

**ASSESSMENT OF THE IMPLEMENTATION OF PRIMARY EDUCATION
DEVELOPMENT PLAN (2002-06) IN MBARALI DISTRICT COUNCIL,
MBEYA REGION, TANZANIA**

BY

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**DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTER OF ARTS IN RURAL
DEVELOPMENT OF SOKOINE UNIVERSITY OF AGRICULTURE.
MOROGORO, TANZANIA.**

2010

ABSTRACT

This study assesses the Primary Education Development Plan (2002-06) implementation in Tanzania. The specific objectives are to determine the changes in pupil enrollment and number of teachers, the state of teachers' qualifications, the quantity and quality of Government support to primary schools before and after the five years of PEDP implementation. The study used both the quantitative and qualitative research approaches. The methods employed to collect data were questionnaires, key informant interviews, field observation, focus group discussions and documentary analysis. Findings revealed that, there are some improvements on access, quality, transparency and management of primary education. The Gross Enrolment Ratio has increased from 77.6% in 1990 to 114.4% in 2007. The Net Enrolment Ratio reached 97.3% compared to 58.8% in 1990 (Okkolin, 2006; URT, 2007a). The pupil - book ratio has increased from one book to fifteen pupils in 2002 to one book to eight pupils in 2006 up to 1:5 pupils in 2009. The teacher to pupil ratio has improved from one teacher to ninety pupils in 2002 up to one teacher to sixty three in 2006. The school buildings have also relatively increased in number. The pass rates also showed some improvement from 10% in 2002 to 24% in 2006. The study revealed some challenges including, unfinished infrastructure and pupils over crowded in the classroom, limited financial and human resources, about 5% of the teachers are under qualified, the school management lacked both relevant knowledge and experience and, extreme poverty was found to be the stumbling block to the PEDP initiatives. The study recommended further study to find out the PEDP successes and challenges in the region and Southern Highlands zone at large.

DECLARATION

I, Rashid Abdallah Chikoyo, do declare to the Senate of Sokoine University of Agriculture that this dissertation is my own original work and it has not been nor currently being submitted for a higher degree award in any other University.

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The above declaration is confirmed

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Date

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ACKNOWLEDGEMENTS

I owe a great deal to the glorious Almighty God who gave me health, strength, will and ability to complete this work. This work would not have reached this stage had it not been for the efforts and contributions of many people who gave their time, hard work and thoughtful attention to make this thesis what it is. I thank all of them for their assistance. However, I wish to extend my heartfelt gratitude and appreciation to special individuals that significantly helped me in this work, as without their particular support guidance and encouragement, the road towards the successful completion of this study would have been very difficult if not impossible.

However, from the long list, I found it necessary to thank the following few on behalf of the rest.

I would first and foremost like to extend my special thanks to my research supervisor Professor Z.S.K. Mvena of Sokoine University of Agriculture Morogoro Tanzania, for his excellent guidance and most valuable and critical remarks during the whole course of the study. His support, suggestions and comments inspired me and assisted me in producing this dissertation.

I also thank the following key informants, District Executive Director (DED)-Mbarali District Council, Mr. Maluba W.M-District Education Officer (DEO), Mr. Samson R and Ms..Mwakapalala J-District Academic Officers (DAOs), Mr. Ngollo I and Mr.Chaha J - Statistic and Logistic Officers (SLOs) lastly Mr.Lutego J-Assistant

Education Officer (AEO) of Mbarali District Council, I also would like to thank my friends Mr. Baganda E - Mbeya District and Masue O.S of Mzumbe University for their academic and moral support toward this thesis. These individuals gave freely their valuable time; and their patience during the collection of documentary data, they provided advice and encouragement and suggestions, all of which have been of enormous help to me.

I would also like to thank my key informants at ward and school level for imparting me with valuable information during my field work.

I would like to extend my special thanks to my wife Thabitina, son Jamil and my daughter Jamillah for their patience, and encouragement during the whole course of this work.

DEDICATION

This work is dedicated to my Son and daughter Jamil and Jamillah, due to their patience during my study. I also dedicate this work to my mother Salma Chikoyo for her frequent support she gave me that contributed to this achievement.

