

# Impact of Teachers' Delayed Salaries and its Effects on Teaching Process in Public Secondary Schools Coast Region

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## ABSTRACT

This study explores the causes of and solutions to the problem of late and non-payment of teachers' salaries and benefits, to examine the common methods used to deal with the problem and to assess their efficiency and effectiveness, and to explore the Ministry's plans for ending the problem of late payment of teachers' salaries and benefits with the aim of informing policy and practice. The study mainly utilized the qualitative approach. The area of the study was Coast Region involving four public secondary schools in Kibaha Town Council and Kibaha Rural District. Data were collected through questionnaires, documentary review, interviews and focus group discussions. The respondents were selected through both random and purposive sampling in order to collect the data, which were analyzed both qualitatively and quantitatively. The major findings showed several effects of teachers' delayed salaries and benefits on the teaching and learning process, such as poor preparation of lessons, students' poor performance in examinations, the lack of practical learning and study tours, poor classroom attendance, poor teaching methods and classroom management. It is thus concluded that teachers' salaries and benefits not being paid on time, as evidenced in public secondary schools, has a detrimental effect on the teaching and learning process and examination performance as well as on the delivery of quality education. This study suggests that the Ministry officials, educational planners and policy makers could positively influence teacher motivation through appropriate policy changes and implementation, including mobilizing resources to pay teachers attractive salaries and benefits at the same level as those in other public services, such as medicine, law and engineering. Furthermore, on the part of teachers, they should establish a Board of Trustees, which is free from the interference of politics when negotiating their interests.

Keywords: Benefits; Basic Pay; Indirect Compensation; Direct compensation; Incentive; Non-Payment; Teaching Process; Teachers' Salaries; Public Secondary Schools

## 1. Introduction

Public school teachers are human resources (people) employed by the Government. The Government uses teachers to teach students. Teachers in the education sector are regarded as the most important resource since the sector cannot survive without them. Studies show that happy employees are productive while unhappy ones are not. Therefore, the success of an organization depends on the satisfaction of its workforce (Lise & Judge, 2004). Organizations want their employees to be satisfied so that they are productive, efficient and committed (Shah & Jalees, 2004). Therefore, the Government should do everything possible to keep teachers contented, so that they can deliver the needed service effectively to society.

Not only are teachers paid very low salaries in Africa but also in many countries. Moreover, they are paid late. Late payment of salaries is very common, especially in low-income African countries, where fiscal crises are most acute (Harding & Mansaray, 2005; Bennell & Akyeampong, 2007). In some countries, newly recruited teachers also have to wait for three months or a year to be put on the payroll. Various researchers have found that the persistent late payment of salaries and benefits in many countries in Africa is a major de-motivator of teachers, which needs to be urgently addressed (Mulkeen, Chapman, Dejaeghere, & Leu, 2007; Bennell & Akyeampong, 2007; Kazeem, 1999; Mbanefoh, 1982; Amadi, 1983; Ayeni, 2005; Ubom, 2002; Eton, 1984; Adelabu, 2005; Hedges, 2002). Generally, in most developing countries, especially in Africa, teachers' salaries and benefits are considerably below the level necessary to meet basic needs and ensure their adequate motivation (Fry, 2003). Teachers' motivation is low and it has been destructive of the quality of education (ibid).

In Tanzania, there is strong evidence that the vast majority of teachers in public secondary schools are discontented with delays in the payment of their salaries on first appointment as well as benefits, resulting in a massive exodus to private secondary schools. Similarly, they are discontented with the payment of their salaries in stations distant from their schools, which wastes a lot of time and resources and leads to their workload piling up every month as they travel away from their workstations for their salaries and benefits, which are not paid on time (Sumra, 2004; Haki Elimu, 2005; URT, 2001; Davidson, 2004, 2005). This situation leads to teachers' low morale and lack of commitment to work, resulting in students' poor performance. The Education and Training Policy (URT, 1995) noted that, in Tanzania, teachers have been experiencing low and irregular salary payments and limited opportunities for professional development. The Constitution of the United Republic of Tanzania (URT) (1977) (Revised edition, 1998) emphasizes the right to work and just compensation.

Article 22 of the constitution states: - (1) Every person has the right to work.  
(2) Every citizen is entitled to equal opportunity and right on equal terms to hold any office or discharge any function under the state authority.

Article 23 of the constitution states: - (1) Every person, without discrimination of any kind, is entitled to remuneration commensurate with his work, and all persons working according to their ability shall be remunerated according to the measure and nature of the work done.

The Tanzania Teachers' Union (TTU) officials called for a countrywide teachers' strike in 2008 to force the Government to pay teachers' salary arrears, increase salaries and promote teachers on time. Lwesinde (2011) reported that the Acting Secretary General of the TTU had indicated that the outstanding dues of teachers then stood at a gigantic 48 billion shillings (The Guardian Tanzania, Tuesday October 11, 2011:7). This is evidence that teachers' salaries and other benefits are unjustly not paid, hence delayed. This also shows that the Government is going against the country's Constitution Article 22 (1) & (2) and Article 23 (1) & (2), which emphasizes the right to work and compensation as core to the life of employees. Payment of teachers' salaries and benefits on time helps to attract and retain teachers in the teaching profession and eases the realization of better performance by both teachers and students.

Despite the provisions of the Constitution and the Education and Training Policy, the Government has continued issuing promises to address the delayed payment of teachers' salaries and benefits. It is not clear why such an objective has been difficult to realise. Hence, there was a need for a study to fill the knowledge gap about factors contributing to the delayed salaries and benefits of public secondary school teachers and its effect on teacher performance. Similarly, there is knowledge gap as to why teachers have to spend an inordinate of time each month away from their workstations in search of their salaries and benefits. Another question was to do with what the Ministry's plans are for ending the suffering.

