving up the welfare, incentives, and quality of teachers, aspects considered to continuously upgrade the goals of the Shanghai's education system. Despite the Commission's efforts, there are still challenges in the equitable distribution of qualified and experienced teachers whereby affluent areas of Shanghai have more supply of such teachers and less affluent areas (semi-urban and rural) whose schools host a large majority of migrant and disadvantaged children (Liang, Kidwai & Zhang, 2016). The study recommended the SMEC enhance more equitable distribution of quality teachers especially in hard-to-staff rural and peri-urban schools, through increasingly incentivizing teachers and school principals to work in such schools.

On the other hand, Opanda (2021) iterated on the need to ensure greater alignment between training and placement of teacher training colleges. Drawing data from Mosoriot Teachers Training College in Nandi County, Kenya, the study uncovered some weaknesses related to disparities between the policy and practices of recruitment and deployment of teachers. This mismatch saw college tutors teaching subjects that they were not deployed to teach. The study directed some recommendations, particularly to the TSC in Kenya, that it ought to re-evaluate the staffing norms in Teachers' Training Colleges with a focus on enhancing the quality of training through the maximization of human resources. Such improvements would better prepare teachers, potentially also enhancing learning outcomes for students. This area of improvement aims to elevate the manner in which teachers are trained, something that can be leveraged by the TSC to ensure the foundation of teachers' education is linked to needs of students.

2.4 Research Gap

Teacher incentive programs are seen as a beacon of hope in improving the poor quality of student learning outcomes by targeting the welfare of teachers in the developing world (World Bank, 2018). Although investments in education have been on the rise, in countries like Tanzania the quality of education and learning outcomes among students remains low. This has been attributed to the continued increase in the teacher-student ratio, insufficient learning infrastructures, and a “fire-fighting” sort of approach to coping with the increase in demands caused by the fee-free education policy (HakiElimu, 2017a:19). Teachers have been complaining of the increase of workload and demand that they should be incentivized and/or compensated accordingly (ibid).

The Teachers’ Service Commission (TSC) of Tanzania acts as the guardian of teachers as well as the link between those who make national-level policies (politicians) and those who implement education-related policies at the school level (teachers). The TCS is tasked with appointing, promoting, and disciplining teachers, ensuring equitable distribution and deployment of teachers, together with assessing teacher quality and performance (URT, 2016:5). Through these tasks, the TSC is in the best position to influence incentives for teachers so as to boost their performance and subsequently students learning outcomes. However, existing literature in Tanzania (URT, 2016; Kabarata, 2023; Yasin, Siamoo & Koda, 2023) largely focuses on the TSC’s current operations, effectiveness, and drawbacks. There is limited research that explores specific strategic areas that the TSC can utilize to influence teacher incentives. This gap serves as the focus of this current study.

2.5 Conceptual Framework

A conceptual framework is a researcher’s diagrammatic interpretation of the variables in his or her study, how they are related, or how they affect each other. In this study, the independent variable is the strategic areas for improvement in the TSC’s operations and mandate. Such areas for enhancement include decision-making autonomy, financial capability, grievance handling, and stakeholder engagement. The dependent variable is teachers’ incentives whose indicators include monetary and non-monetary incentives. The framework connotes that the strategic improvement of the TSC’s mandate and operations would ensure that it has a greater and more effective influence

on teachers' incentives, aspects that will improve the performance of teachers, ultimately leading to the promotion of student learning outcomes.

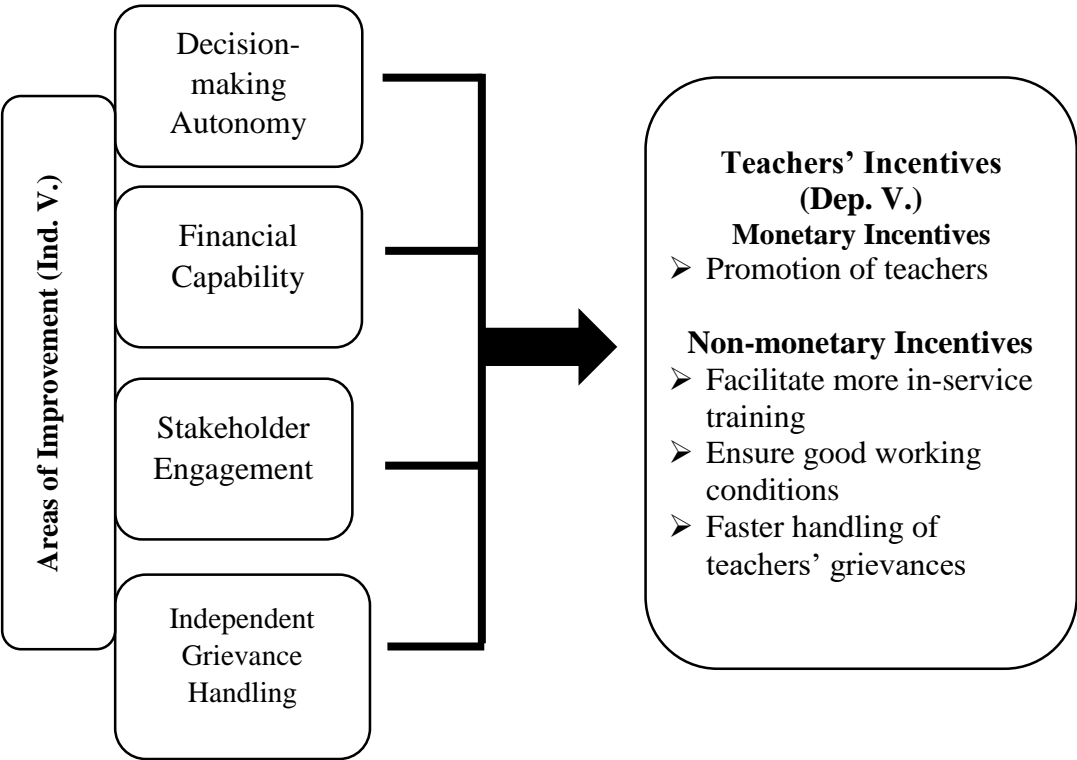


Figure 2. 1: Conceptual Framework (Source: Researcher's Conception: 2024)

CHAPTER THREE

METHODOLOGY

3.0 Introduction

This chapter presents various techniques and methods used in the collection and analysis used to assess the role of the TSC in influencing teacher incentives in OLPSS in Chamwino, Tanzania. The chapter begins by providing the study area and the reasons for selecting it. The chapter also details the research approach and design, justifying the choice for employing a mixed-methods approach to gather and analyze both qualitative and quantitative data. Moreover, the chapter describes the target population and sampling of respondents and participants, including teachers, TSC personnel, heads of schools, education officers, and TTU members. Data collection methods such as survey, interviews, and document analysis, together with the analytical procedure, are also discussed in the chapter. Finally, the chapter offers issues of reliability, validity, and research ethics.

3.1 Area of Study

This study selects Chamwino District Council as the location of study because of its unique educational landscape that is underscored by the concentration of public secondary schools. Herein, out of a total of 36 public secondary schools found in Dodoma region (URT, 2017), Chamwino district encompasses the largest number in terms of distribution of these secondary schools, 27 public secondary schools to be exact (URT, 2018b). The high concentration of public secondary schools was deemed to be advantageous, especially in obtaining an array of education stakeholders such as teachers, school heads, and other education authorities. Moreover, the concentration of public secondary schools in the district made it interesting as a policy implementation site, particularly the fee-free education policy which involved numerous investments as described below.

Furthermore, in a period of two years under the leadership of President John Magufuli, the district received a total of TZS 524,389,228 in order to implement the fee-free education scheme. In addition, five public secondary schools in the district: Chamwino, Mvumi Misheni, Idifu, Membe, and Manzase were renovated at a bill of TZS 797,500,000 (*op cit.*:7). While the working conditions to allow for the increase in student enrolment were improved, there is no information on the extent to which

teacher conditions were improved, how teacher incentives were influenced through bodies like the TSC.

Hence, this study selects Chamwino district because of the high concentration of public secondary schools and the renovations of the selected schools. With large amounts of capital being directed towards renovations, it is reported that public secondary schools in the district still face a high teacher to students' ratio of 1:41 in 2020, exceeding the international best practice which recommends 1:30 per classroom (URT & UNICEF, 2020). Hence, the study sought to evaluate how the TSC can be improved to help incentivize teachers to cope with challenges like large classrooms and other. Moreover, the district serves as a microcosm for identifying the areas of improvement of the TSC's mandate and role in influencing teachers' incentives.

3.2 Research Approach

A research approach is a process of inquiry that outlines the methods that are to be used to investigate a problem (Neuman, 2007). This study utilized a mixed approach which involves the collection and analysis of both qualitative and quantitative data in order to comprehensively capture the phenomenon under investigation through integration of the two datasets (Creswell, 2008). Mixed approaches are often explanatory, descriptive or evaluative, often utilizing both datasets simultaneously or using one dataset to complement the other during different phases of the study. The mixed approach was suitable for this study because it helped the researcher gain subjective and objective insights from the collection and analysis of the two datasets.

A mix of both qualitative and quantitative data were applied in collecting and analysis of data related to all three objectives whereby quantitative data helped illustrate the extent to which a particular area of the TSC's mandate or operations needed improvement while qualitative data was used to further illustrate and discuss the quantitative findings. A Likert scale was used to determine the strategic areas of improving the interventions utilized by the TSC in influencing teacher incentives.

3.3 Research Design

The research design, according to Babbie (2010), is a blueprint that lays down the strategy of how a research is to be conducted. A research design explains the nature

and manner on how one will collect and analyze data to respond to a research problem (Creswell, 2008). This study was guided by a convergent or concurrent research design. This type of design was selected because it allows the researcher to collect both quantitative and qualitative data, analyze both sets of data, and integrate the two sets of analyses in order to cross-validate, explain or compare the findings.

The adoption of the concurrent study design involved the collection both quantitative and qualitative datasets through questionnaires and interviews were obtained from teachers and schools heads in selected public secondary schools, among TSC personnel, representatives of the teachers' union, and education officers in Chamwino district. This design helped comprehensively evaluate how the TSC's operations can be improved to help the Commission better influence teachers' incentives in an effort to motivate of teachers, improved their performance, and ultimately student learning outcomes.

3.4 Population

This study was interested in assessing the areas of improvement of the TSC's role in influencing teacher incentives. Education stakeholders including school teachers, heads of school, TSC representatives, members of Teachers Union, and education officers were the population of this study. These categories of population were chosen because of their direct involvement and influence in the education system, including teacher incentives. Their diversity was also preferred because it helps ensure a comprehensive evaluation and provision of multiple perspectives on the areas for improving the TSC's influence on teachers' incentives.

3.4.1 Sampling Unit

A sampling unit is one of the elements selected for the purpose of sampling or obtaining the sample. Ordinary-level public secondary school (OLPSS) teachers serve as the sampling unit from whom data pertaining to how the TSC operations and mandate can be improved to foster teachers' incentives was gathered. Teachers were utilized as the sample unity because they are the most impacted by the TSC's operations and policies, particularly those related to incentives and welfare. Thus, their first-hand insights as frontline workers in education was considered crucial in evaluating the mandate of the TSC and how to improve it.

3.4.2 Sample Size

A sample or representative segment of a population is preferably used in most cases in order to bring down the complexity, cost and time used to collect and analyze data (Kombo & Tromp, 2006). This study was conducted in Chamwino District which has a population of 27 public secondary schools. According to URT (2020), Chamwino District had a total of 503 teachers employed in the district's government secondary schools in 2020. Given the known population, this study was inclined to use Yamane's (1967) formula to ascertain the sample size of teachers;

$$\text{Sample size (n)} = \frac{N}{(1 + N(e)^2)}$$

Where by

n = Number of samples

N = Number of total respondent (in group) or Total population

e = Error tolerance (sample error) (10%) = 0.1

N = 503

Thus:

$$n = \frac{503}{1 + 503(0.1)^2} = 83.416 \approx 83$$

The sample size will be 83 teachers who served as the respondents

3.4.3 Sampling Technique

The study used both probability and non-probability sampling techniques. First, simple random sampling was utilized to select the 83 teachers that took part in this study. The criterium of inclusion was consideration of the teacher being a current teacher member in either of the five secondary schools selected in Chamwino district i.e., Chamwino, Mvumi Misheni, Idifu, Membe, and Manzase secondary schools.

