

Utility of Henri Fayol's Fourteen Principles in the Administration Process of Secondary Schools in Tanzania

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Abstract

The Administrative theory developed by Henri Fayol is among the notable classical theoretical frameworks of management in social organizations including schools. This study pursued an understanding of the utility of Henri Fayol's 14 principles of administration among managers of secondary schools in Tanzania focusing on the nature of leadership and the perceived significance of the principles on daily management processes among school managers. A cross-sectional survey was adopted to collect data using questionnaires from 68 school managers across 32 secondary schools in three regions of Tanzania Mainland. The data collected were analyzed using Statistical Package for Social Sciences. The findings revealed that a relatively large number of school managers have had leadership experience, but many are still juniors with stumpy leadership in-service training. Further, the *division of labour* was identified to be of critical importance in the administration process in secondary schools. In addition, School Managers perceived *structural* principles as most important followed by *process* principles, and *purpose* principles. The study concludes that the structure of schools' administration is indispensable for successful implementation of the purported objectives and goals of school organization.

Keywords: Administrative Theory, Leadership, Management, School Managers, Fayol Principles

Introduction

Management is invariably defined as an art and science of handling human and other material resources in organizations including schools (Ferdous, 2016; Araújo, Sampaio, Castro, Pinheiro, Macedo, 2014; Poudyal, 2013). In that regard, management is a lynch-pin of all activities that are essential ingredients to guarantee positive results of pre-determined objectives and goals of organization (Uzuegbu & Nnadozie, 2015). The administrative theory is among the notable orthodox theoretical frameworks describing management process in social organizations, and schools are no exception (Sarker, 2013; Mahmood, Basharat & Bashir, 2012). Henri Fayol who is also dubbed the father of management has had much influence in the development of administrative theory during industrial era, particularly 19th to 20th century (Sarker, 2013; Mahmood, Basharat &

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Bashir, 2012). Fayol described the administrative theory in fourteen principles in his popular master-script *Administration Industrielle et Generale* published in 1916 (Shakir, 2014; Sarker, 2013; Poudyal, 2013; Aman et. al, 2012; Rahman, 2012; Schimmoeller, 2012; Wren, Bedeian & Breeze, 2002; Rodrigues, 2001; Breeze, 1995; Lehrer, 1993).

The principles have had substantial impact on management operations in virtually all kinds of organizations (Önday, 2016; Oyedele, 2015; Rahman, 2012; Wren, Bedeian & Breeze, 2002). Evidently, Fayol's principles are regarded the fundamental base ascribed in core management functions including forecasting, organizing, command, coordinate and control (Önday, 2016; Oyedele, 2015; Kwok, 2014; Ioana, Marinică, Semenescu & Preda, 2014; Adegboye, 2013; Rahman, 2012; McNamara, 2009; Galabawa, 2001). Similarly, the principles have been applied in various administrative processes including those related to technical, commercial, security, accounting, financial, and managerial nature in management of organizations (Önday, 2016; Araújo et al, 2014; Mehta & Yadav, 2014; Thorpe, 2014; Poudyal, 2013; Adegboye, 2013; Rahman, 2012; Schimmoeller, 2012; Wren, Bedeian & Breeze, 2002).

The consequent wider scope of use of the principles reflects their significant utility in all organizations including the school systems (Poudyal, 2013; Adegboye, 2013; Schimmoeller, 2012). However, educational management as discipline remains pluralist often with competing perspectives within and with other fields of management, and as much as what Fayol had experienced such a contradiction in administrative theoretical and practical utility of the fourteen principles in industrial setting (Bush, 2007; Wren, Bedeian & Breeze, 2002). To date, secondary school managers are likely to demonstrate similar contradictory experience in using the fourteen principles due to their imminent perceptions on based theory and practice within school settings.

Therefore, utility of the Fayol's 14 principles in management process is contingent to managers' perceived importance of the principles in respective school management settings. The contention sets forth the need for further study as Galabawa (2001) pointed out on the need to further understand on conflicting perception on the theory and roles of principals consistently overtime a subject to practice and experience, age, experience, and administration position. Such studies are imperative to understand and improve schools' administration since school's success is largely influenced by the manner in which the school managers perceives and performs their work (Oduro, 2016). According to Basheka (2012) such studies are imperative and equally to be conducted in education settings as they would contribute to comprehensive theory of management in education contexts (Basheka, 2012).