Teachers are one of the most important resources in determining the quality of education that children receive. If teachers are not paid on time, they will not teach regularly and will leave the public service and be engaged elsewhere. Similarly, if payment is irregular or frequently withheld, the motivation of teachers may also be affected (UNESCO, 2006). This research intended to address the problem of the late payment of teachers' salaries and benefits and to find out the effects of this on the teaching and learning process. According to Martin (2003) and Nyangarika et al (2020a) most research has focused on students' motivation but a little has been done on the motivation of teachers.

In Tanzania, the available literature in the area of teachers' motivation shows that the vast majority of teachers are discontented with their salaries and benefits (Davidson, 2004, 2005; Sumra, 2004; Hakielimu, 2005; URT, 2003, 2004). This has, over time, seriously eroded many teachers' motivation to carry out their teaching and non-teaching roles effectively. Those researchers have attempted to answer the question, *"to what extent does the late payment of teachers' salaries and benefits affect the teaching and learning process in Tanzania?"* The concern of this study therefore was to explore the causes of late payment and find out the effects on the teaching and learning process delivered by public secondary school teachers. It will also enhance the knowledge and skills for administering the payment of teachers' salaries and benefits by Government in a better manner in order to ensure the optimal utilization of human resources for the betterment of students' performance and the education sector in general.

## 2. Material and Methods

The concept of compensation is not commonly used in human resource management. Words like salary, wages, remuneration, allowances and paid leave are often used to imply the idea and practice of compensation (Munishi, 2009). Michael (2006) asserts that compensation means all the monetary, non-monetary and psychological payments that an organization provides its employees. Compensation is the primary motivator for

employees at the workplace. People look for jobs that not only suit their creativity and talents, but that compensate them accordingly, both in terms of salary and other benefits. Compensation is also one of the fastest changing fields in human resource management, as organizations continue to investigate various ways of rewarding employees for better performance Nyangarika et al (2020c).

It is important to understand the difference between wages and salaries. Gupta (2007) argues that compensation given to employees takes two forms; basic compensation, which includes salaries and wages, and secondary or supplementary compensation, which includes all benefits a worker is entitled to. A wage is based on the number of hours worked. It is a specified amount of money paid to an employee measured by the amount of time they work. Employees who receive a wage are often called "non-exempt." A salary is the amount paid for a particular job, regardless of the number of hours worked per month (Torrington, 2005) and these employees are called "exempt." The difference between the two is carefully defined by the position and skills employees have and the kind of tasks that employees perform. In general, exempt employees include executives, administrative and professional employees, and others. These groups are not covered by minimum wage provisions. Non-exempt employees are covered by minimum wage and other provisions.

It is important to pay careful attention to these definitions when determining whether an individual is to receive a wage or a salary. Improper classification of a position not only poses legal problems, but often results in employee dissatisfaction, especially if the employee believes that execution of the responsibilities and duties of the position warrant greater compensation than is currently being awarded. When setting the level of an employee's monetary compensation, several factors must be considered. First and foremost, salaries, wages and benefits must be set high enough to motivate and attract good employees (Mkonongo, 2004). They must also be equitable in that the pay must accurately reflect the value of the work done. In order to determine salaries or wages that are both equitable for employees and sustainable for the organization, the organization must first make certain that they understand the responsibilities and requirements of the position under review. The next step is to review the prevailing rates and classifications for similar jobs. This process requires searching for a competitive rate for a particular job within a given geographical area Nyangarika et al (2020b)

Wage surveys can be helpful in defining wage and salary structures but these should be undertaken by a professional, to achieve accurate results. In addition, professional wage surveys can sometimes be found through local employment bureaus or in the pages of trade publications. Job analysis not only helps to set wages and salaries, but it ties in with several other human resource functions, such as hiring, training and performance appraisal. As the job is defined, the pay can be determined and the need for hiring and training can be evaluated. The evaluation criteria for performance appraisal can also be constructed as the specific responsibilities of a position are defined. Other factors to consider when setting salaries and benefits for a position include the availability of people capable of fulfilling the obligations and responsibilities of the job, level of demand elsewhere in the community and/or industry for prospective employees, the cost of living in the area, attractiveness of the community in which the organization operates and compensation levels already in existence elsewhere in the organization.

These are supplements to salaries and wages received by workers at a cost to employers. The term encompasses a number of benefits - paid vacation, pension, health and insurance plans, etc - which usually add up to something more than a fringe benefit and is sometimes applied to a practice that may constitute benefits for workers (US Department of Labour, 1968 cited in Prasad, 2005). Benefits are a collection of elements distinct from direct compensation, including but not limited to health coverage, retirement savings, vacation, domestic partner benefits, and tuition reimbursement. Benefits are an important part of an employee's total compensation package. Benefits packages became popular after World War II when wage controls made it more difficult to give competitive salaries.

Benefits are added to monetary compensation to attract, retain and motivate employees, and they still perform that function today. They are not cash rewards, but they do have monetary value (for example spiralling health care costs make health benefits particularly essential for today's families). Many of these benefits are non-taxable as regards the employee and deductible by the employer. Nyangarika et al (2020a) these include health insurance, accidental death and dismemberment insurance, some form of retirement plan (including profit-sharing and employee stock ownership plans), vacation and holiday pay and sick leave. Governments may also offer various services to employees, such as day care, either free or at a reduced cost.

Learning is the interaction between teachers and students as they both participate in knowledge and skills acquisition, with more weight given to teachers to show the way. Learning achievements can mainly be determined in the classroom by motivated teachers, who plan for teaching and put into practice what they have learned (ADEA, 2006). Thus the teaching and learning process is a self-motivated activity comprised of three interactive components, namely, the learner, the teacher and the teaching-learning materials. These components

result in the presence of the relationship between the teacher, the learner and the subject matter. Promoting learning and the achievement of students is the main aim of school education. Teaching is the main way to achieve this. Teaching and learning are what ultimately make a difference in the mind of the learner and affect the knowledge, skills, attitudes and capacity of young people to contribute to contemporary issues in their society.