Moreover, the study employed purposive sampling in selecting the key informants that took part in the study including representatives of the TSC, representatives from the teachers' union, heads of schools, and education officers. The selection of the key informants relied on reaching a point of saturation rather than relying on a definitive

population or sample. Subedi (2021) asserts that purposive sampling can include between 10-20 informants, to as many as 50 or even 100 participants. It all comes down to the discretion of the researcher and whether they perceive to have reached the point of data saturation. Purposive sampling relies on the researcher's discretion in selecting a sample that can provide relevant information to a study (Berg, 2009). Hence, this study also involved 20 key informants purposively selected including TSC personnel, Teachers' Union representatives, and heads of school, and education officers at the district and ward levels.

3.5 Data Collection Methods

This study utilized both primary and secondary data not only to acquire relevant data but also enrich and complement the data from various sources. Primary data was obtained through interviews and questionnaires while secondary data was gathered through documentary analysis.

3.5.1 Interview

An interview refers to the exchange of views, knowledge and opinions between two or more persons about a topic that is of interest to the parties involved (Cohen, Manion & Morrison, 2007). Interviews utilize tools known as interview guides which can either be structured or unstructured (Kothari, 2004). This study utilized structured interview guides to gather information from the TSC personnel, teachers' union/association representatives, and heads of schools. The use of structured interview guides helped ensure the interviewer and interviewee did not veer off the subject matter although probing was also used when a response warranted so. A total of 19 face-to-face and telephone interviews were conducted with 4 TSC personnel, 3 representatives of the Teachers' Union, 5 heads of schools, and 3 education officers.

3.5.2 Survey

Survey is a method of gathering quantitative data through a questionnaire – a tool of data collection containing a set of prearranged written questions disseminated to participants with the aim of testing a hypothesis or answering research questions to a particular study (Kothari, 2004; Kumar, 2011). A questionnaire can be open-ended, close-ended, or a hybrid. A hybrid or mixed typed of questionnaire containing a few open-ended and more close-ended questions was used in this study with the aim of

gathering large amounts of data under low cost and minimal time spent (Mhlanga & Ncube, 2003). While questionnaires promote openness due to anonymity, there is often a problem of misinterpretation of the questions among participants who end up providing dishonest and less serious responses (Neuman, 2007). In order to address these weaknesses, the researcher ensured that the questionnaires are adequately-constructed, concise and clear, to the point and capture the research problem. This study administered printed questionnaires to gather relevant data from 83 teachers of the five selected OLPSS in Chamwino District.

3.5.3 Document Review

Document analysis or review as it is often known refers to the process of going through books, journals, articles, reports, unpublished papers and dissertation, newspapers, and other literature related to the study (Kothari, 2013). Document analysis helps in gathering additional information that helps complement the research findings. Documenta analysis also helps the researcher compare and contrast data obtain from other sources with those obtains from documents, consequently enabling the researcher to arrive at generalizations, theories and conclusions.

3.6 Data Analysis

The analysis involved descriptive statistical inferences for analysis of quantitative data and thematic analysis to analyze qualitative data. The analytical process involved the simultaneous use of both datasets to complement one another whereby in one phase qualitative findings were used to build upon quantitative results and vice versa. Quantitative analysis was done through the SPSS program in order to produce charts, tables, and figures which were further explained using qualitative data.

The researcher also collected the narrations of participants' experiences through structured interview guides. The narrations were then interpreted and grouped into various themes. Thematic analysis allowed the grouping of enormous data gathered from the field into meaningful categories that make it easier to interpret, develop theories and generalize the reasons, processes and outcomes of numerous types of social behaviour (Neuman, 2007; Creswell, 2008). Generally, throughout the study, the two datasets were interchangeably used to back up the findings of the corresponding set, helping provide a discussion drawn from the concurrent design.

3.7 Validity

A study is deemed valid when it measures what it intended to measure accurately, efficiently and effectively (Saunders, Lewis & Thornhill, 2007). In order to ensure validity in this study, the tools of data collection were adequately designed so as to ensure that they capture relevant data related to the role of the TSC in influencing teacher incentives in public secondary schools. Furthermore, validity was guaranteed through pretesting 5% of the tools of data collection before the actual gathering of data in order to ensure that they capture the desired information.

3.8 Reliability

Reliability on the other hand, can be understood as the alignment between the recorded data and what has actually transpired in the context under study (Bogdan & Biklen, 2006). Reliability entails consistency of a study even when other researchers decide to conduct a similar study (Babbie, 2005). To ensure that the research findings are reliable, this study triangulated or used numerous methods of data collection including interviews, questionnaires, and document review.

3.9 Ethical Considerations

This study adhered to several ethical aspects of academic research as prescribed by the University of study and other literature. First, the researcher obtained a letter of clearance from the University of Dodoma before proceeding with field work or collection of data. Second, the researcher acquired official letters of data collection permission from the University in order to obtain relevant data from the TSC, Teachers' Union, and Chamwino district, including the schools within. Also, the researcher ensured that the participants were informed on the topic at hand and what it intends to achieve. This helped ensure informed voluntary consent of the participants. Additionally, the respondents and informants, and the information they disclosed were treated confidentially.

CHAPTER FOUR

DATA ANALYSIS, DISCUSSION AND INTERPRETATION

4.0 Introduction

This chapter provides an analysis and discussion of the data gathered pertaining to the effectiveness of the TSC in influencing teacher incentives in five ordinary-level public secondary schools found within Chamwino District, Tanzania. The chapter is divided into five parts: the first being a presentation of the categories of respondents and their demographic characteristics. The remaining four parts provide analysis, interpretation and discussions with reference to the main objective and three subsequent specific objectives of this study.

4.1 Categories of Participants

This study involved four categories of participants or key informants: 4 personnel from the Teachers' Service Commission (TSC), 3 representatives from the teachers' union, 5 heads of schools, and 3 education officers. The inclusion of these set of participants was necessary due to the vital role they play in the education system as illustrated below.

4.1.1 The Teachers' Service Commission (TSC)

Four (4) participants who were personnel at the TSC were involved in this study. The TSC is a public agency established in 2015 as a custodian to help bring essential transformation in the administration, management and maintenance of services rendered by teachers in public primary and secondary schools in mainland Tanzania (URT, 2016). Through its mandate and operations, it is well-positioned in the incentivization of public secondary school teachers in mainland Tanzania.

4.1.2 Teachers' Union

The Tanzania Teachers Union (TTU), *Chama cha Walimu Tanzania* (CWT) in Swahili, was formed in 1993 to promote and advocate for the rights of teachers in Tanzania. The function of the Union begins with informing teachers about their rights, a function that is accompanied by handling teacher grievances and welfare, safeguarding their status, profession and dignity by conveying teachers' needs to the decision and policy makers, and to the entire population (URT, 2022). Data was also gathered from 3 representatives of the TTU.

4.1.3 Heads of Schools

Heads of schools are crucial in managing the resources within a school especially in case of changes in policy, as was the case in the extension of fee-free education to ordinary level public secondary schools (OLPSS). Such a policy change led to teacher work overload and infrastructural deficits, consequently forcing heads of schools to devise both formal and informal mechanisms of motivating, mobilizing and influencing their most important resource, the teachers (Brock & Grady, 2012; Godda, 2018). About 5 heads of schools of the five OLPSS in Chamwino district were involved as participants in this study.

4.1.4 Education Officers

These officers are responsible for monitoring the quality of basic education through tracking school improvement levels, gathering school-level information and supporting teachers (Cilliers & Oza, 2020). Three (3) education officers provided data to this study. These included one district education officer (DEO), one ward education officer (WEO), as well as one officer at the *Shehia* level responsible for education.

4.2 Demographic Features of Respondents

This section presents data on the teachers who were the respondents in this study. Teachers were selected as the respondents because the TSC aims to ensure their welfare and services, and some of the TSC's mandate and operations such as promoting, deploying, and distributing teachers, receiving and communicating their grievances, and overseeing in-service training serve incentivization objectives. Hence, as an entity meant to serve teachers, the study sought it relevant to gather and analyze data from teachers on how best to improve the TSC so that they can better influence teachers' incentives.

The demographic features presented in Table 4.1 involved 83 respondents out of an expected 83, representing a response rate of 100%. The demographic features encompassed the following dimensions: gender, age, educational level attained, marital status, and years of experience within the teaching occupation. These features can be associated with an individual's motivation to perform certain duties in a particular manner (Kotur & Anbazhagan, 2014). For instance, youthful workers are believed to perform more persistently than their older counterparts due to greater

ambition and energy residing with youths than adults (ibid). In other instances, factors such as years of experience were associated with vast techniques and mechanisms for delivering learning content and performance (Oyewole, 2011).

Overall, almost two-thirds of the respondents were male (64%), more than half (56%) were aged between 33-39 years, the majority held bachelor degrees (70%), more than three-quarters were married (77%). Moreover, the majority of teachers had work experience exceeding 6 years (60%). The following subsection provides the findings on the demographic characteristics of the respondents (teachers) as illustrated in Table 4.1 below. A description of the features of respondents is provided after the table.

Table 4. 1: Demographic Characteristics of Respondents (n = 83)

Variable	Category	Frequency	Percentage
Gender	Male	53	63.8
	Female	30	36.1
Age (years)	25 years and below	6	7.22
	26-32	19	22.9
	33-39	47	56.6
	40-46	6	7.22
	47+	5	6.02
Education level	PhD	0	0
	Postgraduate	7	8.4
	Bachelor	58	69.8
	Certificate & Diploma	18	21.6
Marital Status	Single	11	13.2
	Married	64	77.1
	Separated	8	9.6
Years of Experience	1-3	16	19.2
	4-6	17	20.4
	7+	50	60.2

Source: Field Data, 2022

4.2.1 Gender

About two-thirds (64%) of the teaching respondents were male and only just over a third (36%) were female. These findings indicate an obvious gender imbalance in the teaching profession. The gender gap among teachers may imply that the teaching profession is more conducive for males compared to females in Chamwino district, a predominantly rural area where aspects such as accommodation, transport, and working conditions are challenging. These findings concur with those of the ILO (2016) which found rurality of an area to highly contribute to the gender imbalance between teachers. In such instances, incentives that cater to improve at least the working conditions and/or aspects such as salaries may attract female teachers into rural areas.

4.2.2 Age

More than half of the teachers (57%) were between the ages of 33 and 39 years, while almost a quarter (23%) of the teachers were aged between 26 and 32 years. These results depict the presence of a somewhat youthful teacher workforce in public secondary schools, implying resilience of the workforce, especially in coping with increased demand brought about by the extension of fee-free education to OLPSS in Tanzania in 2016. Youthfulness is often associated with aspiration, ambition, and resilience to perform one's tasks even when conditions appear dire, as was the case when enrollment increased in public secondary schools, subsequently overwhelming the infrastructure, teacher-student ratio, and workload placed upon teachers to deliver quality education without required essential incentivizing recompense (HakiElimu, 2017a). However, youthfulness is also cited as a factor for abrupt change, for instance, a younger teacher is more likely to migrate to urban areas in search of better working conditions and opportunities than an older teacher (Kadzamira, 2006). Therefore, a youthful workforce is a double-edged sword that can be an asset or liability. The TSC's influence in incentivizing teachers can turn a youthful workforce into an asset.

4.2.3 Marital Status

Results from Table 4.1 revealed that the majority of the teachers (77%) were married, implying that many had additional responsibilities such as a spouse and kids which would lead to more expenses, thus, necessitating various incentives. Although marital status appears to be a non-related factor in education, this is often not the case.

Oselumese *et al.* (2016) found marital status to influence job performance of teachers in public secondary schools in Nigeria's Edo State. One of the marital-related factors that had an impact on teachers' performance is increased responsibility at home, especially when kids are present. An increase in dependents may lead to demands for more pay as a condition for increasing performance of the teacher. Also, married female teachers are less likely to reside in rental houses, far away from their families for long periods of time due to their parental duties (Byaruhanga, 2018). Hence, marital status can impact the motivation of a teacher to work under certain conditions.

