



The influence of new public management on performance of secondary schools in Tanzania: The case of big result now (BRN) in secondary education service delivery in Dar es Salaam Region

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ABSTRACT

Tanzania embarked on public sector reform in 1990 due to the influence of New Public Management (NPM) and in particular introduction of Big Result Now (BRN). Nevertheless, the empirical knowledge with regard to the influence on NPM and BRN is scant. This paper investigated the influence of NPM and BRN in particular on secondary education service delivery in Dar es Salaam Region. Specifically, this paper examines if teachers' performance with the advent of NPM and BRN has improved, the state of academic performance in secondary schools and the challenges accounting for unsatisfactory performance of secondary schools in Tanzania and propose productivity improvement measures to curb the problems. Dar es Salaam region was used as a case study and the methods of data collection were interview and documentary review. The sample size was 100 respondents selected through purposive sampling. The data analysis was done thematically and descriptive statistics. The study findings indicated that despite an increase in school enrollment, some secondary schools experience dismal academic performance in some of the years (2010, 2011, 2012 and 2024). Mass failure of students in the appalling results from the form four national examination in 2010 were (50.4%), 2011 (53.6%), and 2012 (65.5%). Students who scored between division four and zero amounted to 93% of all students who sat for the certificate of secondary education examination in 2022 (240,903 got division zero, 103,327 scored division four out of 397,136 total candidates). This paper came to a number of conclusions regarding education within NPM from a BRN perspective. Firstly, education through secondary school examination conforms to this principle of NPM in that evaluation is aimed at improving the quality of education. However, despite the BRN and NPM in broad perspective, the secondary education sector is still facing policy challenges such as inadequate learning and teaching resources, bilingual challenge and weak teaching strategies. Tanzania education and training policy should be geared to achieve quality education for national development.

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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 (Juma et al., 2021). Performance Management 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 (Abdullahi, 2024).

The role played by performance management in Tanzania is inestimable for the whole development and improvement of performance of secondary education schools in Tanzania. Secondary Education, being one of the sectors of social services, plays a pivotal role in contributing to the economic development of Tanzania. Therefore, it needs to be regularly monitored and evaluated to ensure that it is able to improve and account for its performance.

In this regard, Performance Management (in this paper is informed by New Public Management (NPM) approach. Public sector under NPM is called upon to produce mission statements, strategic plans, Statements of objectives and performance indicators which are component of performance management (Abdullahi, 2024). Performance management was first used in the private sector which operates under market principles. In the principle of the market, performance is guaranteed by market forces to distribute resources in the most efficient manner to produce profit. So, in the private sector profitability provide a primary assessment of performance.

The NPM advocates championed the introduction of competition, efficiency, and performance measurement as integral components of public service improvement (Osborn and Gaebler, 1992). This ideological departure marked a departure from the conventional wisdom that had guided public administration for decades.

Performance Management and measurement to date is being implemented in the public sector whose objective is beyond profit making. It operates without the discipline of competition and it is difficult to use only traditional financial ratios since some of the goods and services provided by the public sector are difficult to quantify and some of the outputs takes time to be realized. So, it is from the above perspective this paper is set to discuss the influence of NPM and BRN in particular secondary schools' performance in Dar es Salaam region in Tanzania.

The past 25 years has seen numerous governments worldwide adopting new institutional forms, such as delivery units and reform labs, to try to improve service delivery (Opalo, 2024). The Opalo's study conducted a systematic global search and mapping of these delivery approaches and identified 152 instances of delivery approach (DA) adoption from 80 different countries, ranging from the center of government down to provincial and local levels, with an accelerating trend of adoption since 2010. The majority of these include education as a focus sector.

In Tanzania education sector, New Public Management (NPM) has manifested itself by establishing Big Result Now (BRN) which had the objective of increasing pass rates in national examinations to at least 80 percent in both primary and lower secondary schools. Tanzanian students sit national examinations in Standard Seven and Form Four (Opalo, 2024). To achieve its objectives, Tanzania's BRN unit was created to work closely with both the Ministry of Education Science and Technology (MoEST) and the ministry in the President's Office in charge of regional and local

governments (PO-RALG, also called TAMISEMI – an acronym for the ministry's Swahili name) (Opalo, 2024). The delivery unit came up with nine specific initiatives to assist schools improve learning outcomes – including official public ranking of schools; an incentive scheme for improved schools; investments teacher motivation; a national assessments of students in Standards One and Two on 3R skills (reading, writing, and arithmetic); training of teachers in 3R competencies; student teacher enrichment program that trained teachers on how to identify and support weak students; dissemination of a school improvement toolkit to headteachers to boost their management skills; and timely and equitable disbursement of capitation grants to schools to support the purchase of school supplies, including textbooks.

The Education and Training Policy (ETP) formulated and adopted by the Government of Tanzania in 2018 aims to guide education provision from pre-primary to tertiary levels along with vocational, non-formal, and special education sectors. Since its adoption for implementation, there has been a concern among education stakeholders that it does not meet the current demands of education and training in the country required to strengthen economic, social, scientific, and technological transformation.

