



## **Stakeholder Perceptions on the Implementation of Performance Management by Heads of Public Secondary Schools in Nyamagana District, Tanzania**

**Deusededith Juma, Daniel Oduor Onyango, PhD and George Herman**  
St. Augustine University of Tanzania

\*Corresponding Mail: [jumadan06@gmail.com](mailto:jumadan06@gmail.com)

**Abstract:** *The purpose of this study was to investigate the influence of stakeholder perceptions towards the implementation of PM by the heads of schools in public secondary schools in Nyamagana District. The study adopted a mixed approach through the use of the questionnaire and the interview schedule. The target population of the study comprised a DEO, WEOs, heads of public secondary schools and teachers from Nyamagana District totaling 1249. A total of 194 respondents were selected by using purposive and simple random sampling techniques which included 174 teachers, 12 heads of schools, 7 WEOs and 1 DEO. The study used questionnaires and semi-structured interview as data collection tools. Data was analyzed using descriptive statistics and themes. The study revealed that both teachers and heads of schools are aware of their role in implementing performance management. The study recommends that the government should conduct seminars and workshops so that teachers can appreciate the role of heads of schools in implementing PM so that they can support its implementation. Furthermore, the government and policy makers should provide adequate resources and simplify the process so that it is easily embraced by teachers and implemented by the heads of schools.*

**Keywords:** Stakeholder Perception, Performance Management, Public Secondary Schools, Heads of Schools.

### **Introduction**

Performance Management (PM) is a strategic and integrated process which helps organizations to establish a culture of sustainable success through improving the performance of their employees (Cardy & Leonard, 2014). Hiimae (2012) asserts that in the last few decades, numerous organizations across the world both private and public have accepted the concept of PM. A study by Schmidle (2011) points out that PM is regarded as a strategy for ensuring the accountability of the government through a variety of techniques such as holding the administration more accountable, improving internal management efficiency, enhancing government effectiveness and increasing government responsibility to its citizens.

Walker and Wu (2010) reported that in the structure of the Chinese government, PM is not only concerned with service performance but it is also used to maintain a stable and harmonious society and to promote economic and sustainable development. They further noted that, “the central

government of China translates its macro reform goals into specific policy objectives and assigns the objectives downward through the administrative hierarchy. These objectives are then converted into a variety of prioritized performance target for the local government and officials to achieve” (p.17). Similarly, Gao (2010) argues that in China, the PM is basically aimed at enhancing the validity and regulation of the government with a minimum concern for accountability or citizens’ gratification. In the same vein, Burns and Zhou (2010) affirm that one of the ways by which the government can strengthen political control from central to local government is to put into effect the so called target-based responsibility system” or “objective responsibility system. Therefore, in China, issues of PM have been taken so seriously with the government, initiating various reforms which are translated into specific goals. Furthermore, the Chinese citizens through the government have been involved in the issue of PM so as to enhance

accountability for promoting PM within the education system.

In Botswana, the issue of PM was introduced in 1999 when the government decided to put in place a Performance Management System (PMS) across the entire public services (Bulawa, 2011). This is also captured by the Republic of Botswana (2002) and Hacker and Washington (2004) who noted that in 1999, the government of Botswana introduced the PMS into the whole government system including the education sector with the aim of improving performance. The aim of introducing PMS in Botswana was to ensure delivery of better services and sustain productivity that agree with the culture of performance and accountability within the organization. For teachers, continuous assessment was conducted and confidential reports were prepared and used as a basis for remuneration and promotion (Monyatsi, Steyn & Kamper, 2006). Other initiatives such as secondary schools management project and the pastoral care system were introduced for performance management of schools (Republic of Botswana, 2002; Hacker & Washington, 2004).