4.2.4 Education Level

This feature required teachers to indicate their academic qualification levels which impacted their rate of compensation as indicated under Cap 357, Sec. 4(1) of the Teachers' Service Commission Act of 2016. About 70% of the teachers held bachelor degrees and no teacher held academic qualifications lower than certificate and diploma degrees. These findings imply that most of the teachers were qualified, however, their differences in qualifications meant variation in skills, knowledge, and likelihood of being promoted, a TSC mandate that was accompanied by an increase in remuneration. Byaruhanga (2018) noted that professional and academic qualifications went hand-in-hand with promotion which leads to an increase in pay, among other incentives so as to sustain the motivation levels of teachers.

4.2.5 Years of Experience in Teaching

Experience entails the level of knowledge, skills, and expertise within one's profession. More than 60% of the teachers had been in the profession for more than 7 years, signifying that most of them had witnessed the period before the implementation of fee-free education in OLPSS, and were currently experiencing the implementation of fee-free education. Experiencing both fee- and fee-free education increased the experience of the teachers, making them more resilient when the increase in student enrolment in lower secondary schools overwhelmed the infrastructure of their schools and teacher workloads. However, teachers who had the opportunity of experiencing both fee- and fee-free education in OLPSS were also in a better position to offer insights on the areas that need improvement within the TSC so that it can be in a better position to influence much-needed teacher incentives including timely promotion, in-service training, grievance handling and so forth.

4.3 The TSC's Decision-Making Capacity

The first objective of this study was to identify how improvement of the TSC's decision-making capacity can better enable it to influence teacher incentives as a way of motivating teachers to perform well in disseminating studies to students. One of the main challenges identified in existing literature is the TSC appears to largely to function as a body whose decisions are overshadowed by those of the central government. For example, the TSC effectively executes its mandate by promoting teachers who have qualified for promotions. However, the promotion is not accompanied by the required increase in pay by the central government, particularly at the ministerial level (Nyamubi, 2017). Therefore, when teachers were asked which area needed improvement within the TSC, more than three-quarters of the teachers (77%) agreed that the TSC's decision-making capacity was among the areas that required significant improvement as depicted in Figure 4.2 below.

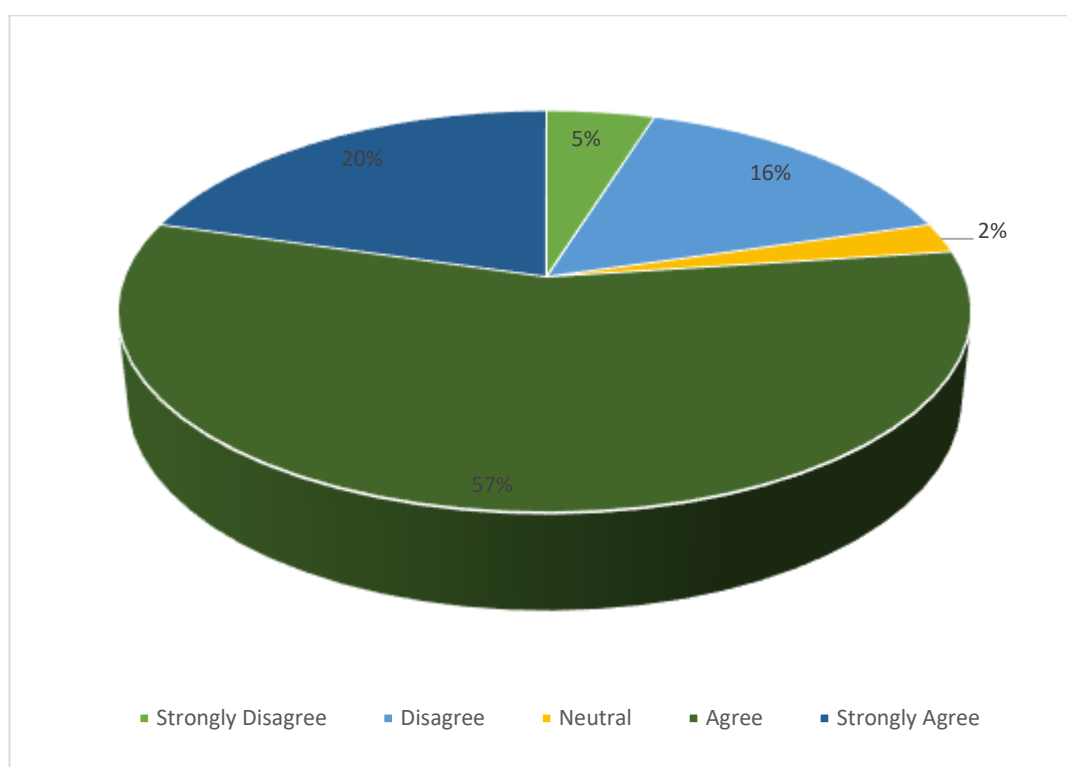


Figure 4. 1: Enhancement of the TSC's Decision-Making Capacity (n = 83)

Source: Field Data (2022).

Teachers disclosed that the TSC appears to play a supportive role that made it less effective in ensuring the welfare of teachers through aspects like enabling their promotion, their equitable deployment and distribution, as well as their career

development through supervising in-service training programs. The study further found that the TSC's decisions were considered untimely or lacked authority, largely because they often fell prey to the central government's financial difficulties and follow-up bottlenecks or bureaucracy. Hence, by improving the capacity of the TSC to decide on its own matters, this body will be in a healthier position to better influence teachers' incentives proactively. One of the participants described decision-making capacity and autonomy fervently,

Improving the TSC's decision-making capacity serves a fundamental objective of widening the circle of influence in safeguarding the welfare of teachers. A greater scope to make decisions on teachers' matters instead of passing them along to the central government bodies like the Ministry of Education will afford the TSC more wiggle room to incentivize teachers. For example, if the TSC's decision to promote teachers is accompanied by an increased ability to decide on appropriate raise in pay, the TSC will be better adjusted to ensure incentives are responsive as well as relevant (Participant 4, TSC, June 2022).

Another informant added;

We are simply the middlemen in the relationship between public school teachers and the government. Decision-making and implementation of recommendations ultimately comes down to the government and not the TSC. A lot of reasons are put forward by government officials, one of which is that the prioritization of learning infrastructure so as to cope with the increase of students. Afterwards, the government will be in a position to improve things like teachers' conditions (Participant 2, TSC, June 2022).

These results imply that facilitating the TSC's capacity to decide is essential but ought to be accompanied by similar improvement in the capacity of the TSC to implement its decisions, for example, via reinforced capacity in the management of financial resources. Rather than operating as a middle-man body, the TSC's ability to execute

promotions is also vital in ensuring the proactiveness of the TSC, reducing delayed promotion and the duration it takes to activate new pay for promoted teachers. Hence, greater autonomy of the TSC in decision-making together with the greater designation of authority and resources in the execution of its mandate will help facilitate the TSC's influence over teachers' incentives. The TSC's enhanced capacity to decide on teachers' affairs including how they are incentivized will improve the quality of timeliness in the delivery of teachers' incentives, ultimately ensuring sustained motivation of teachers and improved student learning.

However, there was skepticism that the government would try to increase the decision-making capacity of the TSC due to factors like fear of shifting loyal of the teachers to the TSC. Other reasons were pointed out by one of the participants;

The enhancement of the TSC's decision-making is all good and well but I don't see the government easily implement such an improvement. Currently, the TSC decides to promote a certain number of teachers but the raise in pay does not occur due to financial deficits that the central level of governance or prioritization of other sectors. So, even if the TSC's decision-making capacity is improved, it must be accompanied by a similar commitment from the central government to implement such decisions (Participant 6, Ward Educational Officer, June 2022).

Therefore, just as it is important to increase the capacity of the TSC to decide on matters concerning teachers, it is equally important that the decisions are honoured by the implementors such as the Ministry of Education. Streamlining the increase in the TSC's decision-making capacity with the government's commitment of swiftly and effectively implementing the decisions is what is necessary in transforming the TSC for a body that offers a supportive role to one that actually affects real influence in teachers' affairs including their incentives. Corresponding results were found in China's Shanghai province where the Shanghai municipal government has been pouring in funds to fix learning infrastructure, strengthen teaching staff, buy resources, and appoint skilled principles following recommendations from the Shanghai Municipal Education Commission (Zhang *et al.*, 2016).

Furthermore, the respondents were asked which specific areas of incentives would improve if the capacity of decision-making of the TSC was strengthened? Nearly a third of the teachers (31%) opined that the enhancement of the TSC’s capacity to independently decide on teachers would likely ensure greater accountability of the TSC to teachers instead of its current posture where it appears to also be accountable to the government. Other respondents through that increased capacity of the TSC’s decision-making would boost the handling of teachers’ matters by the TSC (20%), reduce delays in promotions (19%), improve the hiring and deployment of enough teachers to cope with increased student enrolment (16%), and ensure effective capacity building and training of teachers (13%) as illustrated in Figure 4.3 below. These results suggest that the enhancement of the TSC’s decision-making capacity has the potential of improving the TSC’s influence on teachers’ incentives in various areas and to differing degrees.

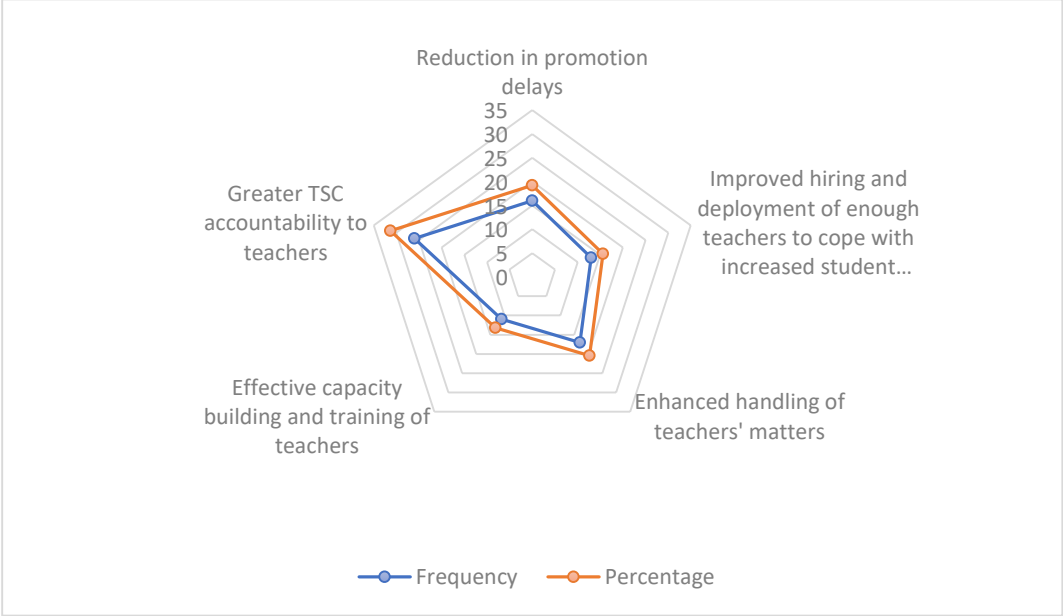


Figure 4. 2: Potential Outcomes of the TSC’s Enhanced Decision-making Capacity (n = 83)

Source: Field Data (2022).

So far, the limited ability of the TSC’s decision-making capacity and corresponding inability to execute its decisions was cited as one of the reasons that limited the TSC’s capacity of implementing its mandate in a timely manner (URT, 2019). For example, following the practice of fee-free education in OLPS from 2016 onwards, there has

been significant increases in student enrolment. The rise in student numbers led to more noticeable teacher deficits, particularly of teachers that teach math, science and technical subjects whose numbers dwindle due to death, retiring, dismissal and attrition in favour of other occupations. If the TSC had greater capacities to decide and execute its mandate related to adequate recruitment, deployment, distribution, and promotions of teachers, challenges like teacher shortages would be more effectively reduced. Hence, rather than playing a supportive role, the improvement of the TSC capacity to decide and execute its decisions was considered to be a crucial area of improvement in boosting the TSC’s role of influencing teachers’ welfare and incentives.