Besides, the Policy has been criticized for its inability to address challenges related to access to educational opportunities and quality of education and training in the country while at the same time developing adequate and competent human resources to transform and sustain the country's development. These criticisms, among others, were well received by the Government, which resulted in the decision to review the policy. This review, therefore, comes as a contribution to the review process. The analysis contained herein addresses policy issues related to the Policy document itself and the implications of the statements about Policy implementation. The analysis has also highlighted a number of other critical issues that affect the secondary education service delivery which needs to be addressed alongside the Policy revision process. Some studies such as Williams (2021) and Mansoor (2021) have been conducted to examine the influence of the reforms and approaches on secondary education service delivery. Nevertheless, less has been investigated with regard to the performance management of secondary schools in line with the influence of NPM and BRN and policy challenges. Other studies like Mtasigazya (2020), HakiElimu (2011) and United Republic of Tanzania (URT) (2018) have focused mainly on the problems of

capitation grant disbursements from central government to local government authorities (LGAs) and schools. Meanwhile, a study conducted by [Manara and Mwombela \(2012\)](#) dwelt on the governance of capitation grants in primary education service delivery in Tanzania. This study concluded that some councils had average spending, for instance, Morogoro Municipal and Kondoa district councils as well as other Municipal councils such as Songea and Mbeya have lower spending. Also, studies found that governance of disbursed funds at the school level is equally important. Therefore, this paper sets out to examine the education policy challenges on the performance of secondary schools in Tanzania. This paper was guided by the following objectives: To examine the influence of BRN on secondary school teachers' performance in Tanzania. To examine the academic performance of secondary schools within the advent of BRN and to investigate policy challenges in secondary education service delivery.

Problem statement

The secondary education sector in Tanzania is facing many challenges with multifaceted dimensions, including among others, policy challenges of an unproductive curricula, inadequate teaching and learning facilities, language barrier to learning, goal clarity and other challenges. Secondary education in Tanzania has been provided under the education and training policy of 1995, 2014 and now 2018 and through the umbrella of two programmes namely SEDP 1 (2004-2009) which phased out and SEDP II (2010-2015) was implemented. Following SEDP another initiative for the improvement of academic performance in secondary schools was the Big Result Now (BRN) launched in 2013 focused on achieving a set of specific objectives by 2015/2016 in six priority sectors: Education, Energy, Agriculture, Water, Transport and Resource Mobilisation, ([World Bank, 2024](#)). BRN Education was a transformational programme which sought to bring dramatic improvements in examinations performance across Tanzania's 20,000 public schools, community secondary school inclusively. This BRNED initiative intended to contribute to performance improvement in secondary examinations results pass rate to 60% in 2013, 70% in 2014 and 80% by 2015 ([Todd and Attfield, 2017](#)). Despite all the efforts put in implementing BRNED but form four Certificate of Secondary Education Examination (CSEE) pass rates had fallen to 43% in 2012, then increased to 57.1% in 2013, and then 69.8% in 2014, before falling slightly to 68.5% in 2015. This meant that the 2015 CSEE pass rate was 11 percentage points behind BRN target of 80%, it is also very important to note that the methodology for

marking CSEE changed in 2014, thus weakening the comparability of results year by year. The consequences of not reaching any targets of the set targets of BRNED show the persistence of poor performance of secondary schools in Tanzania. Pass Rates in Form Four Examinations (CSEE) in Tanzania. Pass Rates in Form Four Examinations (CSEE) in Tanzania Form four examination results from 2008-2015 shows that there is fluctuation in pass rates in all secondary schools (government and non-government schools) in Tanzania, and the percentage of failure from 16.3 in 2008 to 56.9 in 2012 ([URT, 2023](#)). Therefore, this study seeks to explore why academic performance is unsatisfactory despite introduction of BRN.

This article is mainly informed by both primary and secondary data. The paper is divided into five sections. Section one is an introduction of a paper and a statement of the problem. Section two presents literature review while section three presents methodology and section four present the findings and discussion while section five presents conclusion and recommendation.

Literature review

In this paper, this study reviewed literature and theories in order to establish a research gap.

Several studies have been conducted about performance management but most of these studies are confined to performance accountability and Open Performance Review and Appraisal system in Tanzania. For instance, [Anosisye and Nyoni \(2024\)](#) found that the study of the effect of performance accountability on performance management. As performance management becomes more and more important in the workplace, performance accountability is receiving more and more attention from scholars. Currently, the research on performance accountability shows an upward trend, but at the same time, there is also the problem of research fragmentation and decentralization.

Several studies have been conducted about performance management but most of these studies were confined to Open Performance Review and Appraisal system in Tanzania. A study done by [Sun \(2024\)](#) focused on challenges facing sustainability of performance management system in public sector in Tanzania with a special focus on analysis of Open Performance Review and Appraisal System (OPRAS) in the commission for mediation and arbitration in Arusha. The findings of the study revealed that a considerable number of workers in Tanzania do not understand well how to use the performance management system in place (Open Performance Review Appraisal System). Participatory goal setting

was found to be challenging since most of employees are not given sufficient autonomy to identify and discuss what they are supposed to achieve. More on that goal implementation has been also affected by the fact that organizations are allocated with limited resources. The study recommends designing and implementation of capacity building programs to help employees from public sector organizations mastering the use of Open Performance Review Appraisal System. In fact, this study was confined on OPRAS as opposed to the influence of New Public Management and Big Result Now (BRN) in Tanzania as such the findings of Jones (2022) cannot be generalized to secondary schools in Tanzania. Similarly, the Commission for Mediation and Arbitration–Arusha has different roles and legal set up from secondary schools in Tanzania. In such case, the findings cannot be generalized to secondary schools in Tanzania.

