

Full Length Research Paper

Contextualizing Fayol's 14 principles in managing school systems in Tanzania

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This paper provides a modest contribution to understanding how Fayol's principles can be contextualised and applied in the administration of school systems in Tanzania and beyond. A qualitative approach is adopted to review journal articles that analyse Fayol's 14 principles and compares their suitability to the current management of school systems in Tanzania. A descriptive analysis was conducted to examine the typical structure and operations of school systems in Tanzania in line with Fayol's principles. Fayol's principles are reviewed and analysed to conceptualise them in school management and administration. While the literature and anecdote on Fayol's principles on the administration of business and industrial systems are clear, its contextualisation in the administration of school systems is rare, particularly in Tanzania. Therefore, the match of Fayol's principles was evaluated concerning the management of the education system as articulated in educational policies, educational sector reports and government circulars. Document analysis reveals that Fayol's 14 principles work better in a decentralised schooling system than in centralised authorities and procedures. There is a high linkage in the usability of Fayol's 14 principles in Tanzania's schooling systems concerning the decentralisation of primary and secondary education management to the local level context. This paper recommends further studies to explore the existing structures and administration of the education sector at different levels of schooling. Further review and analysis of Henry Fayol's administrative principles are recommended using different research approaches and designs.

Key words: Fayol's principles, school administration, education structure, Education policies, Tanzania.

INTRODUCTION

Management can be regarded as a natural phenomenon, as everyone is automatically engaged in managing their families, money, time, and career professions as managers. However, it was only after the emergence of

the 19th-century industrial revolution in Europe that brought formalised managerial activities (Bush et al., 2012; Donnelly, 1966; Schachter, 2016; Leithwood, 2021; Mahoney, 2002; Muldoon et al., 2018). High demand for

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effective and efficient management systems to organise the newly risen industries and people working in these industries provoked the scientists such as Taylor, Fayol, Weber, Mayo, Maslow, and McGregor to seek the best way to manage workers, resources and time (Schachter, 2016; Mbalamula et al., 2017; Uzuegbu and Nnadozie, 2015). Industries and other entities now needed skilled staff to forecast demand and ensure a sufficient supply of materials and staff to perform daily activities for improving production (Hersey et al., 2007). The revolution activated mindset changes among the industry owners to think of better ways of performing different organisational activities. The different views of improving industrial production generated different theoretical approaches to managing people, machines, and goods production, such as scientific, administrative, and human thought approaches.

Taylor and Fayol were significant contributors to modern management science. Taylor believed that an organisation could increase productivity and work efficiently by increasing workers' salaries (Schachter, 2016; Suru and Mwampulo, 2021). Taylor's approach relied on scientific procedures in executing tasks to enhance workplace performance through selecting workers, professional training, division of labour, and close supervision of workers. Fayol propounded that all managers perform five essential functions: planning, organising, commanding, coordinating, and controlling (McNamara, 2009). Fayol believed that managerial functions and their principles apply to all organisations, and we believe that schools, can apply similar principles to manage challenges of improper use of resources due to their scarcity (Adam, 2018; McNamara, 2009). The ideas of the two scholars were to forecast the applicability of managerial functions that is, planning, organising, commanding, coordinating, and controlling, which seems relevant in today's management of organisations (Gupta, 2022; Mbalamula et al., 2017; Sharma and Shakir, 2019). In the modern management, as it was in the classical management, educational institutions cannot escape from the practices of managerial functions and principles raised by Taylor and then Fayol. These functions and principles practically apply in managing schools across countries. However, the current study focuses on the practicability of 14 principles of management postulated by Fayol in Tanzania school systems.