4.4 Financial Capability of the Teachers’ Service Commission

The second objective of this study was concerned with investigating how financial consolidation of the TSC facilitates its influence on teachers’ incentives. Insufficient financial resources were reported as a major obstacle that hindered the TSC from effectively executing its mandated functions (URT, 2016; 2022). In the current study, 71% of the teachers were in accord that the Commission’s financial capacity needed to be enhanced so that it can effectively implement its mandate of ensuring the welfare and incentivization of teachers. This is because

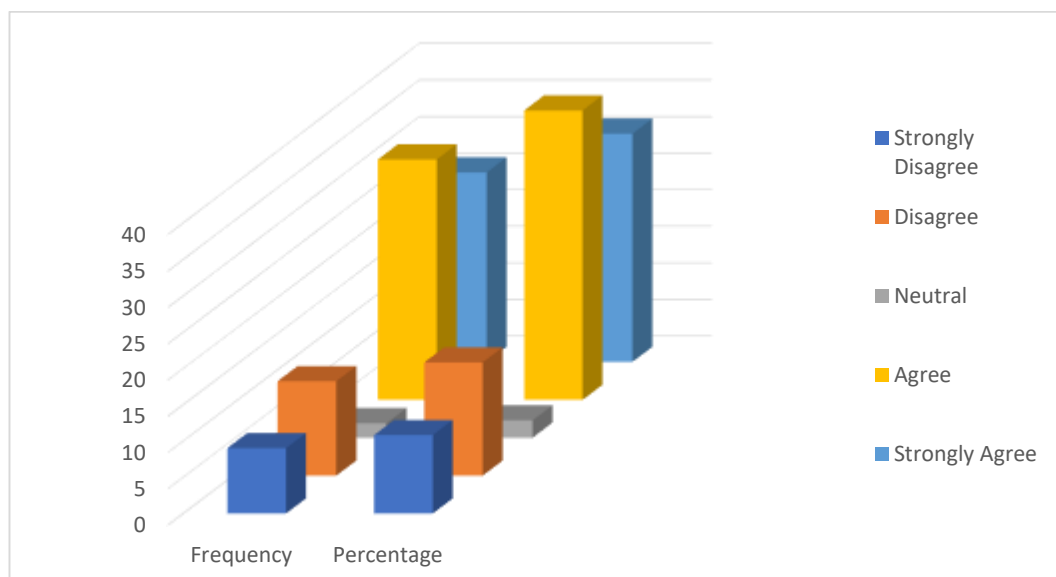


Figure 4. 3: Reinforcement of the TSC’s Financial Capacity (n = 83)

Source: Field Data (2022).

The study found that at this time, limited financial capability of the TSC significantly limits its ability to implement incentivizing functions such as effectively supervising promotions, ensuring the grievances of teachers it communicates to the designated Ministry of Education are handled, and guaranteeing that fee-free education positively impacts teachers (World Bank, 2021). Hence, improving the financial capability of the TSC can cumulatively help the TSC influence both monetary and non-monetary incentives for teachers including their promotion and the environment in which they work in. Being able to cumulatively contribute to monetary and non-monetary teacher incentives can help reinforce morale and commitment of teachers to perform well and raise the learning outcomes of students and the overall quality of education (Hendricks, 2014; Podolsky *et al.*, 2019).

The unearthed results point toward the need for increased capacity over financial resources in an effort to link the TSC's independent decision-making with the necessary capability of implementing its decisions as a result of reinforced financial capacity and self-governance. Administrative autonomy and independent budgetary mechanisms have been a major boost in the performance of Education Service Commissions in Colombia (CNSC) and Shanghai (SMEC) respectively (Radinger *et al.*, 2018; Zhang *et al.*, 2016). Henceforth, the TSC's improved control and management of financial resources was associated with the TSC's enhanced efficacy in the performance of its mandated functions including the promotion of teachers, overseeing their training, welfare and other aspects of incentives.

Additionally, the study inquired about the expected outcomes of the TSC's reinforced financial capacity and its influence on teachers' incentives. The improvement of the financial capacity of the TSC was strongly associated with the TSC's growth in ability to ensure teachers are promoted timely and consistently (31%); teacher incentives are aligned with change in circumstances such as increased enrolment or remoteness of school (23%); and more opportunities for in-service training and professional development (20%); and investment in systems that automate via ICT the TSC's incentivizing role such as appointment, recategorization and promotion (25%) as highlighted in Figure 4.5.

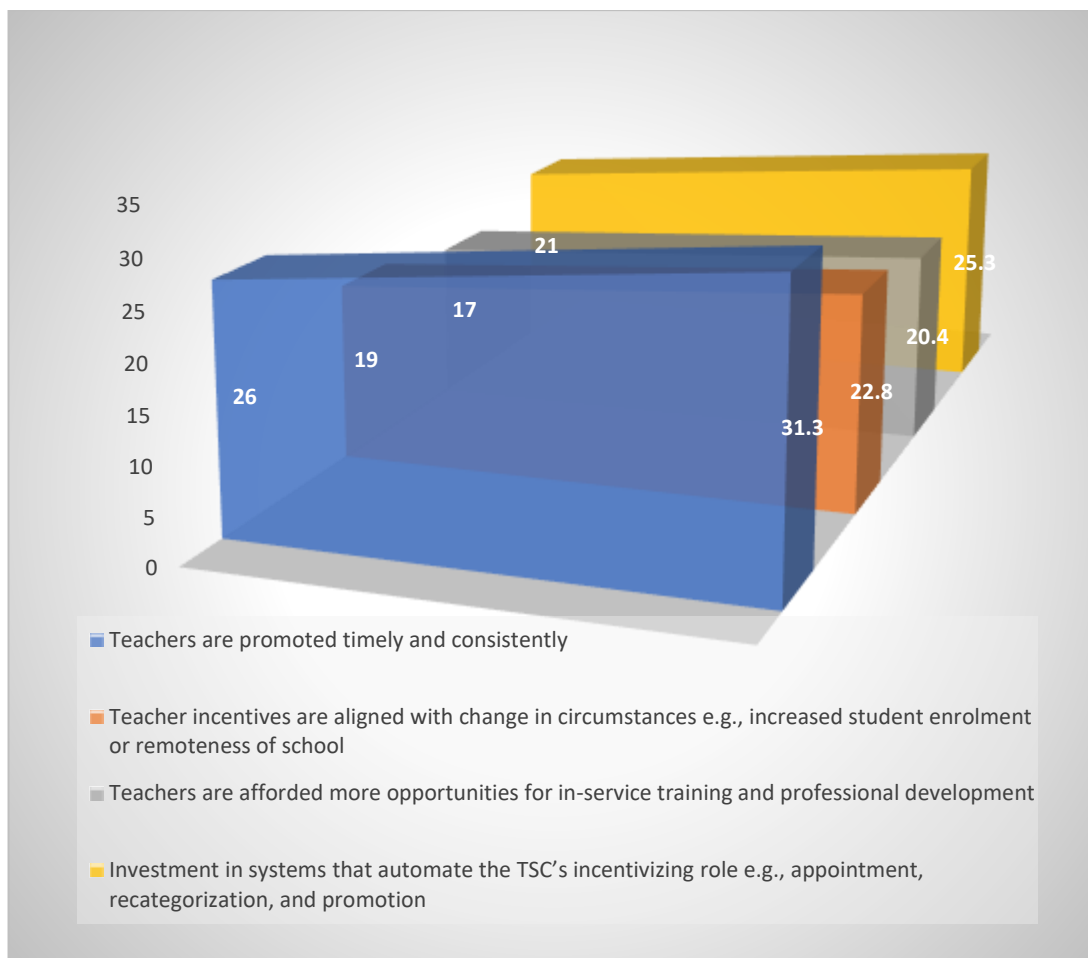


Figure 4. 4: Outcomes of Enhancement of the TSC's Financial Capability (n = 83)

Source: Field data (2022).

Figure 4.5 highlights that the strengthening of the financial independent and capacity of the TSC can potentially elevate its influence in teachers' incentives in several ways, subsequently helping ensure morale and commitment of teachers, and the effect of their performance on student learning outcomes in Chamwino district. Similar results were reported by Zhang *et al.* (2016) who found the presence of a link between effective Commission financing with three aspects of teachers' development including their incentivization, motivation and rewarding, which translate to quality student learning outcomes.

4.5 The TSC's Independent Handling of Teachers' Grievances

The third objective of this study sought to determine whether the independent and direct handling of teachers' grievances by the TSC would enable this body to better

influence teachers’ incentives. Results in Figure 4.6 indicate that over 72% of the teachers concurred about the need for enhancement of the TSC’s function to independently and directly handle teachers’ grievances instead of being a mere channel of communicating such grievances to the government.

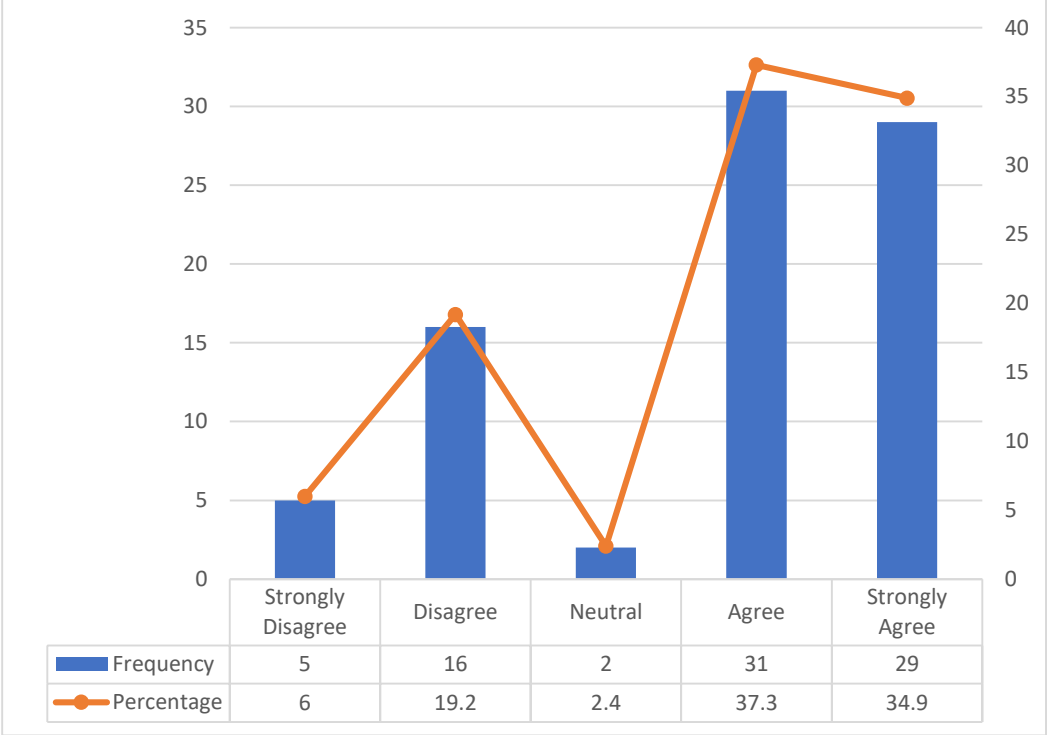


Figure 4. 5: TSC’s Effective Handling of Teachers’ Grievances (n = 83)

Source: Field Data (2022)

The study uncovered that the TSC currently just receives and communicates the grievances and inputs of teachers to the Ministry of Education. For instance, aspects such as appeals of decisions concerning teachers aggrieved by the TSC are processed at the President’s Office - Regional Administration and Local Government (PO-RALG), and the President has the power to confirm and rescind the decisions of the TSC (URT, 2022). This implies the TSC has a limited ability to effectively solve teachers’ issues, let alone in a timely manner, requiring the help of the highest office in the country, increasing the likelihood of delays in dealing with teachers’ grievances such as their incentivization. Therefore, defining and reinforcing the jurisdiction of the TSC over the handling of teachers’ grievances can help reduce the sidelining and delay in dealing with teachers’ matters compared to when they are dealt with by other government bodies or departments as emphasized by a school head;

If the TSC has more power to deal with the grievances of teachers without having to sit and wait to get approval from another government body, there is a greater chance the grievances may be solved more quickly and effectively. Increased and independent authority of the TSC in dealing with teachers' grievances like promotion delays, pay disputes, unfair dismissals, and working conditions can help strengthen the TSC's positive influence of teacher incentives and welfare (School Head, School C, June 2022).