Purpose of the Study

Based on available literature, Fayol's 14 principles of management are still as relevant in administration of organizations today as was in the heyday of management principles in the 1916 (Mahmood, Basharat & Bashir, 2012; Sarker, 2013). Research for further understanding has been commendable to inquire for efficacy of the principles in response to varied needs of individual organizations including those in educational setting (Uzuegbu & Nnadozie, 2015). This study aimed

to investigate on perceived importance of Fayol's 14 principles among school managers involved in administration of secondary schools in Tanzania. Two objectives were adopted, to examine the generic nature of school leadership experiences of school managers, and their perceptions on use significance of the 14 principles in school management processes. Therefore, two questions were used to pursue the two objectives of the study:

- 1) What is the generic nature of leadership experiences among school managers in secondary schools in Tanzania?
- 2) How do school managers perceive the Fayol's 14 principles of management significant for the administration process in Tanzania?

Research Methodology

A survey was conducted in three (3) regions of Mtwara, Shinyanga and Tanga, which are all located in Tanzania mainland. The three regions selected, represented southern, northern and coastal in terms of their regional locations. Close-ended questionnaires were used to collect data from selected secondary schools in the three regions. The sample size was 68 school managers who completely filled 68 questionnaires across 32 secondary schools located in the three regions. The data collected were analyzed using descriptive statistics, mean and standard deviations.

Study Demography

Table 1: Demographic Characteristics of the Respondents

Respondents	Category	Number (n)	Percentage (%)
School Managers	Head of school	25	36.8
	Deputy Head of School	13	19.1
	Academic Master	12	17.6
	Head of Department	11	16.2
	Discipline Master	7	10.3
Gender	Male	43	63.2
	Female	25	36.8
Chronological Age	25-35 years	36	52.9
	36-46 years	24	35.3
	47-57 years	8	11.8
Education Level	Master Degree	4	5.9
	Bachelor Degree	56	82.4
	Diploma	8	11.8
Teaching Experience	1-5 years	30	44.1
	6-10 years	19	27.9
	11-15 years	10	14.7
	16-20 years	2	2.9
	21-25 years	4	5.9
	26-30 years	3	4.4

Table 1 presents demographical information of the 68 school managers who were surveyed during the study. In terms of gender disparity, the data shows majority of the respondents were males constituting about 63.2% (n=43) and females only about 36.8% (n=25). This indicates males rather

than females are dominant in school management positions. By chronological age of the respondents, 52.9% were between 25-35 years, 35.3% were between 36-46 years, and 11.8% were beyond 46 and not above 57 years old. Comparatively, the data show that majority (52.9%) of the school managers were still younger.

In addition, focusing on the education level, the data show that 5.9% (n=4) of the school managers hold Master degree qualification, 82.4% (56) with Bachelor degree, and 11.8% (n=8) had Diploma Certificate in Teaching. The descriptive information shows that, majority of school managers have had attained the lowest of the highest education level qualification. Despite the educational setting in Tanzania requiring a minimum of three years teaching experience for promotional purposes, there is still existence of school managers at secondary level with only Diploma qualification.

Moreover, the data gathered on respondents' teaching experiences show that the general classroom teaching experience of all respondents shows that majority 44.1% (n=30) had teaching experience less than five years, and about 42.6% (n=29) between six to fifteen years, while only 13.2% (n=9) had above sixteen but less than thirty years of teaching experience. The variations in teaching experiences among school managers imply majority of them ranges between juniors and intermediate professionals with adequate experience on school operation and hence managerial skills. Substantively, this is presumably indicates that the educational system has a reservoir of prospective qualified school managers for future leadership succession.

Generic Nature of School Leadership

Table 2 shows the analysis of generic nature of school leadership experiences among school managers in secondary schools in Tanzania. The general classroom teaching experience of all school managers show that majority 26.5% (n=18) had teaching experience of less than five years, and about 17.6% (n=12) with experiences of between six to fifteen years, while only 55.9% (n=38) had above sixteen but less than thirty years of teaching experience.