METHODOLOGY

The current paper is guided by qualitative research focusing on document reviews. Document reviews were dichotomised into an analysis of both empirical and theoretical papers on Fayol's principles, on the one hand, the analysis of education sector policy documents and programme development reports. Both printed and internet-transmitted (hard and soft copy) materials were identified and systematically determined for review and analysis. Since paper articles and sector documents carry meanings through text and images without a researcher's intervention, they represented a qualitative approach in this paper. The document analysis

examined texts (words), cultural artefacts, and images as social realities likely to produce and share meanings embedded within them (Cardno, 2018; Guo and Chang, 2023). Generally, document analysis is a valuable research method in analysing various authentic documents like books, newspaper articles, academic journal articles, government and institutional reports, and circulars (Cardno, 2018; Morgan, 2022). Like other analytical methods in qualitative research, document analysis requires that data be examined and interpreted to elicit meaning, gain understanding, and develop empirical knowledge. In the review process, journal articles, books, educational circulars, educational sector documents, educational programme reports and government circulars on education were analysed to understand how Fayol's principles are contextualised in the management of the school system in Tanzania. In addition, texts from the documents above were evaluated to understand the application of Henry Fayol's 14 principles in the management of schools concerning 1) the structure and operations of school systems in Tanzania, 2) contextualising Fayol's principles with educational policies and planning in Tanzania, 3) Fayol's principles in the context of school administration procedures in Tanzania, 4) the match between Fayol's principles and the structure of education in Tanzania, and 5) contextualising Fayol's principles in the management of teachers' welfare. The conclusion and recommendation of this paper are derived from the meanings and phenomenal attribution determined from these relationships.

Application of Henri Fayol's 14 principles

Historically, Fayol (1841-1925) was a mining engineer and the iron and steel company director, which later became the country's biggest industrial manufacturer in French. Fayol gained experience from research endeavours while working with thousands of workers. In 1916, Fayol published the 14 principles of management in his book entitled "General and Industrial Administration in 1917" (Uzuegbu and Nnadozie, 2015). Fayol's 14 principles are based on testing various theories toward a successful organisation's management process. Fayol's 14 principles, developed 97 years ago, are today regarded as the forerunners of management scholarship (Adam, 2018; Godwin et al., 2017; Uzuegbu and Nnadozie, 2015). Fayol believed that the 14 principles apply in many organisations, including education institutions because all organisations face similar problems in managing resources, specifically humans and time.

Fayol's fourteen principles focus on the division of labour, authority and responsibility, centralisation, discipline, and unity of command. Other principles are the unity of direction, and subordination of individual interests to general interests, payment for staff, scalar chain, order, equity, stability of tenure, initiative, and esprit de corps (Godwin et al., 2017; Gupta, 2022; Mehta and Yadav, 2014; Uzuegbu and Nnadozie, 2015). Management scholars believe Fayol's 14 principles are significant in managing the old-fashioned school of management and the school organisations of the 21st century. However, some principles are discussed based on their application in the education systems in Tanzania, specifically in school settings.

Structure and operations of school systems in Tanzania

The operations of school systems in Tanzania are implicitly or explicitly organised within the framework of Fayol's 14 principles of management. Again, even the government directives on education provisions are framed based on good governance within the essence of management principles and public administration functions. The structure and operations of the school system in Tanzania are a replica of management functions of forecasting, planning, organising, coordinating, commanding, and controlling. The reforms and changes of laws, policies, and regulations in the education sector in Tanzania since independence in 1961 manifest the application of Fayol's 14 principles. These changes automatically lead to changes in the structural principles and substantial changes in management functions in the management of education (Wren et al., 2002).

Contextualizing Fayol's principles with educational policies and planning in Tanzania

The remarkable change in education policies and programmes took place after the inauguration of the Education and Training Policy (ETP) in 1995 and, more recently, in 2014. The changes in policy in education were followed by sector-wide reforms, including the inauguration of the Education Sector Development Programme (ESDP), Local Government Reform Programme, Strategy for Poverty Reduction and Development, and the National Vision 2025. The ESDP came with the Primary Education Development Plan (PEDP) and Secondary Education Development Plan (SEDP) in 2001 and 2004, respectively. The two-five years plan marked the cornerstones of starting the international initiative of Universal Primary Education and the improvement of secondary education within the more comprehensive Tanzania policy frameworks (URT, 2001; 2006).