Being able to fairly and effectively handle teachers' grievances is of significant importance because it has the potential of buttressing the TSC's influence on teacher issues, something that translates to student learning outcomes and the overall quality of education. When asked which incentive areas would benefit if the TSC had greater authority in handling grievances, almost a quarter of the respondents (24%) agreed that it would lead to increase in compensation which they view as the greatest grievance among teachers. Approximately 23% thought that the direct handling of grievances by the TSC without interference would transform teaching to an attractive profession since the grievance of teachers would be handled more efficiently. Others concurred that grievance handling as an improvement area would strategically reduce teacher turnover rates (20%), lead to more job satisfaction among teachers (17%), and culminate to the retention of quality teachers (16%).

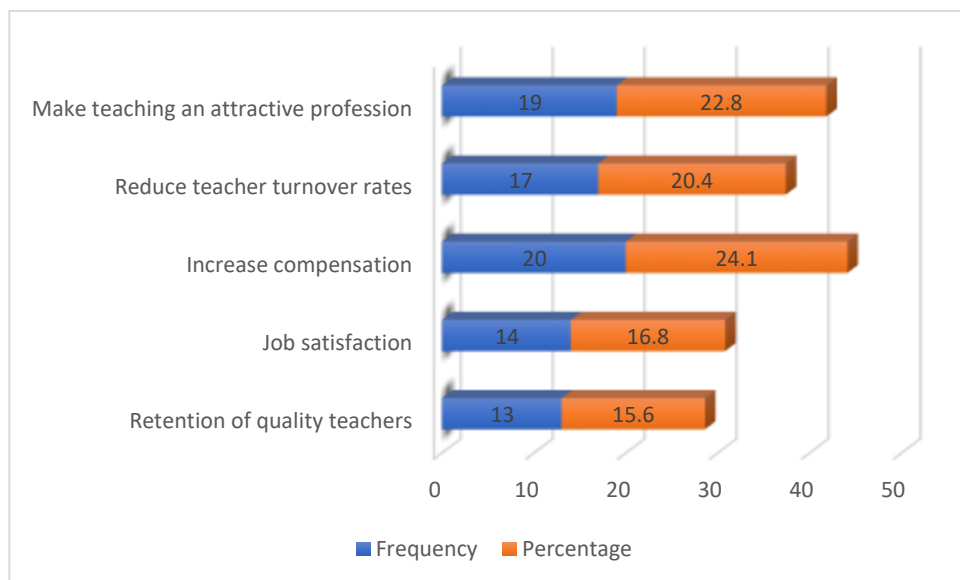


Figure 4. 6: Outcomes of the TSC's Independent Handling of Grievances (n = 83)

Source: Field Data (2022).

In unison, the findings reflect how the TSC can strategically position itself to better solve the grievances of teachers in a responsive manner that trickles down to several potential benefits. Such benefits in turn lead to enhanced teacher motivation, performance, retention, and general job satisfaction, culminating to a more stable teacher workforce and improved student learning outcomes in public schools which cater to a large portion of the country's students.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

This study focused on assessing the role of the TSC in influencing teacher incentives for Tanzania's ordinary-level public secondary school (OLPSS) teachers. Specifically, the study aimed to assess areas where the TSC's mandate and operations could be improved to enhance teacher incentives. The study utilized a mixed-methods approach which allowed the gathering of both qualitative and quantitative data from key education stakeholders, including OLPSS teachers, heads of school, TSC representatives, education officers, and education officers. Through the evaluation of the perspectives of these stakeholders, the study sought to identify practical strategies for strengthening the TSC's role in incentivizing teacher incentives. This current chapter provides a summary of the key findings and conclusion that are drawn from the analysis and discussions of the research findings in the fourth chapter. The chapter offers some recommendations directed towards education stakeholders which include the TSC, Ministry of Education, Science and Technology, other governmental departments, as well as other education stakeholders. The chapter finally offers the areas for further study.

5.1 Summary of the Study

This study's main objective was to assess the strategic areas of improving the TSC's influence on incentives for ordinary-level public secondary school (OLPSS) teachers in Chamwino District. The researcher's interest in the subject matter rose out of the extended implementation of fee-free education in public ordinary level or junior secondary schools, an aspect that has increased teacher workload without the corresponding consideration of how to incentivize teachers accordingly via monetary and non-monetary incentives such as raise in pay and improvement of working conditions (World Bank, 2021). The TSC, which is entrusted with ensuring teachers' welfare was adopted as the institution of analysis towards influencing incentives for teachers amid the implementation of fee-free education. In executing its mandate, the TSC was found to face several challenges including inadequate financial power, outdated working tools, inadequacy in the interpretation and execution of the TSC's own guidelines, and insufficient capability of making evaluations that interfered with

its effective contribution to teachers' welfare and incentives. Hence, the study assessed the strategic areas of improvements that would allow the TSC to better influence teachers' incentives.

5.2 Summary of the Key Findings

Findings on the main objective highlighted three main areas that require strategic improvement so that the TSC can better influence teacher incentives in Chamwino district, including the TSC's decision-making capacity, its financial capability, and when it comes to the TSC's independent and direct handling of teachers' grievances. By reinforcing these three areas, the study ascertains that the TSC would be more effective in influencing teacher incentives.

The specific objectives this study included; identifying areas for decision-making improvement that affect the TSC's influence on teachers' incentives, investigating how the financial enhancement of the TSC can help influence teachers' incentives in Chamwino District, and determining how the TSC's independent handling of grievances influences the incentives of teachers in Chamwino district.

5.2.1 Improvement of the TSC's Decision-Making Capacity

The results of the first objective revealed that more than three-quarters of the respondents (77%) agreed it was crucial for the TSC's decision-making capacity to be strengthened. Through the reinforcement of the TSC's decision-making capacity, the body will be in a better position to execute its mandated functions without its decisions being overshadowed by central government bodies including the Ministry of Education. Greater decision-making capacity of the TSC was also attributed to a reduction in delays when it comes to aspects like linking promotions to appropriate rises in pay and other incentives like effectively and timely handling of teachers' matters. However, it was further established that the enhancement of the TSC's decision-making capacity ought to go hand-in-hand with the strengthening of the capacity of the TSC to implement its decisions through, for example, boosted financial capacity. Moreover, almost a third (31%) of the respondents concurred that the strengthen capacity of the TSC's decision-making could potentially lead to the TSC being more accountable to teachers than to the government. Other positive possible outcomes of the enhancement of the TSC's decision-making capacity were

improvement of the TSC's handling of teachers' matters, reduction in delays in promotion, and improvement of the hiring and deployment of enough teachers to cope with increased student enrolment.

5.2.2 Promotion of the TSC's Financial Capability

Findings on objective two uncovered 71% of the respondents were in agreement that the TSC needed improvement of its financial capability, an enhancement that would allow the TSC to effectively implement its mandate functions which include guaranteeing the welfare and incentivization of teachers. So far, the TSC was found to be insufficient in supervising promotions, ensure the teacher grievances it communicates to the designated Ministry of Education are handled on time, and guarantee that fee-free education positively impact teachers' welfare. Thus, Hence, improving the financial capability of the TSC was deemed necessary to allow it to positively influence teachers' incentives and welfare. Respondents asserted that the reinforcement of the TSC's financial capability would lead to the timely and consistent promotion of teachers, alignment of teacher incentives with circumstances like increased student enrolment and remoteness of school, facilitation of the opportunities for teachers training and professional development, as well as increase in investment in systems that automate the TSC's incentivizing role in aspects like appointment of teachers, their recategorization, and promotion.

5.2.3 Independent Handling of Teachers' Grievances

With regard to the third specific objective, more than 72% of the respondents identified that the TSC's independent and direct handling of teachers' to be a vital initiative in contributing to the TSC's role of influencing teachers' incentives in Chawmino district. The respondents believed that if the TSC handled the grievances of teachers independently and directly instead of communicating them to other government bodies, grievances would be handled more quickly and with less susceptibility to bureaucratic rigidity.

5.3 Conclusion

Teachers remain fundamental in fostering the provision of education services in societies. However, for them to be effective in fulfilling their responsibilities, their conditions need to be considered as well. This study assessed the strategic areas of

improving the TSC so that it can better influence teachers' incentives. Through its functions such as deployment, distribution, promotion, articulation of teachers' grievances, gathering input aimed at ensuring that fee-free education positively affects teachers, supervising in-service teacher training, and ensuring the overall welfare and services of a teacher, the TSC is well-positioned to help teachers cope with the increased student enrollment and workload. But, failure to effectively execute these functions which were aimed at influencing the incentivization of teachers, has inversely affected teacher morale, commitment, and performance, subsequently contributing to unsatisfactory levels of student learning outcomes.

Tackling these problems saw this study explore the potential areas of improving the TSC's role in incentivizing teachers. Some of the areas that require strategic improvement were identified such as reinforcement of the TSC's decision-making capacity, strengthening its financial capability, and facilitating its independent and direct handling of teachers' grievances. So far, the fee-free education implementation, incentivization of teachers, and performance of the TSC, all appear to be affected by the top-down or centralized nature of governance, something that is negatively impacting the quality of education in Tanzania through fluctuation of students' performance in exams and imparting of knowledge and skills demanded by today's job market. Thus, there is a need for greater decentralization of the obligations, authority, and financial capacity from the central to grassroot agencies like the TSC which directly implement education policies and oversee those who are the main stakeholders in education, the teachers.

5.4 Recommendations

This section offers the recommendations drawn from the presentation and discussion of the findings in the previous chapter. The recommendations presented may be adopted by the government, the TSC, and other education stakeholders.

5.4.1 To the Government

The current study observed that there is an increase in the number of students accessing ordinary-level public secondary schools (OLPSS). The increase in number has placed a greater demand on teacher performance to maintain and improve the quality of teaching. However, the welfare of teachers appears unsatisfactory whereby the status

of teachers and the teaching profession is not as desirable. Public school teachers work under difficult conditions, are undervalued, and are not compensated accordingly, something that forces them to either take on second jobs, migrate from public to private schools, retire early, or leave the profession altogether. There is a need for the government through the Ministry of Education in collaboration with the TSC as partners to strengthen the latter so that it can independently evaluate and take of more active role in improving the status and conditions of teachers. The increased role and effectiveness of the TSC in addressing teachers' conditions has the potential to transform the teaching profession into a more lucrative and attractive profession. This will help attract and retain high-performing teachers to public schools, especially in science and mathematics subjects so as to improve the quality of education since most students attend public schools. Attracting such teachers begins with the improvement of the monetary and non-monetary conditions of teachers. The role teachers play should be reflected in how they are compensated, incentivized, supported, and the status of their working conditions.

Also, the government should install both short- and long-term strategic education plans that aim to holistically improve the education sector by aligning demand and supply of resources such as school infrastructure, enough qualified teachers, ensure timely teacher promotions, increased pay, updates in curricular, training, as well as the availability of teaching and learning material. These will help motivate teachers because their monetary and non-monetary conditions will simultaneously be improved.

Moreover, the government ought to make sure that all and any future education policies involve teacher participation and the participation of other education stakeholders so as to gather their input. Because in most cases, these stakeholders end up being the ones most affected at the implementation stage, just as is the case of teachers being adversely affected by the extension of fee-free education to OLPSS. The engagement of education stakeholders and ensuring their input is given due consideration before implementation is a more practical way of ensuring ownership and management of the implementation of adopted policies.

The results of this study revealed that the government's creation of the TSC without equipping it with the necessary capabilities to function effectively is in no way advantageous to either the government or the teachers. The hurdles often faced by the TSC affect the reputation of both the government and the TSC because of the ineffectiveness of services offered to support teachers. For instance, the delay in promotions when teachers have qualified is something that dampens their morale. Hence, the government needs to strengthen the TSC's capacity while also being more accountable itself so as to reduce bottlenecks in the servicing of teachers.