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LIST OF ABBREVIATIONS AND ACRONYMS

AEO	-	Academic Education Officer
BEDC	-	Basic Education Development Committee
BEMP	-	Basic Education Master Plan
CCM	-	<i>Chama Cha Mapinduzi</i>
CG	-	Capitation Grant
DAO	-	District Academic Officer
DEO	-	District Education Officer
DRDP	-	District Rural Development Programmes
DT	-	District Treasurer
EFA	-	Education For All
ESDP	-	Education Sector Development Programme
ESR	-	Education for Self-Reliance
ETP	-	Education and Training Policy
FGD	-	Focus Group Discussion
FPE	-	Free Primary Education
		Government
HQ	-	Head Quarter
HT	-	Head Teacher
IG	-	Investment Grant
IMF	-	International Monetary Fund
LGA	-	Local Government Authority
LGRP	-	Local Government Reform Programme

MAFC	-	Ministry of Agriculture, Food Security and Cooperatives
MDC	-	Mbarali District Council
MoEVT	-	Ministry of Education and Vocational Training
NGO	-	Non-Governmental Organization
PEDP	-	Primary Education Development Plan
PMORALG	-	Prime Minister's Office Regional Administration and Local
PRSP	-	Poverty Reduction Strategy Paper
SAP	-	Structural Adjustment Programme
SLO	-	Statistics and Logistic Officer
SPSS	-	Statistical Package for Social Sciences
SUA	-	Sokoine University of Agriculture
URT	-	United Republic of Tanzania
USA	-	United States of America
WB	-	World Bank

CHAPTER ONE

INTRODUCTION

1.1 Background information

Governments in all countries, developed and developing alike, strive to provide education to their citizens with the understanding that education is essential, not only for economic growth, but also for social stability. Primary schooleducation has been singled out as the minimum level of education delivery that should be imparted to all citizens, since it at least equips an individual with the basic skills required in life. It is for a similar reason that primary education is advocated as a basic human right. Globally, many initiatives have been taken to ensure universal access to primary school education coupled with gender parity, quality delivery and completion of a full primary education course. Notable among such initiatives are the Millennium Development Goals (Evans and Ngalwea, 2001). At regional and sub-regional levels, special efforts have also been directed at ensuring achievement of universal primary education. They include minimum income for the school attendance initiative in Latin America, the new partnership for Africa's Development (CEF, 2005).

In individual countries, development of any community depends on education. Because education is a right to every body including our children, all of us, parents, community and government in its totality have to make sure that our children get quality education. Quality education should be that which will result in capacity development that is the ability to think in a careful manner, creativity, and thus solving his/her problems encountered which lead into self, family and national

development in general. It has been singled out as an important tool in the fight against poverty, with the strong argument that attainment of education helps in the success of other poverty reduction targets, such as in health, raising incomes, containing HIV/AIDS infections, etc. It is for this reason that primary education development plan has occupied a central role in poverty reduction strategies of many reforming countries (URT, 2001).

In Tanzania free primary education was announced in 2001, largely as part of the Poverty Reduction Strategy Paper process, having been incorporated into the Education Sector Development Programme, which has provided the framework for partnerships with the international development community since its appraisal in early 1999. In 2001, the Primary Education Development Plan (PEDP) was launched, and tuition fees and other mandatory cash contributions to schools were abolished. This was consistent with Education for All (EFA) target of ensuring the enrolment of all 7-13 years-olds by 2006 (URT, 2001b).

The launching of the PEDP 2002-2006 in 2001 in Mbarali District Council and Tanzania at large was an earnest beginning of a concerted Government effort to revitalize the education system under the umbrella of the Education Sector Development Program (ESDP). The election manifesto of “Chama Cha Mapinduzi” the ruling party of Tanzania stipulated the objectives of the PEDP and the successes achieved for the first three years of implementation, that is including improvement of good quality education, pupils enrollment rate, construction of school infrastructures i.e. classroom, teachers houses, toilets. The improvements also

involved teacher, motivation, schools inspection in order to ensure quality education and to make sure that pass rate of pupils to secondary schools increased (CCM, 2005:74-75). The Plan had five main objectives: (a) expand access to primary education; (b) improve education quality at that level; (c) increase pupils retention and completion; (d) improve institutional arrangements; and (e) enhance capacity building for efficient and effective delivery of education services (URT, 2003).