In Kenya, the government introduced the PM in 2003 in order to ensure that all staff holding public offices except teachers were subjected to it. However, in January 2018, the Teachers Service Commission (TSC) commenced two key PM tools with the aim of boosting the quality of teaching in learning institutions. While the Performance Contracting (PC) was meant for heads of institutions, the Teacher Performance Appraisal and Development (TPAD) was meant for other teachers. Furthermore, PM is conducted through different tools with the target of determining attainment of school goals. The tools of PM include strategic planning, service charter, performance contract, work plans, monitoring and evaluation reports, performance appraisal reports and Integrated Personnel and Payroll Data (IPPD) (TSC Annual Report, 2015/2016). This indicates that the government of Kenya is taking serious measures towards the improvement of the PM through different ways so as to ensure that there are improvements in the PM for the attainment of organizational goals. Gomes and Romao (2014) avow that the performance of employees is dependent upon such factors as conducive work environment, work profile, compensation, bonus system, job satisfaction, organization policies and technology. They further say that these factors play

a crucial role in determining the productivity of employees and eventually the overall organizational development.

In Tanzania, the issue of PM in education is similar to those in other countries like China, Botswana and Kenya. In this sense, Tanzanian government took serious measures on the issue of PM in education so as to achieve educational objectives inspite of different factors affecting the implementation of the PM in education. In Tanzania, the evolution of PMSs is attributed to a number of government initiatives put in place immediately after independence with a view of streamlining public services delivery particularly to address three development enemies: disease, ignorance and poverty (World Bank, 2008 and United Nations Public Administration Network, 2013). Other strategies that have been adopted to improve service delivery in public sector include strategic and operational planning, management by objectives and strategic change management. The purpose of these reforms is to make public servants accountable and responsive to client/customer needs. (Katera & Ngalewa, 2008). One of the landmark features of PSRP and LGRP was the introduction of PMSs that among other things aimed at creating a uniform method for ensuring the achievement of various objectives in the public sector generally, including the public enterprises (Lufunyo, 2013).

The Open Performance Review Appraisal System (OPRAS) has been presented in all ministries, departments and agencies, regional secretariats and Local Government Authorities to empower legitimate and more compelling utilization of human resources (URT, 2014). URT further holds that "OPRAS emphasize on the significance of including employees in goal setting, execution, monitoring and reviewing processes which addresses singular accountability and improve transparency and communication amongst the administration and workers" (p.10). Therefore, PM in Tanzania is done through OPRAS once per year with the aim of measuring the performance of the workers in education sector.

The government of Tanzania has tried to align education to development priorities especially to its development strategy vision 2025. It has put emphasis on improving performance of heads of schools through workshops, seminars, in-service training, human resources development, short/long courses and employing competent and qualified graduate teachers. Related to PM, a study by

Mhando (2016) suggests that the school management should be committed to OPRAS management in terms of administering the mid and annual reviews; the respective district councils should formulate motivation and training policy that will motivate the employees to fill in the OPRAS forms and own them. However, heads of public secondary schools continue to face poor cooperation from teachers. Despite the initiatives put in place by the government of Tanzania, teachers have remained reluctant in undertaking PM requirements, hence leading to poor teaching and learning. This study therefore, aimed at investigating the stakeholders' perceptions towards the implementation of PM by the heads of schools in public secondary schools in Nyamagana District. The study sought to answer the following research questions:

1. Are teachers aware of the role of heads of public secondary schools in PM implementation?
2. Are heads of schools aware of their role in implementing PM in public secondary schools in Nyamagana District?

## **Review of Related Literature**

This section presents the theoretical and empirical literature that guided the study.

### **Theoretical Underpinnings**

This study was guided by the theories of Management by Objectives (MBO) by Drucker (1954) and Goal setting theory by Locke and Latham (1990). As was applied to this study, the theories suggest that the attitude towards the head teachers of public secondary schools implementing PM would influence the implementation of PM.

#### ***Management by Objectives Theory (MBO)***

The Management by Objectives (MBO) theory was propounded by Drucker in 1954. Popescu (2013) says, MBO is a managerial tool that enhances increment in performance by focusing on results, providing cascade and aligning the company goals with individual goals of managers who are at different levels within the organization. It is dependent on the definition of objectives of every employee and then does a comparison and directs their performance against the objectives that have been set. MBO gives chance to employees to participate with the management in the setting of goals or objectives. A deadline is set for the measurement of accomplishments, and the paths to the desired goals and the removal of possible

obstacles are discussed. After an established period of time has elapsed, the supervisor and subordinate staff meet again to review the subordinate's performance using the agreed-upon goals as a measuring stick (Hassan, 2011).