Since individuals respond to a variety of incentives, multiple incentive policies should be in place to attract and retain highly qualified individuals in the teaching profession, and to get teachers to work hard to raise the level of student learning. These may include adequate salaries – that is, salaries that are high enough and are comparable to those of individuals with similar qualifications in other professions. Higher salaries for better performing teachers and for those working in more difficult conditions (remote areas, disadvantaged populations) should also be considered. A well-defined career path for teachers is another requirement, providing career advancement opportunities, public recognition and prestige for excellent teachers. However, the threat of losing one's job due to inadequate performance and a relatively tight client relationship, whereby teachers have to regularly convince someone (principals, parents or communities) that they are performing adequately is a further motivating factor (Lavy, 2004). But generally, teachers' motivation is a critically ignored factor in all levels of policy choices (Ndawi, 1997).

### 3. Methods

The study was conducted in Kibaha District Council located in Coastal Region. The study utilizes qualitative with some elements of quantitative research approaches that were helped by the clarity of the findings. The study employed a questionnaire, documentary review, Interview guide, and focus group discussion to elicit information from the respondents. The sample consisted a total of 90 respondents were involved in providing the information for the questionnaires, both open-ended and closed questions were used to gather data from the respondents. The qualitative and quantitative data were analysed while qualitative data were analysed through content analysis whereas quantitative data were analysed using the SPSS.

### 4. Results

The impact of Government methods for dealing with teachers' delayed salaries and benefits on their performance at work. Through the interviews with various educational officers and focus group discussion with teachers the following issues were disclosed to be the impact of Government methods for dealing with teachers' delayed salaries and benefits on their performance at work.

Paying salaries and benefits in instalments has a negative impact on the performance of teachers because, first of all, it demoralizes them, and secondly, it makes teachers lose concentration on their teaching as they must do other things to supplement their meagre monthly income. Since teachers have plans, such as building good houses and sending their children to good schools with quality education, they end up being frustrated when they do not get the money to meet those needs. Therefore, paying benefits and salaries piecemeal affects teachers' performance at work. Some teachers know that a good employer is the one who provides benefits and salaries to his/her employees on time. As a consequence, in the study area teachers felt that they were accorded little value by the Government compared with employees in other professions, resulting in the tiredness and absenteeism of teachers in PSS's. Since they get little pay and it is delayed, teachers either knowingly or unknowingly have found themselves complying with the expectancy theory that men work as they earn, but find no reason to put a lot of effort into their work when the pay is very little and is deferred.

When it comes to paying teachers' salaries and benefits, there are various policies, since the employer acknowledges that teachers are not paid timely and when paid, the salaries and benefits are meagre. Sometimes, the Government pays teachers the so-called teaching allowance and currently the Government plans to reintroduce it to improve teachers' welfare. However, nothing concrete so far has been done to realize it. Some policy makers and policy implementers agree that teachers cannot be paid handsomely and timely because of their numbers. For this reason, the number of teachers is used as an excuse not to pay them well and on time.

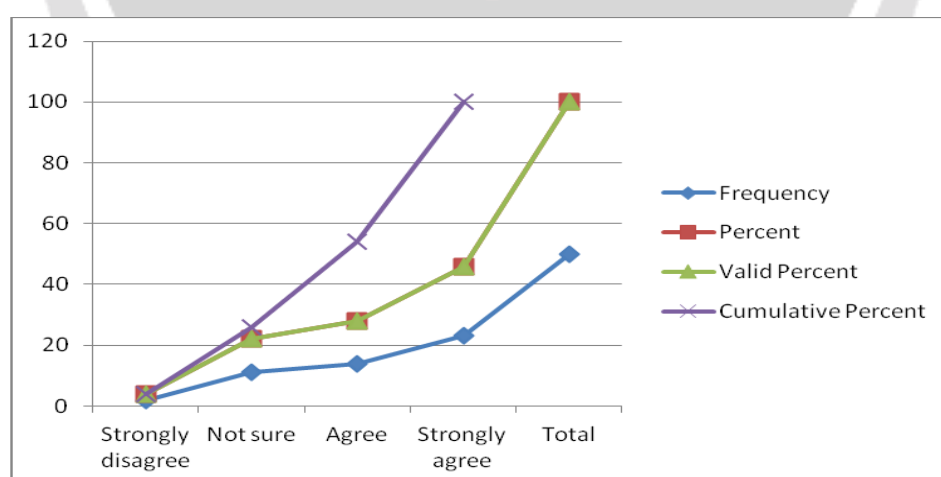
The impact of conflicting policy makers is that teachers have failed to know who exactly makes decisions that affect them because policy makers differ among themselves. Such ambiguities have delayed execution of various directives, hence delaying teacher's salaries and benefits. As regards the teaching and learning process, the obvious impact has been consistent poor performance in the national examinations. It is also true that if a teacher does not apply for the allowance he/she will not get it and no-one will remind him/her about it. The obvious impact is that when teachers take days, weeks and months striving for their benefits, salaries and allowances, teaching and learning suffers. Unfortunately, the delay in those benefits lasts a long time. As a consequence, teachers will only exert themselves fully in the classroom when the problem of the delay in their salaries and benefits has a sustainable solution.