Although the PEDP benefits thousands of children, poverty, increasing cost of private education, high parental illiteracy, the HIV/AIDS pandemic, deteriorated physical infrastructure and schools faced serious shortage of major supplies, many pupils learned in over crowded , poorly furnished classrooms are the main causes for the district's poor educational situation (Carr-Hill and Ndalichako, 2005)

The PEDP committed to achieving this at the school level in the areas it works, through its School Improvement Program. It is the continuation to achieve Universal Primary Education (UPE) that recorded significant quantitative achievements during the late seventies and eighties and the declaration of free education in Zanzibar (Barkan, 1994).

The PEDP sets a priority in pupil's enrolment expansion, quality education improvement, capacity building and optimizing human material and financial resource utilization (URT, 2001). To improve the quality of education needs commitment of parents, pupils and teachers, a conducive environment, supportive culture in addition to the availability of other social services such as water, health,

roads etc. The reduction of school fees in 2001 and its abolition in the subsequent year resulted in a flood gate enrolment of pupils. PEDP aimed to ensure all children between seven and ten years old were enrolled into standard one by the year 2005. Based on the presented information, the study whose findings are reported in this study sought to assess the quality of education in terms of successes and challenges of the PEDP in Mbarali District.

1.2 Statement of the problem

The vision 2025, which is a Tanzania Government Development Vision and thus a long-term plan, envisages the total elimination of poverty by 2025 (URT, 1999; URT, 2000). In this long term-development plan, it is argued that the alleviation of poverty will only take place if there are increased and improved levels of education (URT, 1999). Indeed, lack of education has been found to be both the cause and effect of poverty (URT, 2003). It is particularly argued that lack of access to quality basic education by children in Tanzanian communities undermines the efforts to improve health and nutrition, reduce infant, child and maternal mortality and to address the causes and impact of HIV/AIDS (Ibid). Within this contextual framework, Tanzania is undertaking various initiatives towards the eradication of poverty through provision of access to quality primary education. One of the initiatives worth mentioning at this juncture is the quality implementation of the PEDP (2002-2006).

Despite the achievements that the PEDP has realized during the five years of its implementation, it has been criticized by some people for over emphasizing on

enrolment expansion due to the fact that increasing access to education is only one aspect of addressing human resources capacity. It is equally important to ensure that high quality cognitive achievements, skills and values are also attained. Quality aspects in education cover issues such as the adequacy of teaching and learning resources, effectiveness of teachers, relevance of curriculum, efficiency, etc. It is for this reason that aspects of teaching conditions (furniture, learning materials, etc), have also to be addressed but not paying little attention to actual learning (Mmbaga 2003:5).

The actual intentions of PEDP are enrolment expansion focusing on classroom construction, and teacher deployment; quality improvement, encompassing in-service and pre-service teacher training, and teaching and learning materials provision; and system-wide management improvements, through a range of capacity building efforts (URT, 2001).

This study examines the extent to which PEDP managed to strike a balance between quantitative development (pupil's enrolment, and construction of classrooms and teachers' houses) on the one hand and qualitative development (teacher- pupil ratio, book-pupil ratio, teacher qualification and standard four and seven national examination pass rates) on the other hand by identifying major achievements realized and challenges encountered in the implementation of the programme to provide a basis for assessing whether the PEDP has brought about tangible improvements in the delivery of quality education and suggest necessary

interventions to ensure symmetrical achievement in Mbarali District primary schools.

1.3 Justification of the problem

The study was expected to be of significance particularly with respect to the following areas:

- To document the success and challenges of PEDP with the view to improving efficiency and quality in the provision of primary education in developing economies such as Tanzania.
- To provide additional information to education stakeholders with respect to the provision of primary education, including information on how to improve access, equity, quality and management of primary education through decentralization strategies.
- To contribute the knowledge pool of relevance to enable the key stakeholders in Mbarali District Council to be able to assess the degree to which PEDP has succeeded in supporting the improvement of primary education as well as what remains to be done so as to overcome the currently existing challenges facing PEDP implementation.
- To generate insights that other district councils in Tanzania and elsewhere in developing countries may make use of the experience gained from this study to improve the management of PEDP in their areas.