Furthermore, in 2018, a legislation decision led to the enactment of what is considered to be a controversial public agency, the Teacher's Professional Board (World Bank, 2021:18). Up until 2021, the agency had not begun operating but it was to have functions such as maintaining the register of professional teachers, and promote the continuing professional development for teachers among other functions. However, the agency appears to have been created without much involvement of teachers, signifying the continued non-participation of key stakeholders in formation of policies or creation of institutions that largely affect them. The government should improve upon prior stakeholder involvement. Moreover, the government should look towards improving the capacities of the already existing institutions such as the TSC.

5.4.2 To the Teachers' Service Commission

The findings uncovered weaknesses in the TSC's capacity to influence teachers' incentives due to it being largely an appellant body with limited implementation capability and autonomy. Henceforth, to boost the TSC's capacity, there is a need for the TSC in collaboration with the central government authorities responsible for education (Ministry of Education) to develop a system of rewards and recognition for teachers' performance. Such a system would act as a way of evaluating the performance of teachers and acknowledging those who stand out as a result of their dedication. This will inspire more teachers to constructively compete in performing well for both student outcomes and personal recognition.

Also, the TSC ought to establish a subdivision within the agency that would help research and determine areas that can help improve the servicing of teachers in the process of ensuring the overall quality of education through the promotion of the

welfare of teachers. By conducting its own research and development, the TSC would be proactive rather than reactive in influencing the improvement of the conditions of teachers.

With the constant change in the local and international job market, the TSC needs to improve upon the teacher in-service training in order to ensure teaching techniques and curricula are responsive to market demands. For example, technological spillover into almost all career fields has led to updates in curricula, methods of learning, and teaching in developed countries. Therefore, the TSC should look into ways of ensuring the teacher's skills are as up-to-date as possible.

5.5 Areas for Further Study

The current study assessed the influence of the TSC in teachers' incentives. Future studies may be conducted to examine the perceptions of teachers on the effectiveness of the TSC in servicing teachers. Such a study will help provide a nuanced understanding of how teachers experience the TSC's performance of its mandate. Also, an investigation can be made to analyze the comparison of teacher retention and attrition between public and private schools.

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APPENDICES

Appendix 1: Interview Guide to TSC Personnel

The researcher is a Master student with the University of Dodoma (UDOM) who is conducting a study on: *The Influence of the Teachers' Service Commission on Teacher Incentives in Tanzania: A Case of Selected Public Secondary Schools in Chamwino District*. Kindly respond to the following questions to the best of your ability. Know that the information you provide shall be confidently kept and solely used in addressing the objectives of this research study.

A. About the Participant

1. Tell us bit about your experience with the TSC and how it influences teachers' incentives.
2. What is your position at the TSC and what duties does it entail when it comes to incentivizing teachers?
3. How effective would you say the TSC is in influencing teachers' incentives?
4. What are some of the challenges you encounter in influencing incentives for teachers?

B. About the Inquiry

5. What effects has the introduction of fee-free education had on ordinary-level public secondary schools had on teachers?
6. How has fee-free education affected the TSC and its influence on teachers' incentives and welfare?
7. What challenges does the TSC face in decision-making that may affect its influence on teachers' incentives?
8. What areas of decision-making do you think the TSC needs to improve in order to enhance its influence of teachers' incentives?
9. Do you have any examples where the TSC's decision-making has affected teachers' incentives (positively or negatively)?
10. How do you think the improvement of the TSC's decision-making can help it better-influence teachers' incentives?
11. What are some of the financial challenges the TSC faces in implementing or improving teachers' incentives?

12. In what ways does the TSC's current financial situation affect its ability to influence teachers' incentives?
13. How do you think improving the TSC's financial autonomy and capacity would enhance its ability to influence teachers' incentives?
14. Can you provide areas where you believe increased financial autonomy and capacity would enhance the TSC's influence on teachers' incentives?
15. Can you explain how the TSC currently handles grievances from teachers, particularly ones related to teachers' incentives?
16. Do you think the TSC's current procedures of handling grievances of teachers is effective?
17. What challenges does the TSC face in maintain independence in handling of teachers' grievances?
18. What measures or strategies could further strengthen the TSC's ability to handle teacher grievances effectively and positively influence teachers' incentives?
19. In your opinion, what are they top priorities for the TSC in improving its influence on teachers' incentives?

Appendix 2: Interview Guide to Teacher Union Representative

The researcher is a master student with the University of Dodoma (UDOM) who is conducting a study on: *The Influence of the Teachers' Service Commission on Teacher Incentives in Tanzania: A Case of Selected Public Secondary Schools in Chamwino District*. Kindly respond to the following questions to the best of your ability. Know that the information you provide shall be confidently kept and solely used in addressing the objectives of this research study.

C. About the Participant

1. Tell us bit about your role within the Teachers' Trade Union (TTU) and your experience in this role.
2. Can you briefly describe the relationship between the TTU and the TSC, particularly in relations to teachers' incentives?
3. How effective would you say the TSC is in influencing teachers' incentives?

D. About the Inquiry

4. In your opinion, do you think the TSC's decision-making when it comes to teachers' incentives is effective?
5. Do you have any examples where the TSC's decision-making has affected teachers' incentives (positively or negatively)?
6. What challenges does the TSC face in decision-making that may affect its influence on teachers' incentives?
7. In what areas could the TSC improve its decision-making to better influence teachers' incentives?
8. How do you think the improvement of decision-making can help the TSC better influence teachers' incentives?
9. What are some of the financial challenges the TSC faces in implementing or improving teachers' incentives?
10. In what ways does the TSC's current financial situation affect its ability to influence teachers' incentives?
11. How do you think improving the TSC's financial autonomy and capacity would enhance its ability to influence teachers' incentives?

12. Can you provide strategic areas where you believe increased financial autonomy and capacity would enhance the TSC's influence on teachers' incentives?
13. Can you explain how the TSC currently handles grievances from teachers, particularly ones related to teachers' incentives?
14. What specific issues, if any, do teachers frequently raise regarding grievances on incentives?
15. Do you think the TSC's current procedures of handling grievances of teachers is effective?
16. What challenges does the TSC face in maintain independence in handling of teachers' grievances?
17. What measures or strategies could further strengthen the TSC's ability to handle teacher grievances effectively and positively influence teachers' incentives?

Appendix 3: Interview Guide to Ordinary-Level Public Secondary School (OLPSS) Heads of School

A. About the Participant

1. Position and Experience

- Could you briefly describe your role as the Head of your school?
- How many years have you served as the Head of your current school and/or other schools?

2. School Overview

- How many teachers are currently employed in your school?
- Are the teachers enough or do you need more?
- Is the quantity and quality of infrastructure enough?
- Are there enough teaching and learning materials in your school?

3. Familiarity with the TSC

- How familiar are you with the TSC and do you think it is effective in the implementation of its role?
- How effective is the TSC in influencing incentives for teachers?

B. About the Inquiry

4. From experience, how does the TSC's decision-making affect teachers' incentives in your school?
5. Have there been specific decisions made by the TSC which you believe have positively or negatively influenced teachers' incentives? Could you offer some examples?
6. To what extent are heads of schools and other school-level leaders involved in the TSC's decisions pertaining to teachers' incentives?
7. In your opinion, which areas of decision-making do you think need to be improved to enhance the TSC's influence on teachers' incentives?
8. How do you think improved decision-making by the TSC can help enhance the Commission's influence on teachers' incentives?
9. How would you describe the TSC's financial capacity and its effect on how the Commission influences teachers' incentives?
10. How do financial constraints at the TSC affect its ability to influence teachers' incentives?

11. Do you think improving the TSC's financial capacity and autonomy can improve the Commission's influence of teachers' incentives? If so, how?
12. What areas of teachers' incentives would mostly benefit from the improvement of the TSC's financial capacity and autonomy?
13. How effective do you think the TSC is in handling of teachers' grievances, especially those related to incentives?
14. Have teachers in your school raised grievances tied to incentives with the TSC? If so, how and to what extent were they addressed?
15. Do you feel/think the TSC takes into consideration the input of Heads of schools when addressing teachers' grievances? Why or why not?
16. Do you think the TSC's current procedures of handling teachers' grievances helps the Commission better influence teachers' incentives?
17. What areas of improvement would to suggest be made to the TSC's grievance handling process so that the Commission can better support teachers' incentives?
18. Do you have additional comments?

Thank you for your time

Appendix 4: Questionnaire to Ordinary-Level Public Secondary School (OLPSS) Teachers

A. About the respondent

Please describe a bit about yourself. (Fun warm-up)

1. Age Group

- a) 25 years and below b) 26 to 32 c) 33 to 39 d) 40 to 46
- e) 48 to 54 f) 55 and above

2. Gender

- a) Male b) Female

3. Education profile

- a) Diploma b) Bachelor c) Master d) Phd

4. Marital Status

- a) Single b) Married c) Divorced d) Widowed

5. Years of teaching experience

- a) Less than a year b) 1-3 years c) 4-6 years d) 7-9 years
- e) 10 years and more

B. About the Inquiry

Job Description and related aspects

6. To what extent do you agree that TSC's decision-making affects teachers' incentives?

- a) Strongly disagree b) Disagree c) No effect d) Agree e) Strongly agree

7. How often do you feel involved in TSC's decision-making procedures related to incentives affecting teachers?

- a) Always b) Often c) Sometimes d) Rarely e) Never

8. Which areas of the TSC's decision-making do you think need improvement to better support teachers' incentives?

.....
.....

9. Which of the following areas do you think will be more enhanced by the TSC's improved decision-making?

S/N	Area of improvement	Yes	No
1	Reduction in promotion delays		
2	Improved hiring and deployment of enough teachers to cope with increased student enrollment		
3	Enhanced handling of teachers' matters		
4	Effective capacity building and training of teachers		
5	Greater TSC accountability to teachers		

10. How would you rate the TSC's current financial capacity in influencing teachers' incentives?

a) Very sufficient b) Sufficient c) Neutral d) Insufficient e) Very insufficient

11. To what extent do you agree that improving the TSC's financial autonomy and capacity would enhance its influence on teachers' incentives?

a) Strongly disagree b) Disagree c) Neutral d) Agree e) Strongly agree

12. Which areas would be most improved with better TSC financial capacity and autonomy?

S/N	Enhanced Area	Yes	No
1	Teachers are promoted timely and consistently		
2	Teacher incentives are aligned with change in circumstances e.g., increased student enrolment or remoteness of school		
3	Teachers are afforded more opportunities for in-service training and professional development		
4	Investment in systems that automate the TSC's incentivizing role e.g., appointment, recategorization, and promotion		

13. Have you ever filed a grievance related to incentives to the TSC?

a) Yes b) No

14. If yes, how satisfied were you with the TSC's handling of your grievance?

a) Very satisfied b) Satisfied c) Neutral d) Dissatisfied e) Very dissatisfied

15. How would you describe the TSC's approach in handling grievances tied to teachers' incentives?

a) Very fair b) Fair c) Neutral d) Unfair e) Very unfair

16. To what extent do you think the TSC's handling of grievances need to be enhances so as to support its influence on teachers' incentives?

a) Strongly disagree b) Disagree c) Neutral d) Agree e) Strongly agree

17. Which of the following areas do you think will benefit the most from the improvement of the TSC's capacity to handle teachers' grievances, particularly those related to incentives?

S/N	Area of improvement	Yes	No
1	Retention of quality teachers		
2	Job satisfaction		
3	Increase compensation		
4	Reduce teacher turnover rates		
5	Make teaching an attractive profession		

18. Do you have any additional comments?

Thank you for your time

Appendix 5: Clearance Forms



THE UNITED REPUBLIC OF TANZANIA
MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY
THE UNIVERSITY OF DODOMA



Our. Ref. No. MA.84/261/59/12

21st October, 2022

To: Apsa Ally Othman,
The University of Dodoma.

RE: RESEARCH PROPOSAL ETHICAL CLEARANCE

The heading above is concerned.