Table 2: School Managers' Leadership Experience

Type of Leadership Experience	Response	Frequency	Percentage (%)
General Leadership Experience	1-5 years	18	26.5
	6-10 years	10	14.7
	11-15 years	2	2.9
	16-20 years	37	54.4
	21-25 years	0	0
	26-30 years	1	1.5
Current School Leadership Experience	1-3 years	49	72.1
	4-6 years	14	20.6
	7-9 years	5	7.4
Number of Leadership In-Service Courses	0 Training	20	29.4
	1 Training	6	8.8
	2 Training	40	58.8
	3 Training	1	1.5
	4 Training	1	1.5
Leadership Training Prior Current Leadership Role	YES	10	24.7
	NO	22	32.4

This indicates that, a relatively large number of the school managers have had long leadership experience in schools. However, there are considerably large numbers of the school managers who have still low experience in leading secondary schools. Arguably, this is a detrimental sign that the school leaders are not well maintained. For instance, the findings show that with regard to training, there was comparatively larger number of younger generation making about 88.2% (n=70) and considerably fewer, about 11.8% (n=8) school managers who currently holding the school management positions but they are approaching their retirement age².

Also, the data show that of 68 school managers surveyed in 32 secondary schools, 72.1% (n=49) had served as school managers up to three years (1-3), 20.6% (n=14) of them between four (4) to six (6) years, 7.4% (n=5) had served not less than seven but not above nine years. In addition, the data shows that about 29.4% (n=20) of the respondents did not attend any in-service leadership training course during their leadership tenure, and about 70.6% (n=48) had been able to attend at least one (1) to four (4) in-service leadership training courses.

The data show that despite majority have had opportunities to attend leadership in-service courses, yet a substantial number of school managers have had no such opportunities at all. Moreover, Table 2 shows that, of those holding managerial position in secondary schools, about 32.4% (n=22) agreed to have had been given a leadership training prior to being entrusted to their current leadership responsibilities, compared to about 87.6% (n=46) who had not given leadership training prior to holding their leadership responsibilities.

Perceived Significance of the Fayol's 14 Principles

This section addressed the second objective of study, which focused on school managers' perceived significance of the Fayol's 14 principles in administration process in secondary schools in Tanzania. The analysis of this objective provides perceptions of school managers on the fourteen (14) principles in school administration process. Both simple descriptive statistics using frequencies and percentages, and augmented by means and standard deviations have been used to provide more precise statistical estimations as presented in Table 3. In that regard, coding was employed for the rating of the fourteen principles represented by SA= Strongly Agree, A= Agree, N= Neutral, D= Disagree, and SD= Strongly Disagree; and M= Mean, and SD= Standard deviation.

Table 3 presents data that represent school managers' perceptions on the 14 principles. These data shows that 99% (n=67) of the school managers agreed that *Division of Labour* is important in the administration process. This depicts the highest response rate with *Mean* score of 1.34 and *Standard Deviation* of .48. On the other hand, only 61.7% (n=42) of the school managers agreed that *Stability of Tenure* was important in the administration process, which represent the least of all responses with *Mean* score of 2.43 and *Standard Deviation* of 1.09.

² Official Compulsory Retirement Age for Civil/Public Servants in Tanzania is 60 years old with exclusion of contractual extension for some Senior Government Officials.

Table 3: School managers' perceived significance of the Fayol's 14 principles (N=68)

Variable	SA	A	N	D	SD	M	SD
Division of labour	65.2	33.8	1	0	0	1.34	.48
Authority and responsibility	52.9	36.8	10.3	0	0	1.57	.68
Discipline	25.0	39.7	27.9	4.4	2.9	2.20	.97
Unity of command	35.3	39.7	17.6	7.4	0	1.97	.91
Subordination of individual interest to group Interests	27.9	50.0	10.3	7.4	4.4	2.10	1.04
Remuneration	50.0	29.4	5.9	8.8	5.9	1.91	1.21
Centralization	35.3	38.2	10.3	7.4	8.8	2.16	1.24
Scalar chain	55.9	25.0	8.8	10.3	0	1.74	1.00
Order	57.4	20.6	13.2	5.9	2.9	1.76	1.08
Equity	48.5	38.2	10.3	2.9	0	1.68	.78
Stability of tenure	17.6	44.1	23.5	7.4	7.4	2.43	1.09
Initiative	16.2	51.5	25.0	4.4	2.9	2.26	.89
Unity of direction	27.9	30.9	20.6	13.2	7.4	2.41	1.24
<i>Esprit de corps</i>	66.2	27.9	1.5	0	4.4	1.49	.91

Analytical mean of the responses of two principles show that, school managers of about 79.4% (n=54) were of the opinion that *Remuneration* was important, positioning this principle in the middle of the other two (*Division of Labour* and *Stability of Tenure*) with *Mean* score of 1.91 and *Standard Deviation* of 1.21.