The study is of significant importance to the education stakeholders including parents, pupils, teachers, civil society organizations, and the government and

development partners as it will provide a picture of what has been achieved following the implementation of the PEDP in Tanzania.

1.4 Research objectives

1.4.1 General objective

To assess the implementation of Primary Education Development Plan in Mbarali district, Tanzania.

1.4.2 Specific objectives

- i) To determine the changes in pupil enrollment and number of teachers before and after five years of PEDP implementation in Mbarali district.
- ii) To assess the state of teachers qualifications in the study area.
- iii) To assess the mechanism and volume of PEDP support to primary schools in the district.

1.5 Research questions

The study intends to answer the key question; “To what extent has PEDP managed to perform a balance between the attainment of quantitative and qualitative education developments in Tanzania?”

1.6 Description of conceptual framework

In order to achieve quality education, both qualitative and quantitative development should be adhered to. In qualitative development focus is on enrolment expansion, classroom construction, and teacher engagement and deployment, and improvement

in provision of teaching and learning materials. However, emphasis will also be given to quality improvement focusing on in-service and pre-service teacher training, teaching/learning materials and system-wide management improvements. On the other hand quantitative development emphasizes on number of classrooms, teachers' house, laboratories, offices, desks rehabilitation and construction.

The PEDP also puts emphasis on retention of girls in primary education by ensuring equitable access. The government will continue maintaining its current policy of abolishing school fees and related contributions, and further increase, and promote a more strategic allocation of available resources. Also to initiate gender sensitive, stake holder involvement, pro activity, children-friendly and more conducive environment for efficient delivery of education