Theory

This paper presents constructivism theory and it was used to guide this study. The approach was used because it underscores the importance of quality education in terms of knowledge, skills and attitudes that must be acquired for a learned person; it is a road map that can help policy makers and educators to formulate educational policies and strategies that encourage students to develop learning capabilities.

The choice of this approach is due to the fact that it helps to unfold problems in our secondary Education sector and is consistent with different mechanisms prescribed for improving Performance. Generally, the approach underscores the importance of quality education in terms of knowledge, skills and attitudes that must be acquired for a learned person; it is a road map that can help policy makers and educators to formulate educational policies and learning strategies that encourage students to develop learning capabilities oriented to analytical thinking and problem solving.

Under this approach, education is portrayed as a philosophy of learning founded on the premise that by reflecting on our experiences, we construct our own understanding of the world we live in. Each of us generates our own 'rules' and 'mental models', which we use to make sense of our experiences. Learning, therefore, is simply the process of adjusting our mental models to accommodate new experiences. The major principles of constructivism are; learning is a search for meaning, therefore, learning must start with the issues around which students are actively trying to construct meaning; meaning requires understanding wholes as well as parts. And parts

must be understood in the context of wholes. Therefore, the learning process focuses on primary concepts, not isolated facts (Bell, 2023). Exposition of ideas central to constructivism is widely accepted today by educators, curriculum developers and cognitive psychologists. Constructivism has emerged as one of the greatest influences on the practice of education in the last twenty-five years. Teachers in advanced societies are embracing constructivist-based pedagogy and instruction firmly placing educational priorities on students' learning.

Constructivism, within educational contexts, has had the greatest impact on instruction and curriculum design because the approach seems to be most conducive to integration into current educational strategies (Jan et al. 2024). It is assumed that learners have to construct their own knowledge individually and collectively. Each learner has a tool kit of concepts and skills with which he or she must construct knowledge to solve problems presented by the environment. The role of the community-other learners and teachers-is to provide the setting, pose the challenges, and offer the support that will encourage 'mathematical construction' (Davis et al., 1990, p.3). Constructivism's perspectives on the role of the individual, on the importance of meaning-making and on the active role of the learner are the very elements that make the approach appealing to educators. Teachers are typically aware acutely of the role of prior knowledge in students' learning, recognizing that students are not blank slate or empty vessels waiting to be filled with knowledge. Instead, students bring with them a rich array of prior experiences, knowledge, and beliefs that they use in constructing new understandings (Mbwambo, 1990).

Constructivism offers teachers instructional approaches that are congruent with current research on learning. By viewing learning as an active process, taking students prior knowledge into consideration, building on preconceptions, and eliciting cognitive conflict, teachers can design instruction that goes beyond rote learning (rote learning is a memorization technique based on repetition) to meaningful/active learning that is more likely to lead to deeper, longer lasting understandings.

Therefore, this paper has made a profound contribution to the empirical literature on the influence of NPM and in particular BRN on the performance of secondary schools in Tanzania. Additionally, the study findings also contribute to theoretical debates on BRN efficiency secondary education performance in secondary schools in Tanzania and it serves as a reference and basis for further research.

■ METHODOLOGY

This section presents the case study design, sampling procedures of respondents, data collection methods and data analysis technique used in this study. This study was conducted in Dar es Salaam Municipal Council Tanzania. The region has five municipal councils and they have been the first in local government reform programme one, two and three. The reason for selecting these municipal councils is based on the fact that within a qualitative research approach, a case study strategy approach will be adopted. The case study strategy is considered to be appropriate because it is the one used to investigate the phenomenon within a small and manageable area and sample. Furthermore, other factors for choosing secondary schools in Dar es Salaam Region were such that this service involves the influence of NPM and BRN on the influence of secondary education in Tanzania. This study was conducted in Dar es Salaam Region within its five municipal councils that were purposively selected to representative sample of the regions in Tanzania so that to understand urban flavors with regard to influence of NPM particularly the advent of Big Result Now in secondary schools. Also, some of the empirical cases and examples were cited from this region.

This study employed a qualitative research approach to obtain in-depth and required information

for the study. The study adopted a case study research approach. The target was to conduct a detailed investigation on whether NPM and BRN has improved the performance of secondary schools in Tanzania. Furthermore, the case study design was preferred because it allowed an exploration of a situation using multiple methods of data collection. The study was conducted in Dar es Salaam Region (Urban), that was selected purposively to as to find out the influence of BRN on secondary schools in Tanzania is realized.

This study was conducted in Dar es Salaam as cases under the study which were purposefully selected among 169 LGAs in Tanzania. The reason behind this selection was because the Dar es Salaam City Municipal council was the first in implementing performance management in secondary schools as it provided secondary education and it is also integral part of Local Government and Regional administration ministry. The target population for this study through which data were collected was basically the Teachers, Parents and Pupils. The data were collected from a total number of 100 respondents of whom 20 respondents constituted the ordinary teachers from secondary schools. 10 head teachers, 20 parents and 30 students, 10 school committee chairpersons and 10 head teachers who were purposefully selected given the number of employees they supervise. Table1 presents the sample size and its distribution.