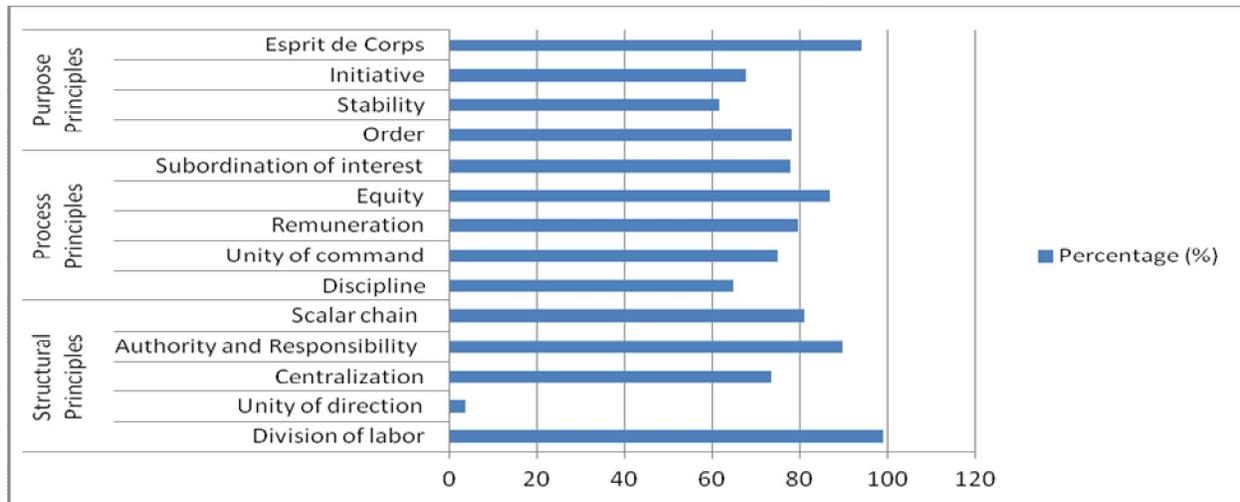
Classified School Managers' Perceptions on Fayol's 14 Principles

Table 4 indicates three classes of the Fayol's 14 principles, namely *structural*, *process* and *purpose* principles. Data in Table 4 shows that *structural* principles had *Mean score* of 9.85, *Standard Deviation* of 3.21. *Structural* principles was then preceded by *process* principles which had *Mean score* of 8.19 and *Standard Deviation* of 2.93, while *purpose* principles had *Mean* of 7.94 and *Standard Deviation* of 2.38.

Table 4: Classified School Managers' Perceived Significance of the Fayol's 14 Principles

	N	Mean	Std. Deviation	Std. Error Mean
Structural Principles	68	9.8529	3.20571	.38875
Process Principles	68	8.1912	2.92828	.35511
Purpose Principles	68	7.9412	2.38078	.28871

The finding not only shows structural principles had highest response of importance while the process and purpose principles received relatively lowest response rate of the surveyed school managers. This is complemented by the findings, which depicts a hierarchical order of importance of general 14 principles represented by *Division of Labour*, *Remuneration* and *Stability of Tenure* (see Figure 1). This indicates that, school managers regard structural principles as the most important of the 14 principles proposed by Henri Fayol in the administration process. However, with reference to the responses obtained in the field, this does not negate the significance of the other two classes of the Fayol's 14 principles.

Figure 1: Perceived Importance of Fayol 14 Principles among School Managers

Discussion

The preliminary findings on the generic nature of school leadership experiences in Tanzanian secondary schools indicated that a relatively large number of school managers have had long leadership experience at secondary school level. However, there is considerable large number of school managers with little experience in leading secondary schools, likely because they have had hardly attended a single leadership in-service training during their leadership tenure. However, studies show that, appropriate training (Mulkeen, Chapman, DeJaeghere & Leu, 2007) does oftentimes not complement school managers leadership in-service training. Similarly, a study by Kuluchumila (2013) in Tanzania found that many teachers are appointed to managerial positions with little skill in leadership and management and still fewer would be provided with leadership training.