The inception of PEDP and SEDP was to materialise the country's commitment to global educational goals set for improving access, equity, and equality of education as articulated in Jomtien 1990 Education for All (EFA), the Dakar Framework for Action 2000, and later on the Incheon 2015 on World Education Agenda 2030. Education programmes are established to increase enrolment and completion rates, manage the capacity building and improve basic education provision. To achieve this, the government decentralised and restructured the provision of primary and secondary education systems (URT, 2017, 2018b).

The decentralisation and structuring of the education system in Tanzania have been implicitly aligned with Fayol's 14 principles of 1+7+4+2+3⁺. The inauguration of

ETP in 2014 has positioned education functioning and the division of labour at the apex of the structure within the President's Office Regional Administration and Local Government (PO-RALG), Ministry of Education, Science and Technology (MoEST), Wards and Schools at the bottom. In 2009, the management of the primary and secondary education sub-sector was transferred from MoEST to PO-RALG through Government Notice No. 494 of 2010 (eGA, 2012; URT, 2018a). The government states that MoEST shall delegate its responsibilities of managing primary and secondary schools to Local Government Authorities. In addition, MoEST promised to continue to focus on developing policy, planning, and tracking (The United Republic of Tanzania, 2010; URT, 2010).

The government broadened community participation and accountability in running and managing schools at Local Government Authorities such as wards, councils, and regions to enhance the management and enrolment of children in schools. Schools will partner with the communities to achieve societal participation by forming committees or boards to incorporate with community stakeholders to strengthen school management purposively. Stakeholders from within and outside the school should have the power to understand and watch the responsibilities of other staff in a school and their specific functions (Adam, 2018; McNamara, 2009; Sharma and Shakir, 2019). The education policy delineated and circumscribed the responsibilities of various stakeholders and offices throughout the education system and simultaneously placed responsibility and authority on school heads and board/committee members. The Education Act states the duties and functions of different stakeholders, unlike the Education and Training Policies of 1995 and 2014 (URT, 1995, 2018a, 2018b), which had been assisting and directing the school's decentralised governance and eliminated the bureaucracy chain and the need to legitimise school decisions and actions from the central government.

Fayol's principles in the context of school administration procedures in Tanzania

The administrative roles of the school system in Tanzania are hierarchically structured around different planning functions. In this hierarchical structure, the division of labour represents the articulation of staff in various units within the school system for their authority and responsibilities (Figure 1). This division presupposes ensuring work efficiency and rationalised training costs (URT, 2018b, 2018a). Different tasks are broken down into many simple tasks in a school system to help school heads work better with a more or less similar effort. This breakdown of tasks implies that the managerial position and roles of school heads and other administrative