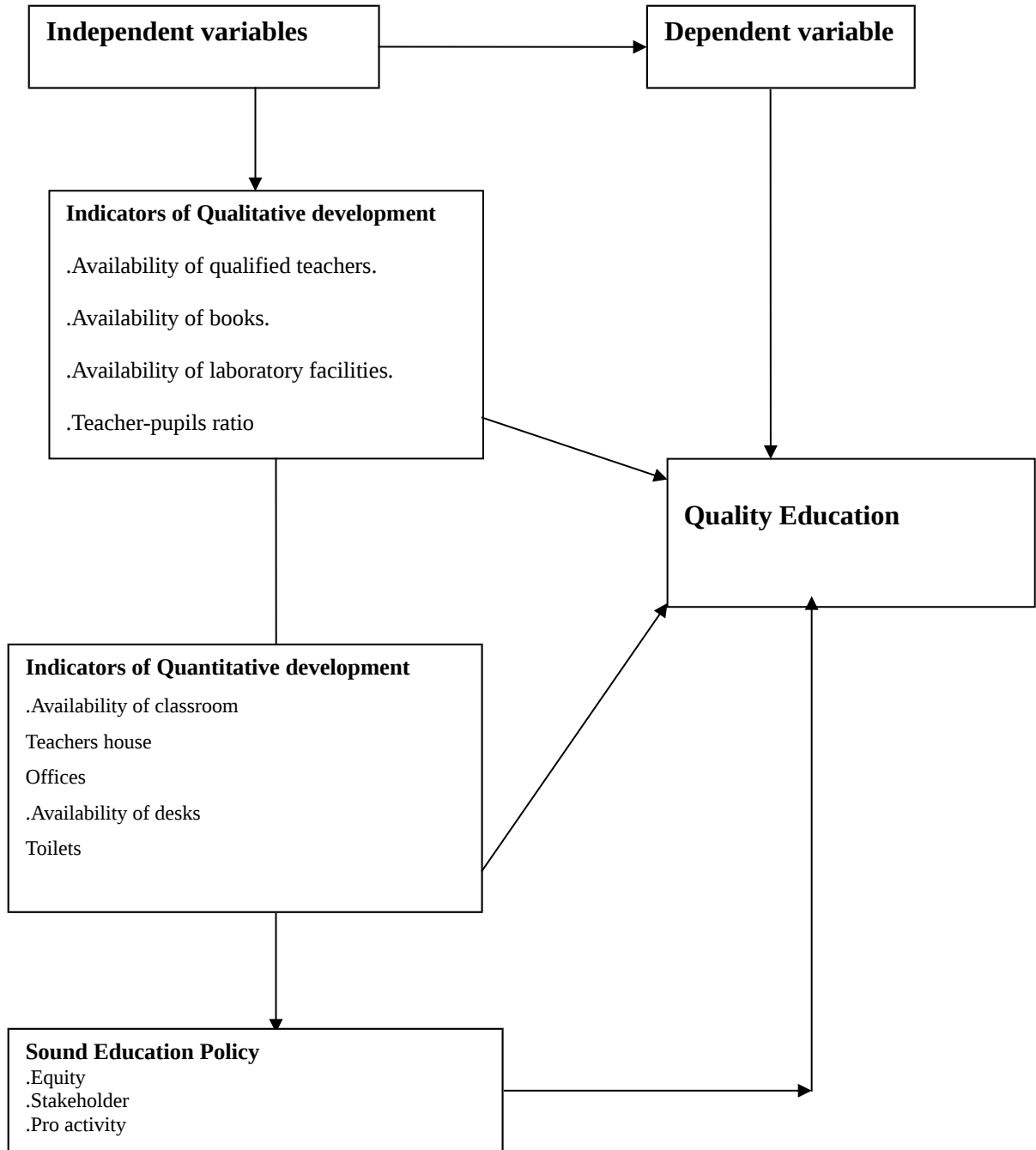


Figure 1: Conceptual Framework

Source: Researchers' construct 2009

CHAPTER TWO

LITERATURE REVIEW

2.1 Overview

This chapter presents the primary education historical perspective as well as the contemporary policy context in Tanzania. This section, therefore, is intended to articulate the context under which the contemporary plan of education is taking place in the country.

2.2 Historical perspective: colonial period

During colonial time formal education was introduced which went simultaneously with manual labour. However the pattern of education was that of England to suit and serve the colonial regime. The central government provided funds for primary education and requested local authorities to make some contribution to their schools .One of those strategies is the introduction of the cost sharing policy in the service provision sectors in the early 1980s. The school fees collected generated a huge social discontent. The user-fees for primary education that was re- introduced in 1984 excluded large segments of the population (the poor in particular) from gaining access to education (Ewald *et al.*, 2001:79).

2.3 Post-colonial period

One can identify three major socio-economic development periods which Tanzania has gone through namely, Pre-Arusha Declaration Era 1961-1967; the Arusha Declaration period 1967-1986 and the the Post-Arusha Declaration/liberalization phase 1986-to date.

2.3.1 Pre-Arusha Declaration Era 1961-1967

Tanzania Mainland then Tanganyika became independent in 1961. In its first plan for development in 1961, Tanzania identified three major obstacles to socio-economic and political development that the country faced: ignorance; disease and poverty (Nyerere, 1967). Efforts to eradicate ignorance involved investing in human capital which was expected to result in a healthy and well educated population which was considered to be necessary pre-condition for social and economic development (Kamuzora, 2002). Thus, the new government repealed and replaced the colonial legislation of 1927 Education Ordinance with the Education Act of 1962 (Mamdani, 1996; URT, 1995).

Among other things, the 1962 Act intended to make newly established Local Authorities and communities responsible for the construction of primary school buildings; provision of primary education; streamlined the curriculum; examination and financing of education (URT, 1995).

2.3.2 The Arusha Declaration and Education for Self-Reliance (ESR) of 1967-1986

In this period, various attempts to reform education received a special impetus in March 1967 when President Nyerere launched the Education for Self-Reliance (ESR) policy to guide the planning and practice of education following the adoption of the Arusha Declaration in the country in the same year (Nyerere, 1967). The philosophy of Education for Self-Reliance was a programmatic follow-up of the aspirations articulated in the Arusha Declaration and it underscored the weaknesses

of the existing education system. The ESR emphasized the need for curriculum reform so as to integrate the acquisition of practical life skills. It also urged the linkage of education plans and practices with national socio-economic development and the world of work. According to the principles of the Arusha Declaration, access to the scarcest resources such as primary education was to be regulated and controlled in such away that it would be available to all citizens regardless of their socio-economic status, ethnic origin, religious affiliation or gender (Galabawa, 2001; Mbilinyi, 2000).