2. The Institutional Research Review Ethics Committee (IRREC) convened for its 59th IRREC Meeting Held On 20th September, 2022 and reviewed a research proposal titled **"The Effectiveness Of The Teacher's Service Commission In Coordinating Incentives For Ordinary-Level Public Secondary School Teachers: A Case Of Selected Secondary Schools In Dodoma Region."**

3. I am pleased to inform you that the committee has granted ethical clearance to the submitted proposal.

4. Furthermore, as the Principal Investigator of the study the following issues must be observed: -

- A progress report is submitted to the University of Dodoma.
- Copies of final publications are made available to the University of Dodoma.
- Study area: **Dodoma Region.**

Best regards,

Dr. Alex Mongi

For: Chairperson- Institutional Research Review Committee (IRREC)

cc: Deputy Vice Chancellor-Academic, Research and Consultancy



THE UNITED REPUBLIC OF TANZANIA
MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY
THE UNIVERSITY OF DODOMA
OFFICE OF THE VICE CHANCELLOR



Our. Ref. No. MA.84/261/59/12

21st October, 2022

Regional Administrative Secretary,
Dodoma Region,
P.O. Box 914,
DODOMA.

RE: RESEARCH CLEARANCE

Please refer to the above heading.

2. The purpose of this letter is to introduce to you **Ms. Apsa Ally Othman**, Masters Student of the University of Dodoma who is required to conduct research. Our students undertake research activities as part of their study programmes.

3. In accordance with the Government Circular Letter with Ref. No. MPEC/R/10/1 dated 4th July 1980, the Vice Chancellor of the University can issue research clearances to staff members and students of the University on behalf of the Government and the Tanzania Commission for Science and Technology (COSTECH). I am pleased to inform you that, I have granted a research clearance to **Ms. Apsa Ally Othman**.

4. In view of the above, I kindly request you to provide the assistance needed for her to conduct the research. Specifically, I request your permission for **Ms. Apsa Ally Othman**, to visit various units within the Dodoma Region to consult with relevant stakeholders in connection with her research.

5. The title of her research is "**The Effectiveness of the Teacher's Service Commission in Coordinating Incentives for Ordinary-Level Public Secondary School Teachers: A Case of Selected Secondary Schools in Dodoma Region.**" Her research is from April to December 2024.

6. Should there be any restrictions, you are kindly requested to advise us accordingly. If you require further information, please do not hesitate to contact us through the Directorate of Research, Publications, and Consultancy, P.O. Box 259, Dodoma, Tel.+ (255) 262310301, Email: drpc@udom.ac.tz.

Yours Sincerely,

Prof. Razack B. Lokina
For. VICE CHANCELLOR

The Role of the Teachers' Service Commission's (TSC) Decision-making in Influencing Teacher Incentives in Chamwino District Council, Tanzania

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ABSTRACT

Purpose: This study assessed how the improvement of the TSC's decision-making capacity can help the Commission better-influence teachers' incentives in Chamwino District Council (CDC).

Methodology: The research used a mixed approach which involved the collection and analysis of both qualitative and quantitative data. The mixed approach was expressed through a convergent or concurrent research design. Quantitative data was obtained from 83 randomly selected teachers who served as the respondents, meanwhile, qualitative data was gathered from 19 key informants. Furthermore, the quantitative data were analysed through the SPSS software in order to draw descriptive statistical inferences while thematic analysis was applied for qualitative data.

Findings: The results revealed over three-quarters of the teachers (77%) agreed that the TSC's decision-making capacity was among the areas that required significant improvement. The enhancement of the TSC's decision-making capacity was attributed to the influence of several teachers' incentives including greater accountability of the TSC to teachers instead of the government, boost the handling of teachers' matters, reduce delays in promotions, and ensure effective capacity building and training of teachers.

Conclusion: To ensure improved teachers' incentives, there is a need for greater decentralization of decision-making authority from the central to grassroots agencies like the TSC which directly implement education policies and oversee the welfare of those who are the main stakeholders in education, the teachers.

Recommendations: The government ought to equip the TSC with the necessary decision-making capacity because the decision-making ineffectiveness of the TSC is neither advantageous to the government nor teachers.

Keywords: TSC, teachers' incentives, welfare, decision-making

1.0 INTRODUCTION

The significance of teachers in the performance of students and the overall quality of a country's education system has subsequently led to the recognition and acknowledgment of the importance of teachers' welfare (Rwigema, 2022). The recognition of the critical role played by teachers has seen efforts taken by various bodies towards improving the personal conditions, the environment, and the working conditions of teachers. However, in developing countries, teacher performance is highly vulnerable to low pay and poor working conditions. To boost the capacities of teachers to help them cope with such conditions, incentives have often been cited as a suitable remedy, especially incentives directly tied to performance (Makruf *et al.*, 2020). One of the bodies that has emerged with the impetus to deal with teachers' incentivization is the Teachers' Service Commission (TSC) (Kabarata, 2023).

The TSCs are known by different names. For example, in the European Union, they are known as Educational Councils, while in China they are referred to as State Education Commissions (EUNEC, 2021; Zhang, Ding & Xu, 2016). Similarly, in Colombia, the country's teachers' commission is known as the National Civil Service Commission, while in Kenya, Tanzania, and Zambia, it is known as the TSC (Radinger *et al.*, 2018; Kabarata, 2023). Regardless of the variation in names, these entities serve functions aimed at fostering the welfare, conditions, services, development, and incentivization of teachers worldwide. For instance, the incentives provided by the TSCs in the Sub-Saharan group of countries include job promotion, in-service training opportunities, and communicating teachers' grievances to the education ministry (Mtesigwa & Otieno, 2022).

In Tanzania, the TSC is tasked with the registration of trained teachers; recruiting, deploying, and assigning teachers employed by the Commission for service in any public school or institution; the promotion and transfer of teachers; supervising in-service training; and exercising disciplinary measures against teachers (URT, 2015). The proper implementation of many of these functions became more crucial following the extension of fee-free education to ordinary-level public secondary schools (OLPSS) in 2016 through the Education and Training Policy (ETP) of 2014. Although the implementation of ETP, which began in January 2016 increased student enrollment in lower secondary education by 44%, it exerted pressure on several various aspects of the education system such as infrastructures, learning materials, and most of all, OLPSS teachers (HakiElimu, 2017). Specifically, OLPSS teachers found it hard to effectively administer and mark tests, manage classrooms, and properly plan for the delivery of lessons (Peter & Ligembe, 2022).

The TSC's establishment represents a key step towards ensuring the welfare of teachers amidst the increased enrolment of students into OLPSS. Through its managerial functions of registering, appointing, deploying, promoting, disciplining, coordinating, motivating, supervising, and advising (URT, 2016), the TSC is well-positioned to motivate and/or incentivize the performance of teachers. However, the TSC remains an appellant agency, a status that Nyamubi (2017) argues limits its capability to effect the mandate conferred upon it. This situation characterizes the TSC as a medium rather than a final decision-maker on the welfare, incentivization, and matters of teachers in public secondary schools. For example, Nyamubi (2017) uncovered that the TSC submits names for recruitment appointments, appraisal and promotion, staff training, and development functions on time but the centralized processing of such names at the ministerial level becomes affected by bureaucracy and unnecessary delays. This leads to the demoralization of public school teachers who either decide to look for additional or other sources of income via opening up tuition centers, migrating to private schools, or leaving the teaching profession entirely (turnover or attrition).

Despite the desire to incentivize OLPSS teachers to improve their performance under fee-free education, limited decision-making capacity is attributed to hindering the TSC's influence on teachers' incentivization. From this backdrop, this paper aims to ascertain the strategies areas for improving the TSC's decision-making as a way of helping strengthen the agency's influence on OLPSS teachers' incentives in Chamwino District Council.

2.0 LITERATURE REVIEW

The Role of the TSC in Incentivizing Teachers

The TSC is a statutory appellant body in Tanzania, mandated with the regulation and management of teachers' affairs in the public education system, including influencing the way teachers are incentivized through functions like deployment, promotion, and training (URT, 2015). It is a custodian that ensures that teachers are qualified, equitably distributed, supported, and motivated to help ignite their performance, ultimately leading to improved learning outcomes for students. In efforts to improve the performance of teachers, incentivizing them has emerged as an essential technique. Teacher incentives are financial and non-financial inducements provided to teachers to boost their performance, effectiveness, and efforts toward student learning (World Bank, 2018). Teacher incentives have gained traction for two reasons: they directly link teacher performance to student improvement; and they are a more suitable intervention technique compared to policy interventions by politicians (Filmer, Habyarimana & Sabarwal, 2020).

The provision of teacher incentives is associated with the enhancement of teachers' welfare. Ensuring the welfare of teachers is associated with fostering good health and morale, subsequently improving teacher commitment and performance, and ultimately student learning outcomes (Ashaba, Twebaze & Novatus, 2020). The TSC's capability to ensure the incentivization and welfare of teachers begins with their capacity to decide and execute their decisions. Hence, the incentives and welfare of teachers incorporate the TSC's decisions on different forms of rewards, benefits, and support mechanisms provided to teachers to motivate, retain, and improve their performance.

Empirical Review

Teachers are the most fundamental in-school factor in the learning outcomes of their students (Opper, 2019). Therefore, ensuring teacher incentives and welfare has gained center stage in the education architecture of many countries. For example, a review by Radinger *et al.* (2018) found that the Colombian TSC, National Civil Service Commission (*Comisión Nacional del Servicio Civil, CNSC*) in collaboration with the Ministry of Education, and the Colombian Institute for Educational Evaluation (*Instituto Colombiano para la Evaluación de la Educación, ICFES*) have been at the

forefront in deciding the selection and recruitment of teachers in the public service. This has helped ensure the selection and recruitment of teachers based on quality and merit.

On the other hand, an investigation on the extent of the TSC's influence on teachers' career progression as a way of motivating them to facilitate the improvement of the academic achievements of learners was conducted in Migori County, Kenya (Atieno, Getange & Otengah, 2022). The study employed a cross-sectional survey that drew data from 10 TSC sub-county education directors, 357 teachers, and 81 school principals. The results revealed that the TSC had a minimal positive influence on teachers' career progressions, something that reduced the motivation and performance of teachers in public secondary schools. One of the factors associated with the limited influence was the limited capacity of the TSC to decide and effectively implement teachers' career progressions.

In Tanzania, Kabarata (2023) explored the TSC's effectiveness in ensuring the quality of services to public secondary school teachers in Ruangwa District, Lindi Region. The findings reported that the TSC was ineffective since it failed to promote teachers on time and to administer in-service training programs for secondary school teachers who had the necessary qualifications. The TSC's ineffectiveness was associated with the fact that the government (the employer) had a comparative advantage in deciding whether to pay for promotions and in-service training programs or not.

Existing literature in Tanzania (URT, 2016; Kabarata, 2023; Yasin, Siamoo & Koda, 2023) focuses on the TSC's current operations, effectiveness, and drawbacks. There is limited research that explores specific strategic areas, particularly in decision-making that the TSC can utilize to influence teacher incentives.

3.0 METHODOLOGY

3.1 Study Area

This study selects Chamwino District Council as the location of study because of its unique educational landscape that is underscored by the concentration of public secondary schools. Herein, out of a total of 36 public secondary schools found in Dodoma region, Chamwino District Council consists of 27 public secondary schools (URT, 2017; URT, 2018b). The high concentration of public secondary schools was deemed to be advantageous, especially in obtaining an array of education stakeholders

such as teachers, school heads, and other education authorities. Through these education stakeholders, data was gathered to ascertain their perception of the areas of improving the TSC's decision-making capacity so as to better-influence teacher incentives.

3.2 Research Approach

This study utilized a mixed approach which involves the collection and analysis of both qualitative and quantitative data in order to comprehensively capture the phenomenon under investigation through integration of the two datasets (Creswell, 2008). A mix of both qualitative and quantitative data were applied in collecting and analysis of data related to all three objectives whereby quantitative data helped illustrate the extent to which a particular area of the TSC's mandate or operations needed improvement while qualitative data was used to further illustrate and discuss the quantitative findings.

3.3 Study Design

This study was guided by a convergent or concurrent research design. This type of design was selected because it allows the researcher to collect both quantitative and qualitative data, analyze both sets of data, and integrate the two sets of analyses in order to cross-validate, explain or compare the findings (Creswell, 2015). This design helped comprehensively evaluate how the TSC's decision-making can be improved to help the Commission better influence teachers' incentives.