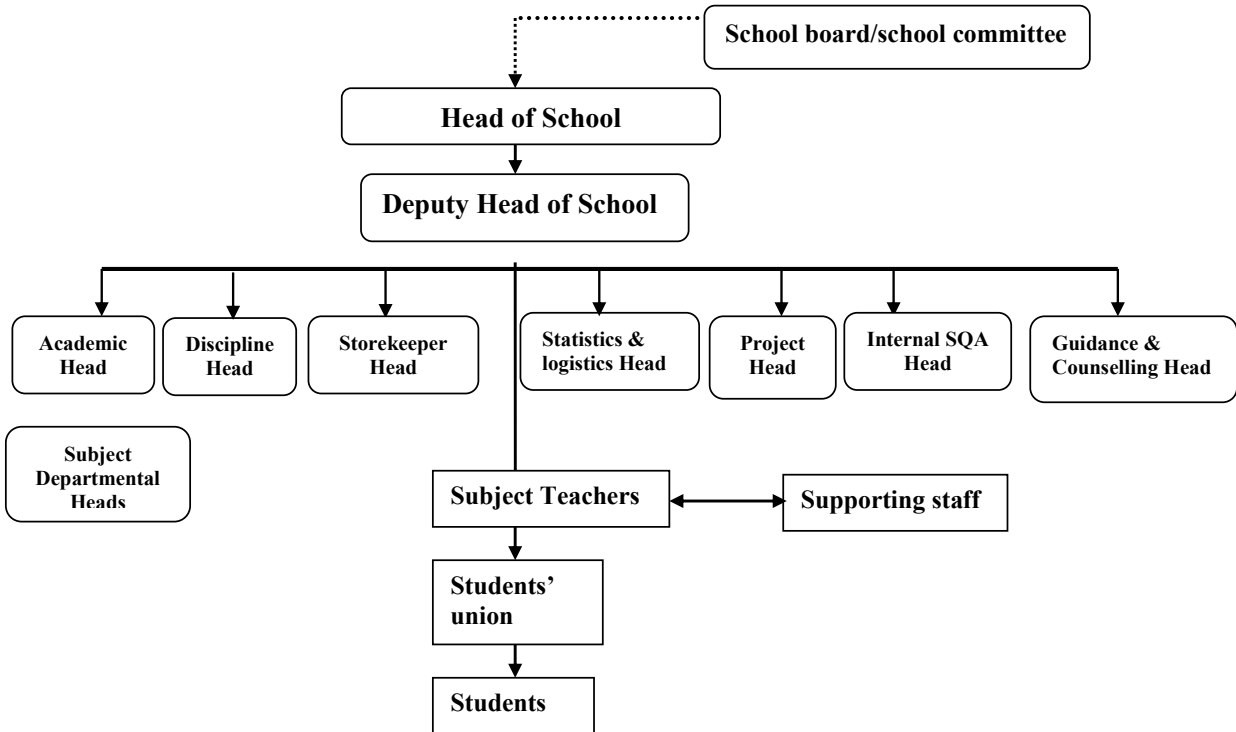


Figure 1. The Tanzania structure of school administration by Fayol's principles. Source: Authors' conceptualisation of Tanzania educational policies and other government documents on the administration of secondary schools.

functions have been structured to mingle the roles enshrined in the decentralised planning of the primary and secondary education sub-sector.

In the primary and secondary education sub-sector, Decentralisation by Devolution (D by D) has been conducted in management, administration, planning, and supervision to increase efficiency and responsiveness in operating schools.

This type of decentralisation was to give broader authority and responsibilities to lower levels of management (The United Republic of Tanzania, 2010; URT, 2018b). The D by D delineates the line of demarcation of the roles at different levels and actors in the decentralised structure at primary and secondary schools. Various directives and guidelines document the functions and responsibilities of each person at school. For example, starting D by D empowers school heads to work with school boards or committees.

In working closely with school boards, the school heads are advised to focus on preparing and starting the Whole School Development Plan (WSDP). WSDP intends to approve the school spending and manage school funds for efficient use for school development. Other tasks are ensuring each school has a safe and conducive learning environment for diverse learners and providing guidance and counselling services in schools. In addition, school heads have other roles in supervising compulsory

enrolment and tracking school attendance for all pupils, including those with special needs. The school heads must sensitise and organise the community to solicit resources for school development and motivate and maintain teachers' and pupils' discipline.

Decentralisation by Devolution (D and D) has enabled the school heads in the management process. Similarly, school boards/committees are mandated to manage and organise school resources without being interfered with by the top authorities at the ministerial level. The interactive planning model is usually more flexible, fluid, and unrigged, giving school heads and board/committee members unlimited freedom to explore the values, multiple views, and opinions of the community members who manage school resources. About disciplines in the chain of authorities, the decentralisation and structuring of education institutions (schools) have reinforced individual workers' behaviour as subjects of natural human tendencies to lawlessness, thus ensuring smooth leadership, fair agreements, and rationally enforced penalties in school organisation (Galabawa, 2001).

In recent years, obedience and respect of teachers and supporting staff to their superiors and dress code have been improved by training school heads and representative teachers on management-related courses offered by the agency responsible for developing educational management staff (Malekela, 2004). Also,

discipline has been created through government directives of appraising job performance, while punishment is used only to correct workers for ignorance of rules and regulations. For example, Teachers who display repugnant behaviour are made to appear before a disciplinary committee as strategies to enforce rules and regulations stipulated in Teacher Service Commission No II of 1995 (Namamba and Rao, 2017; URT, 2017).