Between 1967 and 1978, the Government of Tanzania took several egalitarian-oriented steps and enacted several laws in line with the goals of the Arusha Declaration and the ESR (Bana and Ngware, 2005). Notable among these laws and steps were the Education Acts of 1969 and 1978; the decentralization programme of 1972 which in essence led to the abolition of the Local Government in the same year; and the Universal Primary education (UPE) goal contained in the Musoma Resolution in 1974 (URT, 1982).

As a result of these steps taken following the Arusha Declaration, there is strong evidence to suggest that there was considerable success particularly in raising primary school enrollment rates which arguably give a true picture of the number of children that were actually attending school considered to be in the region of 65-75 percent (Davidson, 2004).

Nevertheless, this 'success story' was fractured by economic recession of the late 1970s as well as early 1980s, when Tanzania's economy suffered greatly (Mmari, 2005). Much has been discussed about the causes of Tanzania's problems during this period. Many writers have argued that the key causes of the problems were due to the external factors such as the oil price-shocks as well as deteriorating terms of trade (Galabawa, 2001). On the contrary, other writers blame internal factors including weak and inappropriate policies and poor governance (Davidson, 2004). Whatever the causes of the economic problems, at this juncture, it is worth noting that these problems eroded the social service gains that had been achieved since the adoption of the Arusha Declaration. As a result, the 1980s witnessed increasing pressure from the international Monetary Fund (IMF), the World Bank and other key players in the development aid business, being put on Tanzania to accept an IMF Structural Adjustment Programme (SAP) (Davidson, 2004).

2.3.3 Education for Self-Reliance (ESR)

ESR launched in March 1967, was formulated by the late first President of Tanzania, Julius Kambarage Nyerere (1922-1999). In brief, ESR provided a formidable response to the critiques of the inadequacies and inappropriateness of colonial education and outlines the kind of society Tanzania was trying to build; examines the education system that existed around 1967 and, lastly, proposed changes designed to transform the Tanzanian education system to make it more relevant and appropriate in serving the needs and goals of local society. Through ESR, therefore, Nyerere was concerned about how colonial education discouraged the integration of pupils into a society as a whole and promoted attitudes of inequality, intellectual

arrogance, and individualism among those very few who were able to enter the school system. Basically, ESR was an attempt by Nyerere to address the shortcomings of the colonial education. ESR finds the inherited colonial education system to have the following weaknesses: it is elitist in nature catering to the interests of very few people who could afford schooling; divorces its participants from the society in which they are supposed to live; breeds the notion that education is synonymous with schooling, where people are judged and employed on the basis of their ability to pass examinations and acquire paper qualifications; and lastly, fails to involve its students in productive work (Machange, 2004). Such a situation deprives the society of their much needed contributions to the increase of the nation's economic output and also breeds negative attitudes among students on the concept for manual work. Given the Tanzanian realities of a poor, underdeveloped, agricultural-based economy and the cherished goals of socialist transformation, Nyerere (1967) proposed an alternative education model to re-orient the goals, values and structure of education. According to Nyerere (1967) education must: inculcate social values; prepare young people for the work they will likely do in the Tanzanian society; prepare people for their responsibilities as free citizens in a free and democratic society. Also, education should prepare learners to think for themselves, make judgement on all issues affecting them as well as to be able to interpret decisions made by other people and institutions such as the Central Government as well as implement decisions in line with the local context.

On organisational changes, Nyerere proposed three main changes in the education system in Tanzania and puts considerable emphasises on their interconnectedness.

The three changes are: the entry age into primary school; the content of education, that is, the curriculum itself and; the organisation of the schools. In principle, Nyerere argues that education should aim at preparing people for meaningful and productive life in the societies in which they live. Since the majority of people in the context of Tanzania live in rural areas, these aims could only be met, Nyerere argues, if we reform the curriculum along these lines:

“We [centre] should not determine the type of things children are taught in primary schools by the things a doctor, engineer, teacher, economist or administrator needs to know. Most of our children will never be any of these things. We should determine the type of things taught in primary schools by the things which the boy or girl ought to know, that is, the skills he ought to acquire and values he ought to cherish if he, or she is to live happily and well in a socialist and predominantly rural society and contribute to the improvement of life there. Our sight must be on the majority, it is there we must be aiming at in determining the curriculum and syllabus” (Nyerere, 1967: 63).