The theory suggests continuous emphasis on what should be done for the organization to achieve the intended goals, directs managers' attention towards results and promotes employees' thinking in terms of their organization's future needs and the setting of objectives to meet those needs. The study adopted the MBO theory because it is based on attainment of organizational objectives. Fife (2003) avows that MBO can be applicable in the context of education as it involves a variety of objectives, decisions and actions of educational managers that lead to the development of an effective strategy to help achieve educational objectives. Ntaos and Boulouta (2012) add that MBO is a systematic and organized approach that allows the management to focus on achievable goals, to attain the best possible results from available resources and to increase the organizational performance through ongoing tracking and feedback.

#### ***Goal Setting Theory***

The Goal Setting Theory predicts how individuals channel their efforts in order to achieve their goals (Locke & Latham, 1990). O'Neil and Drillings (1994) suggest necessary conditions to successfully achieve the set goals on the basis of the goal setting theory; these conditions are goal specificity, feedback, goal acceptance and commitment and goal difficulty. In an organization, goal mechanism provides a purpose for persistently pursuing the set goals (Latham, 2012). The study adopted the goal setting theory because educational organizations need to set goals that are important for the organizational development.

#### **Empirical Literature Review**

This section presents a review of various empirical studies that have been done in relation to the objectives of this study.

#### ***Heads of Schools Awareness of their Roles***

Several studies were conducted on different aspects of PM. Spicer et al. (2014) studied on effectiveness in managing head teachers' performance in England where all the requirements that are needed in schools are provided to a large extent. The study explained some indicators that are used by the school heads in order to assess whether they have achieved the set goals. Mosoge and Pilane (2014)

researched on PM: the neglected imperative of accountability systems in education in South Africa. The study found that PM was abandoned by those who were supposed to implement it and that no formal ways of implementing PM were suggested. The study recommended that the Ministry of Education as well as the policy makers should conduct workshops for teachers to increase their understanding of the PM and ensure that it can be implemented efficiently. This finding points to the need for a well-structured manner of implementing PM programs.

Bulawa (2012) conducted a study on how the PMS was being implemented in senior secondary schools in Botswana. The study shed light on the perceptions of the senior managers regarding their expectations of the performance management system in senior secondary schools. The study findings indicated that senior management had high expectations with regard to PM which would help schools improve planning at all levels, it was a tool for staff to account for their performance, it would lead to improvement in performance at work place and it is a tool that would introduce more professional development at school level. Using simple random sampling technique, Tshabalala and Mapolisa (2013) conducted a study on problems facing heads of schools and teachers in the implementation of the performance appraisal in Zimbabwe. The results from the study revealed that school heads and teachers viewed the PM as a waste of time because the government lacked commitment in supporting the performance appraisal through provision of adequate resources. This implies that if heads of schools and teachers were well trained and adequate funds were availed to schools for proper and full implementation, performance appraisal would have the potential not only to improve the relationships between teachers and their school heads but also to ensure quality teaching and learning in public schools.

### ***Teachers' Attitude on the Implementation***

This subsection focuses on the attitudes of teachers regarding how the PM is implemented as found by scholars. Said (2014) who conducted a study on the effect of the PM and the organizational culture on the employees' attitudes in Malaysian government statutory bodies found that when employees are motivated to understand the PMS, they will perform better and success will be observed. Furthermore, if employees are aware of the goals of the PMS, they will be willing to learn and perceive PMS as useful,

and if the learning output will be improved and realized, an appropriate attitude towards job is the big contributor to the successful implementation of the PMS.

Dube (2014) studied on the attitude of employees towards the PMS of two consulting engineering companies, namely: Kantey and Templer Consulting Engineers Ltd in South Africa. The findings of the study revealed positive attitudes towards PM which was generated by the use of 360<sup>0</sup> feedback appraisal for the employee performance evaluation. In addition, Farrel (2013) investigated on the perception of employees towards the performance appraisal effectiveness in an Irish consumer services company. The study found that there was contentment among the employees after the completion of the performance appraisal. However, some work needed to be done to improve the system so that it could be successful and rewarding. Furthermore, Oyaró (2016) researched on factors influencing teachers' attitudes towards performance appraisal in public secondary schools in North Imenti Sub County Kenya. The study found out that some strategies had been put in for improvement of efficiency of the performance appraisal in schools. However, it was pointed out that provision of feedback influenced teachers' attitudes towards the performance appraisal. These findings reveal that workers appreciate performance appraisal as long as there are no ill intentions in its implementation and that adequate preparation, resourcing and feedback are crucial for effective implementation of PM.