Table 1. Sample distribution and sample size

S/N	Respondents' Categories	No. of Respondents	Total No. of Respondents
1	Secondary schools' teachers	30	30
2	Head teachers	10	10
3	Members of secondary school committees (committee chairpersons)	10	10
4	Parents	20	20
5	Secondary school students	30	30
	Total number of respondents	100	100

Sample size and composition

This study employed purposive sampling technique in selection of respondents who were teachers, parents and heads of departments. This was done mainly to enable the study have a good and reasonable number of respondents to represent the whole five Municipal councils. Parents were purposively included in the sample because they were directly responsible for performance management of secondary schools in Tanzania. Therefore, parents were rich informants on whether they were aware of the BRN influence on secondary education service in Dar es Salaam region. Students were included in this study because they and the end users of secondary

education services and they accouter some challenges such as inadequacies in books, exercises book when capitation grants were inadequate. Thus, they were rich informants and provided information on availability of learning materials in primary schools. Teachers were involved in the study because they were key players of the day-to-day secondary education service delivery. They were also involved in monitoring school academic performance of the students.

An in-depth interview was employed to collect data from 30 teachers in secondary schools who were purposively selected in order to obtain detailed

information for the study. An in-depth interview was adopted to heads of primary schools for the purpose of collecting adequate information from them as they are responsible for ensuring that capitation is effectively used in their respective primary schools. Open ended interviews were used to collect reliable data about the study. Open ended interview enabled participants to give their opinions on the influence of BRN and the challenges encountered in implementation of Education policy in secondary education service delivery. The interview sessions were held between the researcher, students, parents and school committee members. From these respondents, the researcher got information on secondary school performance. The researcher administered interviews in person after visiting them for prior notice. All interviews were conducted in confidential so as to avoid victimization of respondents.

Furthermore, various documents were reviewed to facilitate a deeper understanding to the matter in question. Documents reviewed include but not limited to the following: government reports, guidelines on secondary schools' infrastructure and academic performance such as basic education statistics (BEST) of the utilization of capitation grants and other relevant information obtained from the council related to the topic under the study. In this study, documentary review was used to facilitate collection of information from official documents available in the Ministry of Education, Science and Technology as well as secondary schools. The documents included school books, government reports, and examination results documents. These documents helped to collect data on the availability and trend of school infrastructures, leaning materials and academic performance with the advent of BRN.

In data analysis, the data collected through documentary review were qualitative in nature and were analyzed thematically. Themes were topics or major subjects that come up in the discussion and this form of analysis categorizes the related topics. Thus, in using this type of qualitative data analysis major concepts or themes were identified in this form the researcher reviewed the documentary data and identified information that is relevant to the research questions and specific objectives stated in this study. The method used was associated with developing a coding system based on the collected data from documents and the major issues topics to be covered and as well as intensity through which the frequency of idea, word and description that appeared.

Also, the coded materials were placed on the major themes or topics identified and all materials

relevant to the research question were organized and placed around the relevant question under the study. Also, some direct quotes from respondents in the reviewed documents were presented in data analysis and discussion. In analyzing the data collected from the field, this study employed both qualitative and quantitative analysis. Content analysis was adopted in analyzing the data obtained from documentary review, in-depth interviews and open-ended questionnaires. Under this technique, data were systematically classified into defined categories comprising patterns of related information sub-themes. This method of data analysis facilitated the making of inferences from the qualitative data. On the other hand, with the aid the Statistical Package for Social Sciences (SPSS), descriptive statistics (tabulation) technique and cross-tabulation were used to analyze the quantitative data that were mainly obtained from questionnaires. Also, the coded materials were placed on the major themes or topics identified and all materials relevant to the research question were organized and placed around the relevant questions under the study. Also, some direct quotes from respondents and in the reviewed documents were presented in data analysis and discussion of the findings.

■ ■ RESULTS AND DISCUSSION

This sub-section presents the findings in line with the specific objectives of the study.

Secondary school teachers 'performance in Secondary schools under Big Result Now (NPM)

The Government of Tanzania (GoT) signed an Education Reform Compact (ERC) with 8 development partners and launched a transformation initiative called "Big Results Now in Education" (BRNEd) in January 2013. The implementation of the BRNEd Initiative is expected to fast track the improvement in quality of basic education service delivery, which in turn is expected produce tangible improvements in learning outcomes of students. The program for results (PforR) support is aligned to the entire BRNEd program of expenditures, with the exclusion of construction activities. This includes teachers' performance, academic performance of the schools and school infrastructures.

The findings presented in Table 2 indicates that the new public management (NPM) was introduced in Tanzania and it has slightly contributed to increased performance of teachers. This was supported by 51% of respondents as presented in table 2 above. The

findings indicated that New Public Management and in particular BRN was notably successful in increasing a degree of commitment amongst key

education actors including head teachers and ordinary teachers towards improving learning outcomes in Dar es Salaam Region.