With the devolution of education to the Municipal Councils, the Government apparently has shifted the blame, resulting in the dissatisfaction of teachers with the Municipal Councils. For example, the Municipal Councils are always stranded, for they do not get immediate support from the Central Government to pay the newly posted teachers' allowances, salaries and benefits. The Municipal Councils strive to get funds to pay teachers while waiting for the central Government to deposit money in their accounts. This tendency results in the payment of teachers' salaries and benefits in Coast Region being delayed. Sometimes the Municipal Councils are blamed by the central Government for being the source of the delayed payment of teachers' salaries and benefits due to poor administration of them. This causes enmity to develop between the Municipal Councils and teachers who think that they are the ones responsible for the unfortunate fate they experience. The result of all this is the failure of teachers to discharge their professional duties effectively. Unfortunately, sometimes Municipal Councils fail to discharge their duties as well because they divert funds from other sources to pay teachers' salaries. As a result, Municipal Councils get what is called 'dirty certificates' from the controller and auditor general (CAG).

**Table 1 : Methods Used by the Government to Deal with Delayed Salaries and Benefits that affects Teachers' Performance at Work**

Response		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	2	4.0	4.0	4.0
	Not sure	11	22.0	22.0	26.0
	Agree	14	28.0	28.0	54.0
	Strongly agree	23	46.0	46.0	100.0
	Total	50	100.0	100.0	

Source: Field data, March, 2012.



**Figure 1: Delayed Salaries and Benefits that affects Teachers' Performance at Work**

Source: Field data, March, 2012

The Government has not stopped giving unfulfilled verbal promises to teachers. Therefore, teachers are unclear about the perception the Government has of them. Many teachers know that their salaries and benefits are misused and political leaders do not value them. Hence, there is growing hatred among teachers for politicians. By and large, this leads to teachers' demoralization, tardiness and absenteeism as they have no-one to help them get their rights. Nothing should be expected from frustrated people except poor performance. Furthermore, when teachers were asked through the questionnaires about the methods used by the Government to solve their

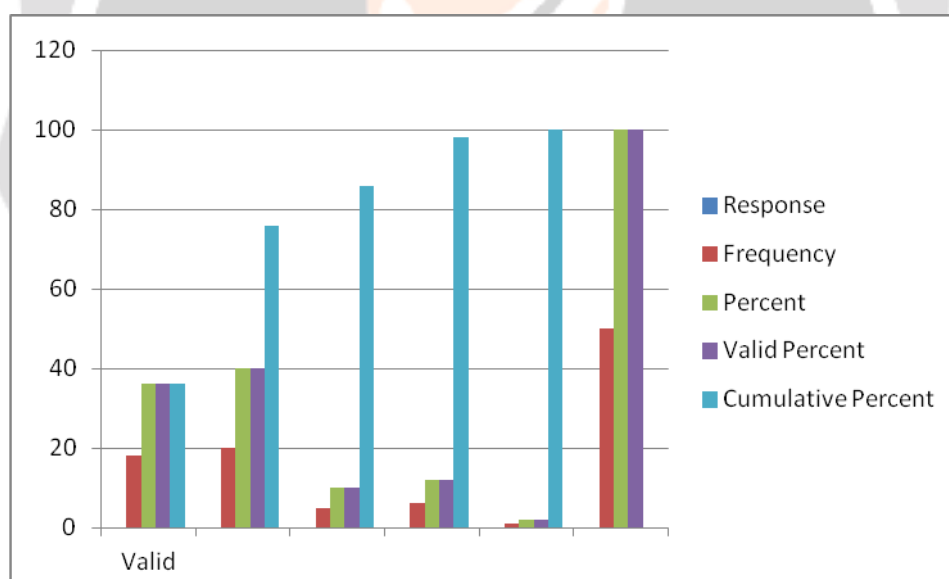


problems, they said they were ineffective and had a negative impact on teachers' performance, as illustrated in Table 1.0. Table 1.0, shows that 74 percent of teachers agreed that Government methods used to deal with teachers' delayed salaries and benefits have a negative impact on teachers' performance, while 22 percent of teachers were not sure and only 4 percent disagreed.

**Table 1.1: The Degree of Agreement that the Methods used by the Government to Deal with Delayed Payment of Teachers' Salaries and Benefits Are Efficient**

Response		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	18	36.0	36.0	36.0
	Disagree	20	40.0	40.0	76.0
	Not sure	5	10.0	10.0	86.0
	Agree	6	12.0	12.0	98.0
	Strongly agree	1	2.0	2.0	100.0
Total		50	100.0	100.0	

Source: Field data, March, 2012.



**Figure 1.1: The Degree of Agreement that the Methods used by the Government to Deal with Delayed Payment of Teachers' Salaries and Benefits Are Efficient**

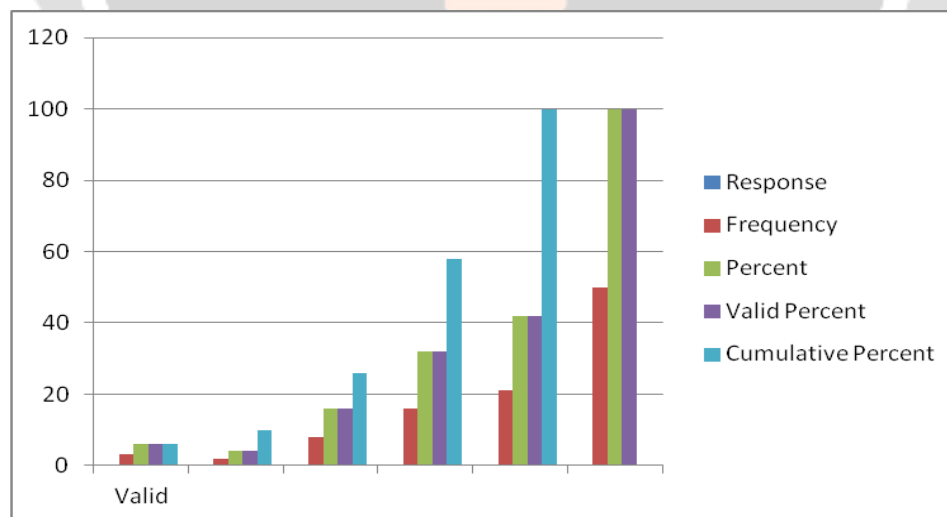
Efficiency of the methods used by the Government to deal with delayed payments of teachers' salaries and benefits. This question was based on the assumption that the methods used by the Government to deal with delayed payments of teachers' salaries and benefits were efficient. The positive way of asking questions was purposeful to explore the opinions of teachers on the question asked. From the teachers' questionnaires it was evident that the methods used were inefficient, as summarised in Table 4.7. Table 4.7, shows that 76 percent of teachers disagreed that Government methods to deal with teachers' delayed salaries and benefits were efficient, while 10 percent of teachers were not sure and 14 percent of teachers agreed. Generally, the methods used by the Government to deal with the late payment of teachers' salaries and benefits were inefficient.