### **Research Methodology**

This section presents the research design, population and sampling techniques, data collection and data analysis procedures.

#### **Research Design**

This study used the mixed approach through both qualitative and quantitative data. The reason for using a mixed approach is that, it offers a better understanding of research problems than when only one approach is used (Creswell & Plano, 2011).

#### **Population and Sampling**

This study was conducted in Nyamagana District. Omari (2011p.6) defines population as, "the totality of any group of units which has one or more characteristics in common that are of interest to the researcher." In this study the target population constituted all heads of public secondary Schools, teachers, Ward Education Officers and District

Education Officers in the district totaling 1249. Two sampling techniques were employed: Purposive and simple random sampling. Herman (2018) defines purposive sampling as the method of choosing the components of a sample to be studied where the researcher chooses those components because they possess appropriate information for the study.

Purposive sampling technique was used for selecting the DEOs while simple random sampling technique was used for selecting wards and schools to be included in the study. The WEOs, Heads of Schools and Teachers were also selected using simple random sampling technique. Two schools from each

selected ward were selected using simple random sampling technique. Herman (2018) defines simple random sampling as the process of picking a study sample where each element of the target population has equal and independent chance of being chosen, which the case in this study was. Yamane's (1967p.886 formula was adopted to get the study sample size for teachers.

From table 1, a sample size of 194 respondents was selected, including 1 District Educational Officer (DEO), 7 Ward Educational Officers (WEO's), 12 Heads of Schools, and 174 secondary school Teachers.

**Table 1: Number of Respondents by Category**

Type of respondents	Targeted population	Sample size
DEO	1	1
WEOs	18	7
Heads of schools	30	12
Teachers	1200	174
<b>Total</b>	<b>1249</b>	<b>194</b>

### Data Collection Instruments

This study employed both questionnaires and interview guide to collect data from the respondents. The Questionnaire with closed-ended and open-ended items was appropriate for collecting quantitative data from teachers while the interview was used to collect data from the rest of respondents.

### Validity and Reliability

The researcher conducted a pilot study in two public secondary schools found in Nyamagana District which were not included in the actual study, to check the clarity of the items. The results showed that the content of the questionnaire was good enough to be used for the actual data collection. Reliability was ensured through triangulation, the use of the questionnaire and the interview schedule.

### Statistical Treatment of Data

Quantitative data were coded and analyzed by using the Statistical Packages for Social Science (SPSS) through the Descriptive Statistics. The Qualitative data was analyzed according to their themes and were presented using texts.

### Ethical Considerations

The researcher respected the freedom of participants through provision of informed consent as well as through assurance of participants' human dignity, privacy and confidentiality. Pseudo names

were used for the respondents. Permission for data collection was obtained from the Mwanza Regional Administrative Secretary, and the Nyamagana District Administrative Secretary. After getting permission, the researcher made appointments with the Heads of Schools, the DEO, WEO's and teachers to administer the questionnaires and conduct interviews.

### Findings of the Study

The study sought to determine whether teachers are aware of the role of heads of public secondary schools in implementing PM, whether the heads of schools were aware of their role in PM implementation and to find out the perception of teachers on the role heads of schools implementation of PM in public secondary schools in Nyamagana District. The analysis was guided by research questions as below:

**Research Question 1:** Are teachers aware of the Role of Heads of Public Secondary Schools in Implementing Performance Management?

In order to answer this research question, teachers were given a questionnaire to fill by ticking their perceived roles of the school heads. Data in Table 2 (p. 14) indicates that majority (98.9%) of the teachers were aware of the roles of the heads of schools in implementing PM. The roles mentioned by teachers include encouraging cooperation

(14.4%), coordinating school activities (23.6%), supervision of teachers (38.5%), appointing teachers for different responsibilities (4.6%), establishing rapport (8.6%), ensuring teachers' code of conduct (6%) and motivating teachers (8.6). Two (1.1%) respondents did not indicate any of the roles of the school heads. This suggests that they did not know anything about PM. Therefore, teachers are generally aware of the responsibilities of the heads

of schools in implementing the PM in public secondary schools.