The match between Fayol's principles and the structure of education in Tanzania

The structuring of schools in Tanzania has strengthened the unity of command, one of Fayol's principles that ensures a subordinate receives orders from only one superior, as pictured in Figure 1. However, educational officers at regional, district, ward, and school levels sometimes receive orders from other ministries beyond education, such as Public Service Management and the Ministry of Finance. And during the mayhem of Covid-19, the Ministry of Health had orders which went down to schools (Manyengo, 2021; Tarimo and Wu, 2020); Sometimes, effectively implementing orders, rules and regulations, often from superiors, can be detrimental. These multifaceted orders tell a lot about the lack of specific unity of command from one superior is likely to bypass the formal chain of command. Skipping the legal chain of command might cause imperfect departmentalisation, the intermeshing of functions, and vaguely acting on defined activities (Araújo et al., 2014; Gupta, 2022). From a management perspective, receiving a command from a single unity for the educational officers enhances subordinate effectiveness. It reduces the possibility of serving undefined tasks from multiple bosses which do not match the primary job descriptions.

Likewise, unity of direction ensures consistency of educational leaders to direct a particular individual or group of individuals to carry out tasks having similar goals towards the specified vision and mission of the school organisation (Galabawa, 2001; Mbalamula et al., 2017; Yeganegi and Zadeh, 2020). The unity of direction emphasises order in pursuing specific goals and plans. The school system in Tanzania has maintained the consistency of ensuring unity of direction that empowers a head of school to ensure explicit coordination of tasks in the school. Likewise, the structuring of school organisations has reduced division in the subordination of individual and general interests. In the current structuring of schools, the emphasis is on channelling the subordinates' interests and efforts to realise the school goals, vision, mission, and plan implementation. Practically, school staff (teachers) create personal interests over those of the school as a stepping stone to their success. Most teachers have been mournful and unhappy with the poor pay, absence of work incentives,

and promotions that have existed for years (Eshun and Mensah, 2013; Lawrent, 2019; OCDE, 2009).

But decentralisation of school decisions is placed in the hands of Ward Education Officers, School Committees/Boards, and Heads of Schools. School Committees will make rational decisions by setting plans and strategies for the success of their schools. The decentralisation of decision-making to the school level helps to increase community participation in the school projects established and accomplished by the community (Rosenblatt, 2001; Suru, 2022). Under the D by D, in primary and secondary schools, the communication flow from the head of school to students is promising. However, schools receive orders and directives from two Ministries responsible for Education (URT, 2018b, 2018a).

Applying for orders, as one of Fayol's principles in the school system in Tanzania, is commonly practised through government circulars and directives. The schools have an instructional timetable and specific days for classroom instruction prescribed by the government circular No 2 of 2012. The circular states that classroom instruction should not be less than 194 days a year. In addition, students, teachers, and non-academic staff should obey orders from the top authorities, such as observing dress codes as stipulated in government directives No. 14 of 2011. But the National Audit Office of Tanzania is responsible for visiting schools to track the efficient use of funds disbursed and observe materials purchased in schools if they cater for value for money. Regular auditing has raised the responsiveness of school administrators to ensure all physical materials and financial statements are kept orderly to avoid audit queries. Despite regular auditing in schools, audit queries are still rampantly calling for educational authorities to insist schools adhere to financial regulations and procurement procedures (The United Republic of Tanzania, 2010).

The government is urging workers' commitment and loyalty to their work. Similarly, department heads and institutions treat their subordinates and the larger community regardless of religion, class, or tribal affiliations. Fair treatment reduces chaos and misunderstanding among the staff, the community, and authorities. The existence of fairness reveals the application of Fayol's equity principle applicable in both public and private institutions (schools) through maintaining the democratic style of management, sharing staff feelings, and showing cordial relations among the staff, school, and community.