For example, with regard to quality education, Oduro (2016) observes that leadership development for head of schools often has represented the *critical missing ingredient* in Sub-Saharan Africa. The reason given is that, head of schools once appointed to headship positions are hardly given any leadership training in sub-Saharan Africa. Therefore, it remains valid that school managers should be provided with appropriate and adequate leadership training to enable them be able to create conducive environment for teaching and learning for their students.

Studies show that leadership has long been a key factor in school effectiveness. That means appropriate and adequate leadership training can make a difference between an effective and less effective schools (Oduro 2016; Alkarni, 2014). Lack of leadership training may propel to feeling of discontent among school managers, which may become detrimental to structural, purpose and process of school administration, and hence all other activities in a school (Mollel, Tshabangu, 2014; Kuluchumila, 2013; Pont, Nusche & Moorman, 2008).

In addition, compounded with the poor leadership experiences, the comparatively sizable numbers of senior school managers close to their retirement age raise concerns on succession strategic plans

available in the education system of Tanzania. For example, a study by Dachi, Ndibalema, Kahangwa, Boniface and Moshi (2010) in Tanzania's primary schools revealed that the majority of school managers (65%) are in their 30s and 40s, while 35% are in their 50s, suggesting a significant proportion of school managers about to retire and which call for immediate training and replacement.

With regard to gender parity, the current study show that leadership positions in secondary schools ascribe to the fact that, management and administration is still rather a more masculinity than feminine with more men being dominant in school management positions. Indeed, there has been relentless efforts by the Government of Tanzania due to surfacing political demands to empower women in various leadership positions including those in education sector, yet gender disparity in schools is not uncommon as a result of affirmative action emanating from doubts and prejudice regarding women's leadership skills and ability (Mollel, Tshabangu, 2014; Dachi et al, 2010). Gender disparity is common in rural schools, although parity (50:50) has recently surfaced in urban schools due to concentration of female teachers in urban schools compared to males (Dachi et al, 2010). This can be attributed to the fact that, new recruitment has involved proportionally more female teachers in public schools while most female teachers do not report to rural schools as many of them are married in urban areas or had quasi-urban experiences (Mamdani, Rajani, Leach, Tumbo-Masabo & Omondi, 2009).

Apart from that the findings revealed that, school managers' perceive *division of labour* of the Fayol's fourteen principles of management as of critical importance in the administration process in the context of Tanzanian secondary schools. Division of labour represents articulation of personnel in different units within the organization in respect to their specialization and expertise which ensures efficiency of the work done and rationalized cost for training the personnel (Gupta, 2014; Mehta & Yadav, 2014). In Tanzanian context, the importance of division of labour and structuring of schools for proper administration is intensified by increased roles of secondary school teachers resulting from newly established secondary schools in rural setting (Suru, 2012).

In addition, analysis showed that school managers had the opinion that *remuneration* was of importance in the administration process of secondary schools. Remuneration refers to specific standardization of the mode of payment to the worker or received by employer, which fundamentally managers must ensure, is fair and satisfactory contingent to prevailing situation (Mehta & Yadav, 2014; Rahman, 2012). Managers are required to reflect on the labored service and productivity but should entail to such other factors including cost of living, supply of qualified personnel, and prevailing business conditions (Mahmood, Basharat & Bashir, 2012). In some instances, some managers may consider remuneration as a prize, but most workers consider it as an obligation of the organization to enhance quality of work (Araújo et al, 2014).

In addition, school managers had opinion that *stability of tenure* was additionally important in the administration process. Time is a fundamental factor for stability workers to adapt a work environment, and hence optimize their working efficiency. In the same vein, studies show that the length of time on the job provides a worker opportunity to acclimatize to organizational culture, its

problems and use knowledge and experience to improve and render worthwhile service (Mahmood, Basharat & Bashir, 2012; Galabawa, 2001). Moreover, stability of tenure is equally important as it ensures low cost for training, low turnover of personnel and retention of good workers to guarantee successful goal accomplishment (Araújo et al, 2014; Mehta & Yadav, 2014; Rahman, 2012; Galabawa, 2001).

As further results on the analysis of school managers' perceptions suggested on the importance of fourteen principles when were classified into *structural*, *process* and *purpose* principles. Aman et al. (2012) findings indicated that *structural* principles were the most important, followed by *process* principles and placing *purpose* principles the least important. Structural principles describe the methods and guidelines of organizational structure through scalar chain, authority and responsibility, centralization, unity of direction and division of labour (tasks) (Aman et al., 2012). Process principles determine the ongoing activities of the organization through subordination of individual interest, equity, remuneration, unity of command and discipline in the administration of organizations. On the other hand, purpose principles explain the basic objectives and goals of organization through esprit de corps, initiative, stability of tenure and order in the administration of organizations.