During the interview, the DEO remarked that PM is well implemented. He further responded, "It is not optional and heads of schools are required to implement it by any means". The interview indicated that failure to accomplish this role may lead one to lose his/her position as a head of school.

**Table 2: Teachers Awareness of the Role of Heads of Schools in Implementing Performance Management**

Response	Frequency	Percentage
Encouraging cooperation	25	14.4
Coordinating school activities	41	23.6
Supervision of teachers	67	38.5
Appointing teachers for different responsibilities	8	4.6
Establishing rapport	15	8.6
Ensuring teachers code of conduct	1	6
Motivating teachers	15	8.6
Missing	2	1.1
<b>Total</b>	<b>174</b>	<b>100</b>

The Heads of schools supervise the filling of Open Performance Review Appraisal System (OPRAS) form in which each teacher is mandated to fill every year. During the interview, one of the WEOs further said, "It is the responsibility of each teacher to work hard because he/she is being evaluated and promoted on the basis of his/her performance target indicated in the OPRAS form." Therefore, much as teachers are aware of the role of the heads of schools, the heads of schools do their part in implementing the PM.

**Research Question 2:** Are heads of schools aware of their Role in Implementing Performance Management in Public Secondary Schools?

The researcher sought to establish if heads of schools are aware of their role in implementing PM in their schools. The researcher interviewed 12 heads of public secondary schools from 7 wards. Interviews showed that the heads of the schools were aware of their role in implementing PM in their schools. They informed the study that, PM plays a central role in promoting teachers from one rank to another. During an interview session, one head of school, for instance, said, "In implementing PM in my school, my role is to coordinate promotion of teachers from one rank to the next. Also, sometimes it involves punishing teachers when they happen to perform below the expected standard for meeting the intended goal."

Another head of school, who had served in that capacity for more than ten years in different

schools, showed a similar inclination with a more analytical mind that "the role of the heads of schools is to supervise all activities. Promotion and demotion of teachers and other staff to a large extent are on the hands of the heads of schools. Each teacher has to set performance target to achieve in a year and he/she is evaluated on that basis." However, there are a lot of challenges in implementing PM. Majority of teachers were not comfortable with the PM as they claimed that it is too demanding even though the responses indicate that the heads of schools were aware of their roles in implementing the PM as one of their core managerial responsibilities at their schools.

These responses reveal that heads of schools were aware of their role of implementing PM. The findings concur with those of Mosoge and Pilane (2014) in a study conducted in South Africa who found that heads of schools were implementing PM through involvement in such managerial tasks as checking educators' work, guiding them, mentoring them and ensuring that effective teaching and learning takes place. The heads of schools further revealed that they faced a number of challenges including reluctance of teachers to participate in the PM activities and lack of adequate resources for the implementation.

## Conclusions and Recommendations

This section provides the conclusions and then gives the recommendations.

## Conclusions

The study concludes that teachers are aware of the role of heads of public secondary schools in PM implementation as a core managerial responsibility. The teachers identified various roles played by heads of schools in implementing PM such as encouraging cooperation, coordinating school activities, supervising teachers, appointing teachers to different responsibilities, establishing rapport and ensuring adherence to teachers' code of conduct. This clearly demonstrates that the teachers are aware of the role of the heads of schools in implementing PM towards the achievement of effective teaching and learning.

While the heads of secondary schools were also aware of their role in implementing the PM, they faced a number of challenges including reluctance of teachers to participate in the PM activities and lack of adequate resources for the implementation.

## Recommendations

The study recommends that the government should conduct seminars and workshops so that teachers can appreciate the role of heads of schools in implementing PM and the importance of PM so that they can favor its implementation. Furthermore, the government and policy makers should provide adequate resources and simplify the process so that it is easily embraced by teachers and implemented by the heads of schools. Finally, the study recommends that a comparative study between private and public secondary schools be done on the effectiveness of the implementation of PM for comparison purposes.

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