In this case, Nyerere proposed that the curriculum should be decentralised so as to cater to the interests of the society. Nyerere further argued that the re-orientation of the school curriculum has to go hand in hand with de-emphasising the importance of formal examinations which merely assess a person’s ability to memorise facts. Likewise, Nyerere proposed to abandon examinations that were geared to ‘an international standards practice’ regardless of the country’s particular problems and needs. Nyerere also proposed the organisational structure of the schools to become

both social and economic centres for the local communities so as to make them an integral part of the society and economy. The assessment of the students' performance would take into account both academic abilities and work done locally for the school and community. One of the key objectives of President Nyerere's development strategy for Tanzania, as reflected in the 1967 Arusha Declaration, was to ensure that basic social services were available equitably to all members of society.

In the education sector, this goal was translated into the 1974 (Musoma Resolution) on Universal Primary Education (UPE) movement, whose goal was to make primary education universally available, compulsory, and provided free of charge to users to ensure it reached the poorest (Terme, 2002:1).

One important step taken by the Government of Tanzania to ensure achievement of this goal was the abolition of primary school fees in 1973 and 2001 respectively which led into flood gate enrolment of pupils (Carnoy and Samoff, 1990). There are 4,842,875 children already enrolled in Tanzanian Primary schools, and during the year 2002-2006 there will be an additional 6 848 692 school-age children who will be enrolled (Buston 2003:17). This is a huge resource for the country. Each of these children is an individual in his or her own right, with feelings, talents, emotional, aspiration and potential which could contribute to national development (Mungai, 2001).

As the programme was implemented, large-scale increases in the number of primary schools and teachers were brought about through campaign-style programmes with the help of donor financing. By the beginning of the 1980s, each village in Tanzania had a primary school and gross primary school enrollment reached nearly 100 percent, although the quality of education provided was not very high (Knutsson, *op. cit.*).

2.3.4 The 1980s crisis and the Government's withdrawal from financing free education

In the 1980s, the Government of Tanzania encountered serious difficulties in financing the social services it had deployed in the 1970s. In the education sector, though it is a vehicle of development, government resources were barely enough to pay teachers' wages, textbooks and other teaching materials were scarce; and school buildings and other educational infrastructure decayed. As a result, educational outcomes deteriorated (Ewald *et al.*, 2001)

Contributions by local communities to the running of schools were gradually introduced due to declining resources, the national ethos of self-reliance, and the push by international financial institutions towards "cost-sharing." (Ewald *et al.*, 2001) The number and amount of the contributions increased progressively throughout the 1980s and, in 1995, the primary school enrollment fee that was abolished in the 1970s was re-introduced. Simultaneously, throughout the 1980s and 1990s, school enrollment declined due to a combination of rising costs with declining quality of school education and, possibly, declining returns to education.

Although the fee never amounted to more than Tzs. 2 000 and it only constituted a relatively small percentage of the total cost of education to households—with its opportunity cost and the cost of uniforms being much more significant, it was strongly resented by parents. It was particularly resented because the fee was treated as a general sales tax on primary education (Knutsson, *op cit*).

Although in principle the fee was supposed to go from the district level back to schools in the form of school materials, it rarely did. Instead, hard-pressed district administrators used the fees as general taxation to cover general expenditures. Hence, the often-argued role of fees in encouraging a sense of ownership among parents of their children's schools was not realized. Therefore, the primary education fee was largely a drawback rather than being beneficial. Moreover, fees were regressive and particularly onerous for the poor, as poor households tend to have more children as well as more limited resources to pay for them. Although officially the government claimed that children could not be barred from school for not paying the fee, most of them were excluded from school particularly children from poor families. Furthermore, although different fees were introduced on primary and secondary education, university education remained free of charge. The resulting structure of government educational expenditure was thus highly regressive, with the highest income quintile receiving more than twice the share of overall public expenditure on education received by the lowest quintile. Finally, while the social cost of the fees was very high the total amount of resources collected through them was quite small, only amounting to roughly one percent of government recurrent expenditure (Samoff, 1994).