The inefficiencies in the methods used by the Government to deal with delayed payment of teachers' salaries and benefits. This question was based on the assumption that the methods used by the Government to deal with delayed payments of teachers' salaries and benefits were inefficient. The aim was to explore how teachers view Government methods for dealing with the late payment of teachers' salaries and benefits. From the questionnaires given to teachers it was evident that the methods used were inefficient. Table 1.1 contains a summary of teachers' views. The data in Table 1.2 show that 74 percent of teachers agreed that Government methods to deal with teachers' delayed salaries and benefits were inefficient while 16 percent of teachers were not sure and 10 percent maintained they were efficient. Generally, the methods used by the Government to deal with the late payment of teachers' salaries and benefits were inefficient.

**Table 1.2: The Inefficiency of the Methods used by the Government to Deal with Delayed Payments of Teachers' Salaries and Benefits**

Response		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	3	6.0	6.0	6.0
	Disagree	2	4.0	4.0	10.0
	Not Sure	8	16.0	16.0	26.0
	Agree	16	32.0	32.0	58.0
	Strongly Agree	21	42.0	42.0	100.0
Total		50	100.0	100.0	

Source: Field data, March, 2012.



**Figure 1.2: The Inefficiency of the Methods used by the Government to Deal with Delayed Payments of Teachers' Salaries and Benefits**

Source: Field data, March, 2012.

Measures to be taken by the Government to enhance efficiency of the methods used to deal with the delayed payment of teachers' salaries and benefits. When educational officers, teachers and other stakeholders were interviewed, they volunteered their views about the measures to be taken by the Government to enhance efficiency when dealing with delayed payments of teachers' salaries and benefits. It was suggested that the

Government should improve its economic base. A sound economy would enable the nation to acquire the resources needed to resolve the problem of delayed payment of teachers' salaries and benefits. Most methods used by the Government are a result of the weak economic base of the country. These are paying teachers' salaries and benefits in instalments, conflicting policies, humiliating standing orders and circulars, continued empty promises and the failure to give the teachers education on various issues relating to salaries and their benefits. All these are mainly caused by the weak economic base of the country. However, establishing a strong economic base for the country without top political leaders and educational experts being ethical will not resolve the problem as the resources might be embezzled. Hence, when the top leaders in the country are ethical it is easier for junior leaders and teachers to be accountable and responsible for the effective use of resources. All in all, the informants concluded that they do not see any promising measures for enhancing the efficiency of the methods used by the Government to deal with the delayed payment of teachers' salaries and benefits in the absence of good, ethical and action-oriented leadership.

The Ministry's Plans for Ending the Problem of Delayed Payment of Teachers' Salaries and Benefits The researcher also intended to find out the Ministry's plans for permanently ending the problem of the delayed payment of teachers' salaries and benefits, with the aim of informing policy makers on what ought to be done by the authorities responsible for teachers' welfare at various levels. Under this task, two major questions were posed. First, the researcher wanted to explore the Ministry's plans for ending the problem of the delayed payment of teachers' salaries and benefits. Second, the researcher wanted to explore the extent to which the Ministry's plans for addressing the problem of the delayed payment of teachers' salaries and benefits were sustainable. The Ministry's plans for addressing teachers' incentives. Through the focus group discussion with teachers and the interviews with educational officers and other stakeholders, it was evident that there are no Ministry's plans for ending the problem of teachers' delayed salaries and benefits. However, through the documentary review the Ministry's plans were to;

- Improve the financing of education (URT, 2011).
- Improve teachers' services including housing and incentives (ibid).
- Raise the salaries and other compensation benefits of top public servants to levels consistent with the feasibility to recruit and retain the best qualified and skilled Tanzanians in its service (URT, 2010b).
- Establish a super scale salary for senior teachers at the managerial level who would continue enjoying free housing as an incentive, but the rest would have to pay according to their incomes (ibid).
- Assist its employees to join medical and health insurance schemes every year (ibid).
- Develop a performance-related pay system by the civil service department, in consultation with the Ministry of Finance, as the future basis for rewarding employees (ibid).

Through questionnaires to teachers, it was evident that 44 per cent of teachers were not sure if there are Ministry's plans to address the problem of delayed payment of teachers' salaries and benefits (Table 1.3). Table 1.3 shows that 38 percent of teachers disagreed that the Ministry has plans to address the problem of the delayed payment of teachers' salaries and benefits, while 18 percent of teachers agreed and 44 percent of teachers were not sure.

**Table 1.3: The Ministry's Plans for Addressing the Delayed Payment of Teachers' Salaries and Benefits**

Response		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	8	16.0	16.0	16.0
	Disagree	11	22.0	22.0	38.0
	Not sure	22	44.0	44.0	82.0
	Agree	9	18.0	18.0	100.0
	Total	50	100.0	100.0	

Source: Field data, March, 2012.