Table 2. Responses on the state of teachers' performance with the advent of BRN in Secondary Schools

Categories of Respondents	Academic performance increased	Academic Performance remained the same	Neither
Secondary school teachers (n=30)	20(60%)	10(40%)	0
School committee members (n=10)	5(50%)	5(50%)	0
Students (n=30)	15(50%)	15 (50%)	0
Parents (n=10)	5(50%)	5 (50%)	0
Head Teachers	6(60%)	4(40%)	0
Total	51 (61%)	49(29%)	0

Field data, September, 2024

Table 3. Responses on academic performance with the advent of BRN in Secondary Schools

Categories of Respondents	Academic performance increased	Academic Performance remained the same	Neither
Secondary school teachers (n=30)	15(50%)	15(50%)	0
School committee members (n=12)	6(60%)	4(40%)	0
Students (n=30)	30(100%)	0	0
Parents (n=10)	5(50%)	5 (50%)	0
Head Teachers	5(50%)	5(50%)	0
Total	61 (61%)	29 (29%)	0

Field data, September, 2024

Academic performance of secondary schools within the advent of BRN

The Government of Tanzania has decided to prioritize the available resources to strategic sectors so as to realize the Big Results Now (BRN). The Education Sector is among the six prioritized sectors, which has developed nine key initiatives to improve the quality of basic education and thereby increasing the pass rates in Secondary Schools. This study examined the effect of BRN on academic performance in secondary schools in Tanzania. The findings are presented in table 3 and discussed as follows.

The findings presented in table 3 indicate that majority of respondents i.e. 61 (61%) out of all had the view that New Public Management particularly with Big Result Now contributed to an increase in academic performance of secondary school students in Dar es salaam region. This is because teachers were taken for training and students learning environment was also improved. These findings are consistent with national examination performance in secondary schools in Tanzania as presented in table 4 which indicated that since the advent of Big Result Now, the trend of students who fail in Certificate of Secondary

Education Examination (CSEE) has been decreasing. For instance, table 4 indicates that in 2013 students who failed were 42.9% but in 2020 the percentage was 14.16 % while in 2022, students who failed (CSEE) examination was 12.21%.

Policy challenges facing secondary education

The central policy challenges accounted for the consistent unsatisfactory performance of secondary schools in Tanzania are hereunder discussed and summarized in table 5.

The challenge of Goal clarity on performance of Secondary Education in Tanzania

Goal clarity is the central challenge facing secondary education sector in Tanzania. By goal clarity it means the rationale and target of secondary education towards a particular predetermined outcome. Goal clarity has positive relationship with the quality education, it determines how efficient and effective the efforts and resources are employed to achieving a particular desired outcome. The functional goals drawn from key political statements have been to increase enrollment of students to

secondary schools, construction of schools on each ward (emphasis on quantity aspects) without simultaneously enhancing the availability of quality improvement aspects like adequate and quality teachers, enough books, laboratories, libraries and

other quality improvement-098 facilities. This challenge is manifested by the presence deficit of teachers' houses in Dar es Salaam as presented in table 6.

Table 4. Certificate of Secondary Education Examination (CSEE) Performance in Government and Non-Government Secondary Schools, 2013-2024.

Year	Division (in %)					Percent passed	Percent failed	No. of candidates examined
	i	ii	iii	i - iii	iv			
2013	3	6	12	21	36	57	42	352,614
2014	3	10	17	30	39	69	30	240,410
2015	3	9	13	25	42	67	32	384,300
2016	3	9	15	27	42	70	29	349,524
2017	3	10	17	30	47	77	22	317,777
2018	3	12	16	31	47	79	20	360,510
2019	5	11	16	32	48	80	19	422,722
2020	8	12	15	35	50	85	14	435,654
2021	7	12	16	35	51	87	12	487,730
2022	7	13	16	36	50	87	12	549,055

Note: National examination results released by national examination council of Tanzania

Table 5. The main challenges facing secondary schools in Tanzania

S/N	The Policy challenges facing secondary education	Percentage of responses
1	Impact of Goal Clarity on Apparent Benefits of Secondary Education	20 (30%)
2	Ineffective Teaching Strategies	15(15%)
3	Bilingual Education Policy	20(20%)
4	Inept Curriculum with unproductive Linkages to the Environment	20 (20%)
5	Insufficient Performance of School Inspection	15 (15%)
6	Lack of teachers' motivation	10 (10%)

Field data, September, 2024

Table 6. Deficit of Teachers' Houses in Dar es Salaam Region

S/N	Municipal Council	Required teachers' houses	Availability of teachers' houses	Deficit of teachers' houses
1	Dar es Salaam City Council	2157	154	2003
2	Kigamboni Municipal Council	629	96	533
3	Kinondoni Municipal Council	1177	171	1006
4	Temeke Municipal Council	1713	88	1625
5	Ubungu Municipal Council	1482	115	1367

Basic Education Statistics (BEST) 2022, United Republic of Tanzania (URT).

The findings presented in table 7 indicates that all Municipal councils in Dar es Salaam were facing a deficit of teachers' houses and administration block as presented in table 7. For instance, the Dar es Salaam city council had acute shortage of 2003 and Kinondoni

Municipal council with a shortage of 1006 classrooms while Ubungu Municipal Council with a shortage of 1367 classrooms.

Thus, the goal ought to be translated towards producing literate secondary leavers defined as

equipped with knowledge, skills, values and attitudes capable of analytical and problem-solving. The goal of education should not be displaced as to focus on increasing the number of students who finish secondary schools and grouping them as those who 'pass' and 'fail' by comparing numbers as a criterion for measuring performance improvement but the prime goal should focus on the quality of secondary graduates as literate persons with abilities to analyze issues, propose solutions to problems confronting them and be able to compete and confront issues in a fast changing contemporary society. The quantity and quality aspects in the provision of secondary education should be given equal credence by avoiding a significant short fall of resources as compared to requirements which has been a common feature in most secondary schools in Tanzania.