Therefore, findings in this study realized that, the pairing of perceived importance was significant between *division of labour* (tasks) and structural principles, *remuneration* and process principles as well as *stability of tenure* and purpose principles. This suggest that *division of labour* and structural principles are the most important aspect in the management of secondary schools while *stability of tenure* and purpose principles are the least important aspect in the management of secondary schools. Finally, pairing of perceived importance between *remuneration* and process principles was the centre of perceived importance in the administration of secondary schools in the context of Tanzania.

Arguably, School Managers consider division of labour and structuring of school organization as the most important aspect in the administration process of secondary schools. Possibly, these might suggest that in order to manage secondary schools successful, one is obligated to prioritize division of labour (organizational tasks). Likewise, it demonstrates the significance of School Managers ability to determine appropriate methods and guidelines of organizational structure such as scalar chain, authority and responsibility, centralization, and unity of direction. This implies that setting methods and guidelines of organization structure are more important to Secondary School Managers than determining the ongoing activities and explaining the basic objectives and goals of the organizations. That means, preparing activities and setting objectives and goals for secondary schools should be preceded by preparing methods and guidelines in the administration process.

Conclusion

Generally, the findings in this study shows that although there were sizable number of School Managers who had long leadership experiences at secondary school level, a quite large number of them were at their junior levels while senior school managers were nearly at their retirement age.

Despite majority of School Managers had opportunities to attend leadership in-service training, there were substantial number of School Managers who had no opportunities to attend leadership in-service training programme.

Based on the perceived significance of the Fayol's 14 Principles in Administration Process in secondary schools in Tanzania, the findings suggests that *Division of Labour* and *structural principles* are the important feature that determine school managers roles in the administration process of secondary schools. While *Division of Labour* and *Structural Principles* were perceived as important determinant of school leadership, *Stability of Tenure* and the *Purpose Principles* were perceived as the least important feature in the administration process of secondary schools. In addition, *Remuneration* and *Process Principles* are more or less relatively important features in the administration of secondary schools.

Likely, secondary school managers perceive organizational structure as more important than human factors such as their own interest, equity, remuneration, unity of command and discipline. Therefore, School Managers should put more efforts to the growth and development of school organizations than individual growth and development. Consequently, as needs arise, Ministry of Education need to consider both horizontal and vertical designation of school structure and division of labour (tasks) as a prerequisite in school administration before determination of school activities and setting of school objectives and goals (Mintzberg, 1979). This is rationalized in the sense that, structural principles tend to specify proper arrangement for attainment of organizational objectives and goals (Ferdous, 2016), which guide organizational activities. Evidently, this may reduce the conflict of roles in the administration of organization through leading, planning, controlling and organizing of different school activities (Jones, 2002).

Recommendations

The Ministry of Education, science and Technology should lay down the proper procedure of leadership in-service training for Managers of secondary schools. Leadership training for School managers is essential components for the successful administration of secondary schools in Tanzania. Both leadership in-service training courses and pre-service training are necessary to school heads and prepare prospective school leaders during their tenure of leadership in order to manage secondary schools appropriately. Similarly, division of labour and preparing of methods and guidelines for the organizations principles should be given priority in the administration process in secondary schools.

In the division of organizational tasks, the Ministry of Education, Science and Technology should apportion the posts of retired senior School Managers to junior staffs who had attended leadership-training courses in the administration process for growth and development of secondary schools. Similarly, retired school managers should be temporarily retained within their former schools as ordinary teachers to help mentor the newly appointed school managers. Whatever the case may be, the Ministry of Education, Science and Technology should have preference in designing and setting methods and guidelines for the administration of schools prior to determining the activities and

explaining the basic objectives and goals of the school organizations. This is of prominent importance because one needs to know the position and assigned roles before remuneration and the process of administration in the context of secondary schools.

Acknowledgements

The authors would like to thank all school managers in all 38 schools across the three regions for their readiness and for sacrificing their precious amount of time to respond to the questionnaires, which enabled us to draw upon important analyses to prepare this manuscript.

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