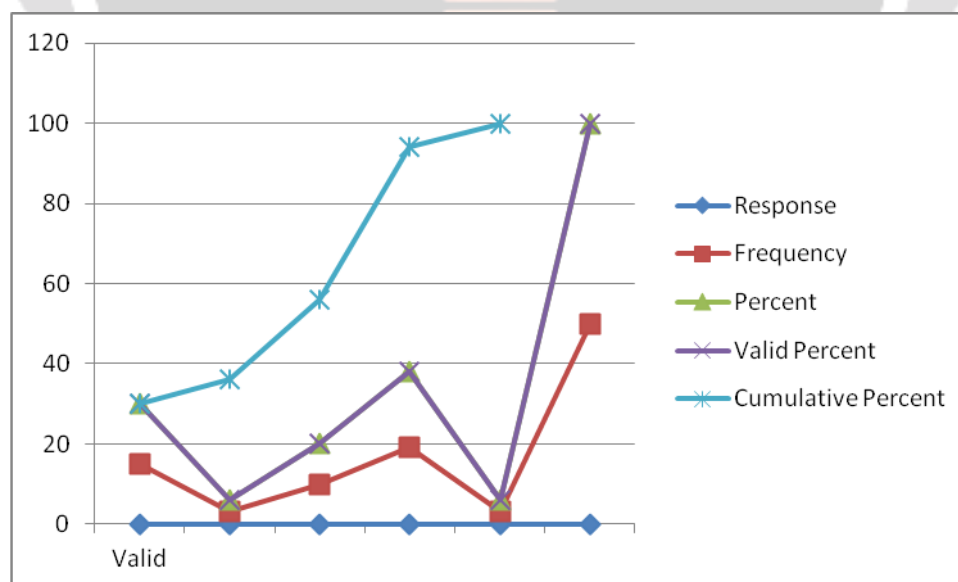
However, the semi-structured interviews with the educational officers from the Ministry of Education and Vocational Training (MOEVT), especially the Permanent Secretary, the Director of Personnel Management, Policy and Planning Director, Director of Secondary Education, and his Deputy Director, and the General Chairman and the Secretary of the Tanzania Teachers Union (TTU) headquarters, and HPSS's, REO, DED's, DSEO's, revealed that 65 percent said 'Yes' and 35 percent said 'No'. Those who answered 'Yes' failed to mention precisely what plans were in place. Sustainability of the Ministry's plans to address the problem of delayed payment of teachers' salaries and benefits. This sub-task sought to explore the extent to which the Ministry's plans for addressing the problem of the delayed payment of teachers' salaries and benefits are sustainable. From the questionnaires given to teachers the following information was obtained (Table 1.4).

**Table 1.4: Delayed Payment of Teachers' Salaries and Benefits; Is there a Lasting Solution?**

Response		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	15	30.0	30.0	30.0
	Disagree	3	6.0	6.0	36.0
	Not sure	10	20.0	20.0	56.0
	Agree	19	38.0	38.0	94.0
	Strongly agree	3	6.0	6.0	100.0
Total		50	100.0	100.0	

Source: Field data, March, 2012.

The above data in Table 1.4 is also represented in a line graph Figure 1.4 below.



**Figure 1.4: Delayed Payment of Teachers' Salaries and Benefits; Is there a Lasting Solution?**

Table 1.4 shows that 44 percent of teachers agreed that the problem of the delayed payment of teachers' salaries and benefits has a lasting solution while 20 percent of teachers were not sure and 36 percent disagreed. However, through the interview with HPSS's and DSEO's the following opinions were obtained; Teachers' problems have no lasting solution because the Ministry of Education and Vocational Training in Tanzania is too complex. "The big problem of teachers is teachers' leaders who never take trouble to solve their fellows'

problems, especially salary arrears and other benefits. It is very difficult to sue leaders who have not defended the interests of the teachers. I think the establishment of a Teachers' Board of Trustees would be the solution to some of the problem facing them (Head of schools, 28.02. 2012, 15.03.2012, 22.03.2012)". "We think that no teachers' salaries are delayed nowadays because the Government has tried its level best to make it history. The problem of teachers' delayed salary arrears and benefits is in the process of being made history (Education Officer, 25.03.2012)". The Standing Orders for Public Service of 1994 emphasizes paying teachers their salaries and benefits on time. Also it emphasizes paying teachers various allowances such as teaching allowance, responsibility allowance, hardship allowance, transport allowance, and housing allowance. "I think what is needed here is implementation of the existing plans (Education Officer, 25.03.2012)".

In January, 2012 Members of Parliament pressed the Government to give a comprehensive answer as to when teachers' outstanding debts (salary arrears and transfer and promotion allowances) would be settled. The Minister of State in the President's Office (Civil Service Management) said the Government had already paid a large part of the teachers' debts, insisting that the money had been sent to their councils. Recently, the Government pledged to settle the teachers' claims amounting to over 50bn/- but this has not yet been implemented. Since the Government is reluctant, the Members of Parliaments wanted to know when exactly the 50bn/- would be paid to the teachers. However, according to the Minister, 'the remaining debts would be settled sooner or later, and the Members of Parliaments and teachers were asked to be patient, as the Government is taking decisive measures' (Tarimo, 2012).

The Impact of Teachers' Delayed Salaries and Benefits on the Teaching and Learning Process. The second study findings sought to find out the impact of teachers' delayed salaries and benefits on the teaching and learning process in Coast Region. Two questions were posed to obtain information on the impact of teachers' delayed salaries and benefits on the teaching and learning process in secondary schools. According to Bennell & Mukyanuzi (2005), the problems of low pay and teachers' delayed salaries and benefits de-motivate teachers in Tanzania and this has a negative effect on the quality of education provided by the teachers to the students. In practical terms, it was found out that teachers are poorly paid and they are too busy finding ways to meet Maslow's basic needs by increasing their earnings from non-school work. Maslow (1954) identified basic motivators as the psychological and safety needs such as food, shelter and transport, most of which can be satisfied by money. Teachers showed their concern when they explained how difficult it is when salaries and benefits are not paid on time. Indeed, it is very difficult to be motivated to face challenges, build team spirit and take on responsibilities. Maslow maintains that these lower order needs must be satisfied first.