Contextualizing Fayol's principles in the management of teachers' welfare

The education sector explicitly recognises the importance of teachers and support staff in realising educational goals (Martínez-Bello et al., 2020; URT, 2018b; Viennet

and Pont, 2017), despite variation in working conditions between rural and urban teachers in the African context (Lawrent, 2019). Although there is variation among teachers due to localities and conditional status, teachers serving in public schools become permanent employees and reach compulsory retirement at 60 years. But teachers and supporting staff in non-government schools are used on a contract basis ranging from 2-5 years. The contracts are renewed based on the teacher's performance and commitment. The public and private sectors are taking several initiatives to motivate and maintain the security of workers and their families by providing them with working facilities, transport, accommodation, health insurance, and contributions to social security funds. However, these incentives vary from one institution to another upon the availability of resources and facilities. The proper motivation of teachers helps strengthen working morale and increase productivity, including providing quality education in schools.

However, providing quality education in the country is challenged by a shortage of incentives to workers, facilities, and on-job training to boost teachers' work morale. The government took various initiatives to improve performance among the staff through training and the provision of facilities. Some in-service training for teachers has been recently conducted, such as management of 3Rs, school leadership and management, and internal school quality assurance, to mention a few. This training encouraged school administrators to develop plans and proposals to seek resources from various development partners to help their schools. The activities done by some schools from the funds secured from different sources include the rehabilitation of school infrastructures, introducing the school feeding programme, and buying of school facilities. However, many school administrators do not reflect these initiatives because of careless and unrelated commitments. Henri Fayol said that school managers or administrators should have tangible initiatives that describe their commitment to realising school goals (Godwin et al., 2017; Shakir, 2014; Sharma and Shakir, 2019).

The Fayol principle of Spirit de Corps is the central premise of the government's commitment to realising educational goals and national vision for 2025. The principle of Espirit de Corps exhibited by education leaders from the region to the school level inspires enthusiasm, dedication, and strong regard for honouring teachers working in challenging environments across the country, showing spirit and obtainable teamwork (Hatchuel and Segrestin, 2020; Schachter, 2016). The teamwork in the Tanzania education system exemplifies how Fayol's successfully postulated those principles that embrace the administration of various organisations, including the school system. For example, the success of the Espirit de Corps principle is determined by the level of dedication and cooperation (team spirit) among the staff

and their leaders to achieve the school's pre-determined goals in Tanzania.

Conclusion

This paper argued that Fayol's 14 principles had outlived the era of theorising and survived turbulent academic criticisms. The principles have eventually influenced fundamental practical implications in organisations' management and administration, including educational institutions. Arguably, many of Fayol's principles are still relevant and applicable today, as in 1916 during the heyday of organisational and industrial development. The meta-analysis in this discourse revealed that Henry Fayol's principles had distanced themselves from rigidity and inflexibility, which means they are flexible enough to accommodate the current changes, context, and technology.

Fayol's 14 principles work better in a decentralised schooling system than in centralised authorities and procedures. Hypothetically, the structure of the organisations, like schools, reflects the age of its foundation, where it grew and changed with time to the recent period. Explicitly or implicitly, there is a high correlation in the usability of Fayol's 14 principles in Tanzania's schooling systems regarding the devolution by decentralising the management of primary and secondary education to the local level context. As revealed in schools, the management functions of forecasting, planning, organising, commanding, coordinating, and controlling depict the administrative principles of Fayol.

The management activities described in the decentralised hierarchical structure of Tanzania's primary and secondary education sub-sector from 2006-2015 are linked with Fayol's 14 administrative principles. The Fayols' principles are reflected by management functions and hierarchical activities such as technical, commercial, security, accounting, financial, and managerial. The similarity of Fayols' principles and administrative structure of education sector is shown in delivering educational services from the ministerial (macro) level to the community (micro) level. The 14 administrative principles postulated by Fayol raise prime concern in schools to change their management systems to bring the desired results.

RECOMMENDATIONS FOR FUTURE RESEARCH

Although several studies have been carried out regarding Fayol's postulates, we recommend further studies to explore the current management of the education sector at different levels of schooling. Of particular interest is examining Fayol's principles about managers' favourability or discrimination. Another study can be conducted about

the compatibility of Fayol's principles on educational administration. In addition, future research can enlighten teachers to understand the fourteen principles dominantly used in their schools by school heads and how these dominant principles fit into school improvement in the quality versus equity variables.

CONFLICT OF INTERESTS

The authors have not declared any conflicts of interests.

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