For example, capitation grants are crucial part of secondary school level expenditures. They are to be used for purchasing learning and teaching materials and other administration related materials; 93% of surveyed public secondary schools in Dar es Salaam did not receive capitation grant by January 31, 2023. The few schools (7%) that received the grant got on average about TZS 517 shillings per student instead of the 10,000 that the Government committed to send (URT, 2023). Also, 32% of secondary schools in Dar es Salaam region do not have laboratories and other important learning facilities such as libraries, inadequate classrooms to accommodate high enrollment rates of students.

The bilingual education policy

The study findings presented in table 6 indicate that 20(20%) of respondents stated that bilingual education policy contribute to unsatisfactory secondary education performance. This challenge is also congruent with the Tanzania education and training policy (2018) which indicate that language of teaching is Kiswahili in pre-primary and primary education in which English is a compulsory subject. In secondary education the language of teaching is English and Kiswahili is a compulsory subject. This swift and incongruous transition from Swahili-medium primary school to English-medium secondary school is accounted for the mass failure of students and poor performance of secondary schools as the transition to English as a medium at secondary schools hinders knowledge acquisition capabilities of students, as a consequence students resort to claiming the notes and learning materials available at their disposal. Language is an important tool for communication between teachers and students, students to teachers, among students themselves and between students and the learning materials; poor

command of English has resulted to poor transmission of knowledge, misconception of ideas and hinders analytical thinking. The poor command of English at both teachers and students is a major reason for academic under-achievement in secondary schools. Students start studying in English at secondary level without proper preparation and are taught by teachers who in many cases have a low level of proficiency in English.

For example, a survey conducted in 30 secondary schools in Temeke and Kinondoni districts by Benell and Mukyanuzi (2005) reveals that, "It has been well documented that students in secondary schools are not prepared for the use of English as a medium of instruction. Teachers and students alike struggle to express themselves clearly in a language they have not mastered. Swahili often becomes the defacto language as students and teachers switch to the more familiar language for clarification and discussion".

Ineffective teaching strategies

On the outset, the respondents i.e 15 (15%) respondents stated that ineffective teaching strategies transcend an inappropriate match between the education curriculum and the students' needs. It also involves the kind of expectations that the teacher communicates to students, that is, the teacher's ability to encourage active learning by emphasizing on analytical thinking, construction of meanings, probe critical questions that stimulate thinking instead of a rote learning approach.

For example, if a student says 50 is half of 100; they may be asked how else can we say this. They can reply with various answers 2/4, 0.5 of 100 for example. Through this approach the teacher can see that the students can manipulate numbers, think about them, and play around with them. It is a more active approach of learning the students are involved. The ideal teaching session should leave students wanting to know more, inspired and interested. Rote learning is likely to lead to boredom, frustration and inadequate knowledge of the subject. Teaching methods in Tanzania are largely based on rote learning and aimed at passing exams. In many Tanzanian classrooms students are rarely challenged to use the critical problem-solving skills that are essential in later success of life. Teachers rely on rote methods of instruction because class sizes frequently surpass 50 students and because they frequently have few teaching materials or books at their disposal. For example, the current ratio of teacher students in Dar es Salaam region is 1: 54, this ratio is not uniform to all secondary schools.

These findings corroborate with Juma et al. (2021) exposed poor teaching strategies in a survey

conducted on sixty secondary schools in Dar es Salaam and I quote "The teacher enters the class, provides the notes and leaves. It now becomes the duty and obligation of the class monitor to write the notes on the blackboard for other students to copy. It will take a while for the teacher to reappear in the class, and when he appears, he just passes through the topics very briefly and in such a way that the chance for discussions or even asking questions is not there".

Inept Curriculum with unproductive linkages to the Environment

The findings indicate that 20(20%) respondents stated that inept Curriculum with unproductive linkages to the environment curriculum. In fact, curriculum is a blood of an education system. It is a tool for translating educational goals into reality. Curriculum contains subject structures, assessment criteria; it is a road map towards improving learner's knowledge, skills, attitudes and values. Curriculum goal is geared towards improving human society focusing on the development of intellectual and moral attitude citizenship, social leadership and political life of community. The recent debates among educators, policy makers, academicians and the general public that the current secondary education curriculum does not cope with the pace of the changing socio-economic environment and overarching gap between school curricula in general and society. Main challenge of curriculum in our secondary education system is the tendency of using unfinished and untested curriculum packages; secondary schools are used as guinea pigs this as a consequence has tended to confuse teachers and students and thus produces low productivity in secondary education. Four main weaknesses inherent in the current curriculum are; high number of subjects, loaded content, scarcity of physical and human resources to implement the curriculum and ineffective assessment criteria.

For example, Tanzania Professional Network (TPN) (2012) commented that "Frequent changes in the curriculum especially in secondary education, there have been frequent changes in the curriculum nearly every time the ministry of education gets a new minister. Since independence the ministry has been led by nearly 17 ministers. Every one of the bringing in their own strategies which are different from their predecessors. This tendency has lowered productivity and slowed down continuity of previous programmes.