The findings through questionnaires and focus group discussion with teachers and interviews with education officers revealed that not paying teachers their poor salaries and benefits on time is a serious problem in Coast Region that motivates teachers to move out of public schools to join Universities and Colleges for further education and to go to private schools for greener pastures. The findings concur with Nesane (2008), who found out that paying teachers poor salaries and benefits is a serious problem in the South African education system that motivates teachers to migrate from schools to industry and other private sector jobs to earn a living.

The findings through focus group discussions with teachers and interviews with education officers and other officers disclosed that the late payment of teachers' salaries and benefits in Coast Region had a negative impact on lesson preparation, classroom attendance, teaching methods and classroom management, students' evaluation, practical learning and study tours and students' performance in examinations. The findings revealed that 76 percent of teachers were de-motivated because they were not paid their salaries and benefits on time. Teachers with poor motivation cannot be expected to perform their tasks effectively. According to Masitsa (2003), unmotivated teachers can neither perform in accordance with their ability nor motivate their learners to perform well. Moreover, committed teachers make committed learners (Lethoko, *et al*, 2001). Through experience, motivated teachers are reported to be engaged in using desirable classroom practices, such as planning and implementing lessons using participatory approaches to learning.

Moreover, the findings through focus group discussions and questionnaires indicated that, due to the late payment of teachers' salaries and benefits, some teachers had to run private businesses, making it difficult for them to attend all classroom periods. Teachers had to engage in private business such as private tutoring, part-time jobs and agricultural activities to earn a living. Private tuition and other activities were often believed to be the major vehicle for translating bad financial conditions into bad teaching performance. This concurs with UNICEF (1999), which states that low salaries and low benefits not paid on time force many teachers in Africa into other activities, often to the detriment of teaching.

The findings through questionnaires with teachers revealed that, when teachers' salaries and benefits are paid on time, teachers teach effectively and this, in turn, has a positive impact on students' learning. Sixty percent of the teachers said that they teach effectively when salaries and benefits are regularly paid on time. The findings are supported by Nesane, (2008) who maintains that prompt payment of teachers' salaries and benefits is regarded as a carrot that serves to prevent dissatisfaction, and so motivated teachers are likely to make learning happen in schools.

The findings through focus group discussions with teachers revealed that newly employed teachers had to starve for two weeks before they are paid their subsistence allowance in Coast Region. It was also evident through focus group discussions with teachers that newly employed teachers should be put on the payroll immediately they are employed but this was yet to happen in the teaching profession in Tanzania. This is in line with Baty (2003), who supports the idea that teachers have to starve for two weeks before the Government pays them. Moreover, teachers in South Africa are dissatisfied with what they receive and have staged a series of strikes to make their dissatisfaction known (SADTU, 2004). The situation in Tanzania is worse because Members of Parliament on behalf of TTU and TUCTA have pressurized the Government to give a comprehensive answer as to when teachers' outstanding debts (salary arrears and transfer and promotion allowances) would be settled (Tarimo, 2012) but a concrete answer has yet to be provided.

Moreover, through the focus group discussions with teachers and interviews with education officers and other officers responsible for teachers the findings revealed that the trend of students' poor performance in Coast Region in National Examinations is directly associated with the late payment of teachers' salaries and benefits. The Deputy Director of Teacher Education admitted that the delay in secondary school teachers' salaries and benefits has resulted in teachers' poor performance in Tanzania because they have to waste time up to five days each month to collect the money. Poor salaries and benefits administration de-motivates the teachers, which is detrimental to any school and contributes to learners' bad performance (Smit, 1994; Klang, 2006).

The study findings aimed at examining the common methods adopted by the Government to deal with delayed payments in order to illustrate the effects that has had on teachers' performance at work. It was assumed that the methods adopted by the Government to deal with teachers' delayed salaries and benefits had a negative effect on teachers' performance at work. The findings through documentary reviews, questionnaires and focus group discussions with teachers, and interviews with education officers and other officers responsible for teachers' remuneration revealed that several methods were used by the Government to deal with teachers' delayed salaries and benefits in Coast Region.

The Government usually settles the delayed payment of teachers' salaries and benefits in instalments. It was also disclosed that this was preceded by a series of threats to strikes by TTU and TUCTA. This is in the line with the report of Peter (2011) that the Government settles teachers' arrears in instalments. She reported that the Government has channelled 22 billion to pay in instalments the arrears it owes primary and secondary school teachers in the country. Some 29 billion was disbursed through the teachers' salary slips, the Deputy Minister for Education and Vocational Training told The Guardian over the telephone in 2011. The Minister explained that the accumulated teachers' arrears were in different categories, such as promotion, transfer, leave and medical allowances. He said some teachers' salaries were delayed despite reporting early to their workstations.

The Tanzania Teachers' Union (TTU) Chairman said the teachers' arrears amounted to 49.6 billion, adding that the accumulated amount dates back to 2007. He said that if their arrears and allowances were not paid when the schools reopened in January 2012, the teachers would continue being on holiday until the Government fulfilled its promise to pay them the arrears (Tarimo, 2012). Endless union strikes over salaries and benefits de-motivate teachers and this in turn has negatively affected teachers' performance at work (Leibowitz, 2003). Moreover according to Vail (2005), teachers' attitudes, whether good or bad, filter down to the learners.