3.4 Target Population

The target population of this study comprised education stakeholders including school teachers, heads of school, TSC representatives, members of the Teachers Union, and education officers were the population of this study. These categories of population were chosen because of their direct involvement and influence in the education system, including teacher incentives.

3.5 Sample Size

Ordinary-level public secondary school (OLPSS) teachers served as the sampling unit from whom data pertaining to how the TSC's mandate and decision-making can be improved to foster teachers' incentives. Teachers were utilized as the sample unit because they are the most affected by the TSC's decisions, particularly those related to incentives and welfare. According to URT (2020), Chamwino District Council District

had a total of 503 teachers employed in the district's public secondary schools in 2020. Yamane's (1967) formula was used to extract sample size from the known target population as illustrated below;

$$\text{Sample size (n)} = \frac{N}{(1 + N(e)^2)}$$

Where by

n =Number of samples

N = Number of total respondent (in group) or Total population

e =Error tolerance (sample error) (10%) = 0.1

N = 503

Thus:

$$n = \frac{503}{1 + 503(0.1)^2} = 83.416 \approx 83$$

3.6 Sampling Procedure

The sample size was 83 teachers who served as the respondents. The 83 teachers were randomly selected from five public secondary schools located in the district including Chamwino, Mvumi Misheni, Idifu, Membe, and Manzase secondary schools respectively.

Moreover, purposive sampling was used to select the key informants that took part in the study including representatives of the TSC, representatives from the teachers' union, heads of schools, and education officers.

3.7 Data Collection

This study gathered both primary and secondary data. Primary data from teachers was collected through survey method that utilized questionnaires containing a mix of close-and open-ended questions. On the other hand, data from key informants was gathered through 19 face-to-face and telephone interviews. Additionally, secondary data was collected through the review of several relevant documents such as TSC reports, journal articles, manuscripts, and reports from the Ministry of Education.

3.8 Data Analysis

The analysis involved descriptive statistical inferences for analysis of quantitative data and thematic analysis to analyze qualitative data. Quantitative analysis was done

through the SPSS program in order to produce charts, tables, and figures which were further explained using qualitative data which involved narrations of experiences of key informants.

4.0 RESULTS AND DISCUSSIONS

4.1 Demographic Characteristics of Respondents

The demographic features presented in Table 4.1 involved 83 respondents out of an expected 83, representing a response rate of 100%. Overall, almost two-thirds of the respondents were male (64%), more than half (56%) were aged between 33-39 years, the majority held bachelor degrees (70%), more than three-quarters were married (77%). Moreover, the majority of teachers had work experience exceeding 6 years (60%). The following subsection provides the findings on the demographic characteristics of the respondents (teachers) as illustrated in Table 4.1.

Table 4.1: Demographic Characteristics of Respondents (n = 83)

Variable	Category	Frequency	Percentage
Gender	Male	53	63.8
	Female	30	36.1
Age (years)	25 years and below	6	7.22
	26-32	19	22.9
	33-39	47	56.6
	40-46	6	7.22
	47+	5	6.02
Education level	PhD	0	0
	Postgraduate	7	8.4
	Bachelor	58	69.8
	Certificate & Diploma	18	21.6
Marital Status	Single	11	13.2
	Married	64	77.1
	Separated	8	9.6
Years of Experience	1-3	16	19.2
	4-6	17	20.4
	7+	50	60.2

Source: Field Data (2022).

4.2. Improvement of the TSC's Decision-making Capacity

This study sought to identify how the enhancement of the TSC's decision-making capacity can better enable it to influence teacher incentives as a way of motivating

teachers to perform well in disseminating studies to students. When teachers were asked which area needed improvement within the TSC, over three-quarters of the teachers (77%) agreed that the TSC’s decision-making capacity was among the areas that required significant improvement as depicted in Figure 4.2.

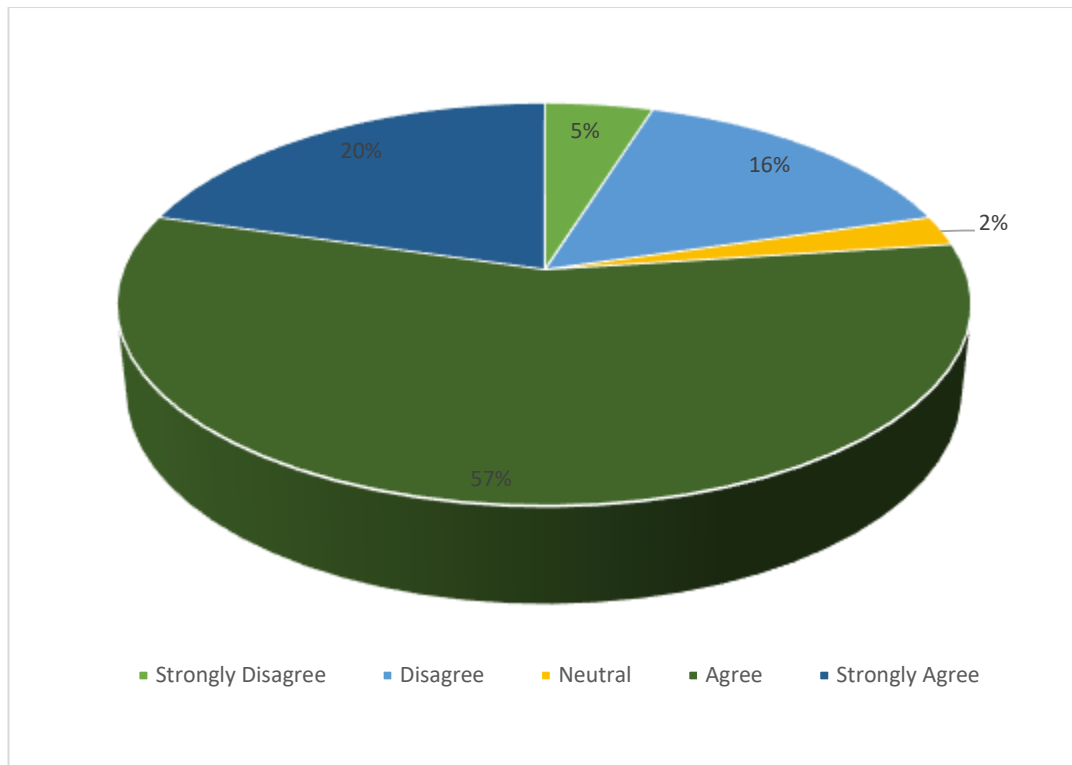


Figure 4.2: Improvement of the TSC’s Decision-Making Capacity (n = 83)

Source: Field Data (2022).

These results imply that the TSC appears to mostly to function as a body whose decisions are overshadowed by those of the central government. The study further found that the TSC’s decisions were considered untimely or lacked authority, largely because they often fall prey to the central government’s financial difficulties and follow-up bottlenecks or bureaucracy. Thus, by improving the capacity of the TSC to decide on its own matters, this body will be in a healthier position to better influence teachers’ incentives proactively. In support, one of the participants disclosed;

Improving the TSC’s decision-making capacity serves a fundamental objective of widening the circle of influence in safeguarding the welfare of teachers. A greater scope to make decisions on teachers’ matters instead of

passing them along to the central government bodies like the Ministry of Education will afford the TSC more wiggle room to incentivize teachers (Participant 2, TSC, June 2022).

The preceding extract implies that that facilitating the TSC's capacity to decide is essential but ought to be accompanied by similar improvement in the capacity of the TSC to implement its decisions, for example, via reinforced capacity in the management of financial resources. Rather than operating as a middle-man body, the TSC's ability to execute promotions is also vital in ensuring the proactiveness of the TSC, reducing delayed promotion and the duration it takes to activate new pay for promoted teachers.

4.2 Effect of Enhancement of the TSC's Decision-making Capacity on Teacher Incentives

Furthermore, the respondents were asked which specific areas of incentives would improve if the capacity of decision-making of the TSC was strengthened? Figure 4.3 depicts that nearly a third of the teachers (31%) opined that the enhancement of the TSC's capacity to independently decide on teachers would likely ensure greater accountability of the TSC to teachers instead of its current posture where it appears to also be accountable to the government. Other respondents thought that increased capacity of the TSC's decision-making would boost the handling of teachers' matters by the TSC (20%), reduce delays in promotions (19%), improve the hiring and deployment of enough teachers to cope with increased student enrolment (16%), and ensure effective capacity building and training of teachers (13%) as illustrated in Figure 4.3 below. These results suggest that the enhancement of the TSC's decision-making capacity has the potential of improving the TSC's influence on teachers' incentives in various areas and to differing degrees.

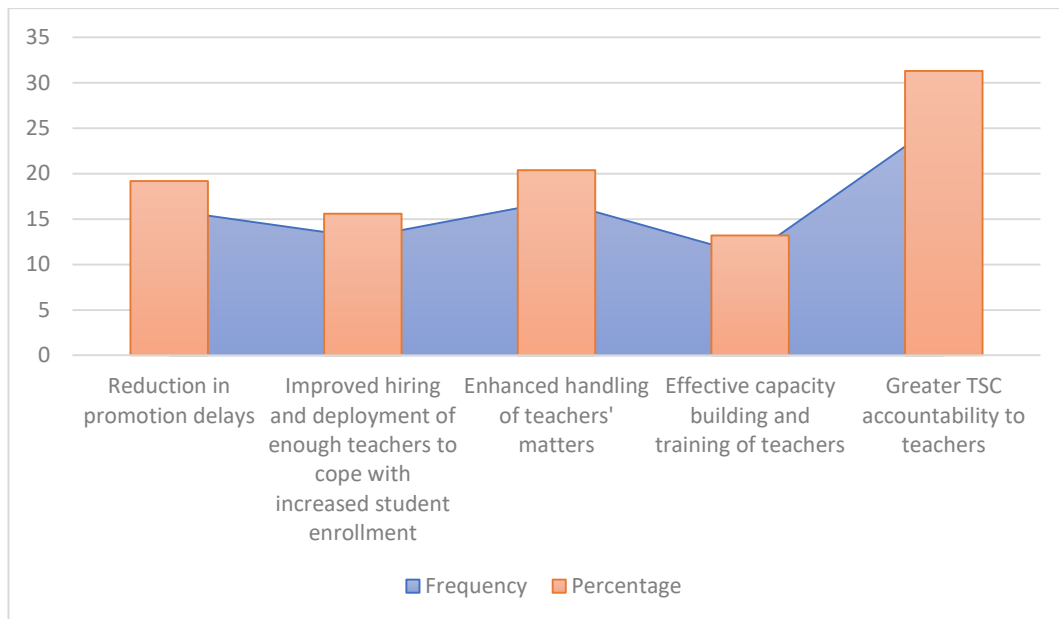


Figure 4.3: Potential Outcomes of the TSC's Enhanced Decision-making Capacity (n = 83)

Source: Field Data (2022)

Hitherto, the limited ability of the TSC's decision-making capacity and corresponding inability to execute its decisions was cited as one of the reasons that limited the TSC's capacity of implementing its mandate in a timely manner (URT, 2019). Hence, rather than playing a supportive role, the improvement of the TSC capacity to decide and execute its decisions was considered to be a crucial area of improvement in boosting the TSC's role of influencing teachers' welfare and incentives, especially amid the implementation of fee-free education.

5.0 CONCLUSION

The TSC is well-positioned to help teachers cope with the increased student enrollment and workload. However, challenges such as limited decision-making capacity has hindered the TSC's effective influence of teachers' incentives. Thus far, whether it is the incentivization of teachers, the decision to extent fee-free education, and the performance of the TSC, all appear to be affected by the top-down or centralized nature of governance. This negatively affects educational policies and how they impact stakeholders like teachers and the TSC. Henceforth, in ensuring improved teachers' incentives, there is a need for greater decentralization of decision-making authority from the central to grassroots agencies like the TSC which directly implement education

policies and oversee the welfare of those who are the main stakeholders in education, the teachers. The study recommends that the government ought to equip the TSC with the necessary decision-making capacity because the decision-making ineffectiveness of the TSC is neither advantageous to the government nor teachers.

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