Insufficient performance of school inspection

School inspection is an important role for ensuring quality services. However, the findings

indicate that there was insufficient performance of school inspection. This was supported by 15 (15%) respondents said that performance of school inspection was poor. In fact, this is contrary to the role of inspection is to monitor the standards, quality, efficiency and ethos of schools and to inform the government and the general public on these matters. The findings corroborate with [Bennel and Mukyanuzi, \(2005\)](#). Inspection is a powerful way of monitoring the education system, tracking standards and performance levels over a period of time and identifying school challenges. School inspectorate department is one of the departments at the ministry of education and vocational training in Tanzania. The inspectors are responsible for supervising the schoolwork, to evaluate teachers' performance, to ensure rules and regulations adhered, curriculum is implemented and check on overall school administration. According to the education act number 25 of 1978 the inspection of schools should ensure that all schools comply with the Government's education policy and the education act. The findings indicate that school inspection fails to capture the issue of poor performing students as there is no routine for monitoring and evaluation; conducted inspections recommendations are not implemented; there is no compilation of the recommendations, their implementation and the impact on schools' performance.

According to the school inspection regulations in Tanzania, secondary school inspection is to be conducted for three to five days depending on the size of the school; school inspectors for secondary schools are required to inspect two subjects of their specialty every year. However, due to inadequate personnel, transport, offices, equipment and housing, a school is inspected at least once in every two years. For example, in Dar es Salaam region, fiscal year 2019/2020 numbers of secondary schools inspected were 30 out of 134 secondary schools amounted to 23% of all secondary schools. In fiscal year 2020/2021 number of secondary schools inspected were 63 out of 167 amounted to 38% and 2021/2022 fiscal year, 52 secondary schools inspected out of 203 amounted to 26%. And fiscal year 2022/2023, 34 secondary schools out of 266 were inspected amounted to 13% only and fiscal year 2020/2021, 24 secondary schools out of 350 were inspected amounted to 6%. Inadequacy inspection of secondary schools has resulted to poor performance of both teachers and students since inspection of schools is an important strategy for quality assurance.

Policy recommendations on secondary school performance improvement

Policy improvement measures are prescription that can help to improve the performance of secondary schools in Tanzania.

Recommendations

Any productivity measurement system should produce an overall index of productivity. Here productivity is conveniently defined as a measure of actual outcomes of secondary education to students empirically aim to produce literate persons with knowledge, skills, attitudes and values relevant to problem solving and analytical thinking. It is imperative to ascertain the actual goals/targets of education policy defined broadly as to attain outcomes rather than narrowly measuring success in quantitative aspects as objective attainment through output and input measurement, that is, the number of students enrolled, number of teachers recruited, number of schools constructed, equity attainment by comparing ratios of male and female students; objectives attainment is important but should not be equated as key goals of education.

Thus, the resources and efforts should be focused on quality improvement strategies by ensuring the availability of qualified and competent teachers, relevant and enough books and other learning materials, laboratories with adequate and modern equipment's for learning, libraries, training of teachers to equip them with modern teaching strategies, frequent inspection of schools, relevant curricula etc.; this as a consequence will result into productivity improvement by producing quality graduates with knowledge, skills, attitudes and values capable of handling the stress of contemporary society.

Monitoring and evaluation are important strategies for quality control and ensuring efficiency and effectiveness in the implementation of the education and training policy. Monitoring is the systematic collection and analysis of information as implementation progresses. Evaluation is the comparison of actual outcomes against the targeted goals. Monitoring and evaluation in common they are geared towards optimal efficiency and effectiveness on attainment of the agreed goals. Capacity building is central for ensuring school inspectorate department execute its strategic functions efficiently and effectively. Capacity building generally refers to the skills. Infrastructure and resources that strengthen human abilities and skills for the attainment of the agreed strategic goals. School inspectorate department is very crucial for ensuring monitoring and evaluation of the education policy.

School inspectors should monitor and evaluate performance of secondary schools in line with the three strategic roles namely inspection role, Advisory role and the development role. On the inspection role the inspectors should monitor, assess and evaluate quality of school instructions, school organization, management and school environment. The advisory role the inspectors should disseminate information on acceptable practices and innovation, monitor curriculum implementation and review, identify training needs and advice on establishing new schools. On the development role, the inspectors should ensure projects of developmental nature like construction of schools are implemented in accordance with acceptable standards by ensuring a constructed school has all necessary facilities to be accredited a status of school before opening (i.e. laboratories, books, a library, friendly learning environment, availability of enough and competent-qualified teachers). This in turn will enhance quality improvement and overall productivity improvement.

Monitoring and Evaluation should help curriculum developers through reports of the school inspections to design flexible inclusive curriculum, responsive to the multivariable economic, political and social ventures. Focus on the link between the curriculum and the national development agenda by investigating on the quality of the current pedagogy in achieving educational goals and the best ways in which educational achievement and performance could be measured.