The impact of Government methods for dealing with teachers' delayed salaries and benefits on their performance at work. Through interviews with various educational officers and focus group discussion and questionnaires with teachers, it was disclosed that paying salaries and benefits in instalments has a negative impact on the performance of teachers because first of all it demoralizes them and secondly it causes teachers to lose their concentration on teaching as they must do other things to supplement their meagre monthly income. Bennel & Mukyanuzi (2005) maintain that teachers earn additional income from private tuition and other types of secondary employment when their salaries and benefits are paid in instalments. The findings through questionnaires with teachers disclosed that seventy-four percent of teachers thought that the Government's methods for dealing with teachers' delayed salaries and benefits have a negative impact on teachers' performance.

Efficiency of the methods used by the Government to deal with delayed payment of teachers' salaries and benefits. This question was based on the assumption that the methods used by the Government to deal with the delayed payment of teachers' salaries and benefits were efficient. The positive way of asking questions was purposeful to explore the opinions of the teachers on the question asked.

The findings through questionnaires with teachers revealed that 76 percent of them did not agree with the claim that the Government methods for dealing with teachers' delayed salaries and benefits were efficient, but when the question was changed in negative way, that the Government methods for dealing with teachers' delayed salaries and benefits were inefficient the findings disclosed that some 74 percent of teachers agreed that they were inefficient. This shows that teachers are not happy with the methods used by the Government to deal with the delayed payment of teachers' salaries and benefits in Coast region. This concurs with Klang (2006), who argues that if teachers do not feel happy, they will not work well and ultimately their full potential will never be realized at work.

Measures to be taken by the Government to enhance efficiency of the methods for dealing with delayed payment of teachers' salaries and benefits. Through interviews with various educational officers and other officers and focus group discussions with teachers it was disclosed that the Government should improve its economic base because the ineffectiveness of most of the methods used was mainly caused by the weak economic base of the country. According to the State of the Public Service Report (2005), the state should improve the status of its economy in order to compensate its servants well, including teachers. This report shows that the economy of the country can be improved by combating the problem of persistent corruption in the public sector and increased agricultural production to lower the cost of foodstuff.

In addition, the findings revealed the concern about unethical public officials providing services to teachers. They said that even if the economic base of the country is strong the problem of the late payment of teachers' salaries will never be resolved if public officials are unethical. One of the most insidious problems facing the development of secondary education across Sub-Saharan Africa, including Tanzania, is pervasive corruption (Mulkeen, *et al*, 2007). The Ministry's Plans for Ending the Problem of Delayed Payment of Teachers' Salaries and Benefits. The researcher also wanted to find out the Ministry's plans for permanently ending the problem of the delayed payment of teachers' salaries and benefits, with the aim of informing policy makers on what ought to be done by the authorities responsible for teachers' welfare at various levels. Under this task, two major questions were posed: first, to explore the Ministry's plans for ending the problem of the delayed payment of teachers' salaries and benefits, and second, to explore the extent to which the Ministry's plans for addressing the problem of the delayed payment of teachers' salaries and benefits were sustainable.

The Ministry's plans for addressing teachers' incentives. Through the focus group discussion with teachers and interviews with educational officers and other officers responsible for teachers, it was evident that the Ministry has no specific plans for ending the problem of teachers' delayed salaries and benefits. However, through the documentary review the Ministry's plans relating to teachers' incentives were observed to be unable to address the problem of the late payment of teachers' salaries and benefits in Coast Region. According to Mosha (2006), educational planners in many developing countries are rarely given an opportunity to offer expert input before politicians and policy makers make overly ambitious policy pronouncements. This shows that the Ministry's plans for addressing the problem of the late payment of teachers' salaries and benefits largely depend on the political will to force those responsible for providing teachers' incentives to implement them. During the regime of President Benjamin W. Mkapa (1995-2005), he ordered teachers' salaries to be paid on 25<sup>th</sup> of every month and that was implemented. Currently, the situation is not so and when it comes to teachers' benefits the situation is worse, as some teachers are not paid their subsistence, leave, and transfer allowances. Hence assertive leadership is a solution to teachers' delayed salaries and benefits.

The Extent of the Ministry's plans for addressing the problem of delayed payment of teachers' salaries and benefits. This task sought to explore the extent of the Ministry's plans for addressing the problem of the delayed payment of teachers' salaries and benefits. The findings through focus group discussion with teachers and interviews with education officers and other officers responsible for teachers disclosed that a few Ministry's plans aim at ending the problem of the delayed payment of teachers' salaries and benefits. Through questionnaires given to teachers it was found that 44 percent of them agreed that the problem of the delayed payment of their salaries and benefits has a lasting solution. It was also evident that there could be very promising plans to pay teachers' incentives on time but those may be limited by financial constraints and weak management in the education sector. According to Mulkeen (2010), financial constraints and weak management in Africa prevent the payment of teachers' salaries and benefits adequately and on time. This has frequently resulted in a demoralized teaching force, poor professional standards and a high level absenteeism in secondary schools.



## 5. Conclusion

The methods used by the Government to deal with delayed payment of teachers' salaries and benefits and assessing their efficiency and effectiveness. Through interviews with education officers and various officers responsible for teachers and focus group discussion with teachers, the findings revealed the following common methods adopted by the Government to deal with the problem of teachers' delayed salaries and benefits: payment by instalments, no fixed date for payment, use of standing orders and circulars, decentralization, negligence and appointment of education officers who defend the interests of the Government. The Ministry's plans for paying teachers' salaries and benefits are not sustainable. They are inefficient and do not influence those involved in paying teachers' salaries and benefits on time. However, without prompt payment of teachers' salaries and benefits, the quality of education will suffer a lot in Coast Region and Tanzania in general. The Ministry's plans for ending the problem of delayed payment of teachers' salaries and benefits with the aim of informing policy and practice. Through the focus group discussion and questionnaires with teachers and interviews with educational officers and other officers responsible for teachers, the findings revealed that the Ministry had a few plans for ending the problem of the late payment of teachers' salaries in PSS's. However, it was also evident that the Ministry had no specific plans for ending the problem of the late payment of teachers' benefits in PSS's.

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