Language forms the foundation of an individual's ability to communicate, understand and develop mental faculties for high order thinking. Lack of consistency on medium of instruction from primary education to secondary education is accounted for the low-level productivity on secondary graduates. The swift transition of the medium of instruction from Kiswahili to English has adversely affected the capacity of students for active learning leading to reciting and remembering of information without deeper longer lasting understanding. Bilingual policy should be changed. English should remain the medium of instruction from primary education to higher education; the clear goal is to give students a stronger foundation in English at the primary level, preparing them for the demand of English in secondary and as a means of attaining consistency. This paper suggests that given our dependency on science and technology, high cost of developing educational materials in the Kiswahili language, regional integration, and dependency on external donors, Kiswahili language vocabulary limitations and others factors, using Kiswahili from primary level to higher learning as such would not be feasible. Thus,

English should be used as a medium of instruction from primary education to higher learning in order to stimulate active learning and understanding of concepts. Teachers and students will interact in classrooms without cognitive limitations to learning.

Psychological contract emanates from the conception of organizational scholar [Bell et al. \(2023\)](#) denotes mutual beliefs, perceptions and informal obligations between an employer and employee. It is psychological contract that effectively tells employees what they are required to do in order to meet their side of the bargain and what they can expect from their job. According to [Rousseau \(1995\)](#) noted that psychological contract is central to explicit issues such as pay. It stresses the importance of understanding peoples' expectations from employment, thus unmet expectations and obligations would naturally result in a more damaging response from employee. Teachers' pay packages, working conditions and other motivation benefits have to be seriously addressed by policy makers in order to promote teachers' morale for teaching.

These findings are corroborated with a number of research reports such as research on "The Living and Working Conditions of Teachers in Tanzania" conducted by Tanzania Teachers Union and these findings corroborate with [Mwombeki \(2013\)](#) reveals that there is a direct link between the living and working conditions of teachers with their capabilities and morale to deliver. Teachers in Tanzania are some of the worst paid civil servants and strike action seems the only measure that gets their salaries increased. For example, the current gross pay for graduate teacher is 532,000/Tsh; with recorded inflation rate at 9.80% in March of 2021. This salary rate is not adequate to meet the average standard of living in a city like Dar es Salaam. Thus, the salary increase should correspond with inflation rate at a given fiscal year. Also, the government should reduce spending by cutting expenditure on unnecessary items like buying luxury cars in order to subsidize teachers' salary increase. Another strategy that can help to increase pay rate of teachers is to reduce by substantial amount of pay as you earn (PAYE) in their salaries.

Another area that should be considered by the government in order to increase productivity of teachers is to ensure construction of houses and should pay house allowances for those who would not get the constructed houses. Also, teachers should receive trainings as need arise to keep them up-to-date with new teaching approaches that lead to productivity. Also, the current ratio of 1:54 in Dar es

Salaam and an average 1:70 country wise teachers to students should receive adequate attention by policy makers in order to reduce burden upon teachers to supervise the performance of students in class and ensure students' understanding of the subject matter and this can be achieved by making teaching profession an attractive cadre and change current perceptions that teaching profession is for "losers". For example, as of July, 2012 a graduate doctors starting salary was Tsh.957,700 and government prepared to offer, following the strike action last year, an increase gross pay to Tsh 1.2 million. This has psychological implications to teachers whose demands are not taken seriously by government to addressing then as teachers view their teaching job as important as of the doctors. For example, according to the current surveys conducted by the Africa Guide concluded that the current living costs in Dar es Salaam stood at an average of 9785 per month, the economic indexes were electricity, rent, water, groceries, school fees and other economic measures indexes.

■ CONCLUSION AND RECOMMENDATION

The influence of NPM and in particular BRN has not improved the performance of some of secondary schools in Dar Es Salaam, Tanzania. The paper has indicated that students in form four national examination in 2010 were (50.4%), 2011 (53.6%), and 2012 (65.5%) did not pass form four examination. The findings further presuppose that BRN in alone could not improve secondary education services delivery unless the education policy and school inspection are tailored toward improving the quality and quantity of services.

Dar es Salaam region like many others, has been performing unsatisfactorily in secondary education sector. Most of the serious challenges emanate from the education and training policy other dimensions like transportation challenge to students, moral decadency, poverty and support. This paper came to a number of conclusions regarding education within New public management from a Big Result Now perspective. Firstly, education through secondary school examination conforms to this principle of New Public Management in that evaluation is aimed at improving the quality of education. However, despite the BRN and NPM in broad perspective, the secondary education sector is still facing policy challenges such as inadequate learning and teaching resources, bilingual challenge and weak teaching strategies. Tanzania education and training policy should be

geared to achieve quality education for national development.

This paper recommends that secondary education sector in Tanzania has to be proactive by adapting and adopting to education practices that reflects social, economic and political demands of contemporary society. The educational goal should be translated towards producing literate secondary graduates with skills, knowledge, values and attitudes that are relevant in analytical thinking and problem solving. Tanzania education and training policy of 2018 needs review to align the policy with modern practices in the educational sector worldwide and various multivariable such as economic, social and political pressure posed by globalization and technological advancement and this in turn will produce graduates with world-class standards. Resources and programmes should be directed to attaining the goals of education (quality aspects) than simply focusing substantively on quantity aspects, that is, attainment of equity, increasing enrolment rates.

Hence, secondary education sector in Tanzania needs to be aligned with quality measurement in terms of outcome and impact of the education to secondary graduates with knowledge, skills, values and attitudes that meet global standards. Another study can be conducted on the effectiveness of the Public Employees Performance Management Information System (PEPMIS) to ascertain its effect on teachers' performance.

■ DECLARATIONS

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Authors' contributions

The author collected, analyzed and discussed the findings of the entire manuscript.

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The author has no competing interest

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