In the late 1990s, the Government of Tanzania produced an Education Country Status Report, which provided the basis for an Education Sector Development Program (ESDP). The report revealed that the education sector was in a dismal situation, with over 3 million eligible children out of school; there were low and declining enrollment rates and literacy rates, and high out-of-pocket education costs for parents. Under the ESDP (August 2000), the government decided to follow a sector-wide approach to education reform while focusing its efforts on primary education (URT, 2001). The August 2000 draft of the ESDP, however, still considered cost-sharing an essential component of primary education expansion. It was not until it became clear that a significant part of the donor community supported the elimination of user fees for primary education and that they would provide the necessary funds for the implementation of this reform that the Government of Tanzania changed its position. Ultimately, the elimination of user fees was included as a prior action for the High Income Poor Countries completion point and as part of the final PRSP document (Terme, 2001:7 and URT, 2003:10).

As it has been mentioned earlier, Education for Self-Reliance is concerned with how the inherited (colonial) education discouraged the pupils' integration into their immediate societies. It has been shown that the colonial education promoted inequality, intellectual arrogance and individualism among those who entered the school system. These qualities serve to divorce, rather than integrate the children from their communities (Nyerere, 1967).

To rescue the situation, the Education for Self-Reliance ideology was founded with the intention to bring about people's development through formal education. First and foremost, it was thought significant to decentralise primary education and actively involve the community in the process of providing quality primary education. The community's involvement in this context was primarily meant to make the content of the primary school curriculum relevant not only to those who received the education but also the surrounding community from which the learners came. Secondly, ESR placed equal emphasis on practical skills as well as to theoretical knowledge in primary education. What was thought of paramount importance was the expression on what a graduate could do after acquiring education in terms of tangible actions rather than mere memorization of facts from schools. Certainly, tangible things done by the graduate could be appreciated by the local community from which the pupils came. In other words, the focus was on the immediate environment from which the learner came. In the context of this study, this may imply that effective education decentralization could be achieved if the needs of the local community were taken into consideration in the planning and provision of education. Focusing on community's needs could imply devolving decision-making to teachers, pupils and the larger community on how to make education relevant for the communities from which learners came (Kassam, 1994). Another aspect of relevance as far as ESR is concerned is what Ishumi (1978) referred to as functional education. In this study, Ishumi (1978) explains functional education as such education that would enable Tanzania to make tremendous progress in a number of fields in national life such as economic, social, cultural and even technological. To put it differently, Ishumi (1978) observed that ESR is

correct in realising that effective primary education is unlikely to be achieved if the focus is solely on what the graduate can memorise and produce on the final examination day rather than what a graduate can practically do for himself/herself and his/her society. For, in ESR, what matters most is what a graduate does in his or her community, how the graduate behaves before the community and how the immediate community interprets the actions and behaviour of the graduate. It is therefore through primary education decentralization that the parents and the community can have a voice to suggest what they think their children should learn that can make them fit into their relevant communities. To sum up, ESR was unique in that it emphasises a combination of theory and practical skills. Indeed, it places equal importance on both theory and practical skills in the provision of education. In other words, what makes ESR attractive in the context of this study is its attempt to decentralise primary education, and involve local community in the planning and provision of primary education in order to achieve the twin objectives above: the combination of theory and practical skills. Practical skills can only be given the importance under decentralization which facilitates devolution of key functions of education planning to the teachers and the immediate communities around the schools.

2.3.5 The Post-Arusha Declaration-Liberalization Era 1986-to Date

Despite the continued resistance from President Nyerere, his successor President Mwinyi accepted the 1986 IMF Structural Adjustment Programme (Davidson, 2004). The President Mwinyi phase of Tanzania's political history was mostly characterized by newly introduced liberal ideas of free-choice; market oriented

schooling, and cost efficiency (Galabawa, 2001). Similarly, Galabawa (2001) noted that structural adjustment was in vogue in the mid 1980s and had a high adverse affects on primary education. This period experienced the very first blow against equity in education and the principle of “Education for All” when school fees i.e. cost sharing, was imposed as one of the conditions for accessing World Bank loans in the early structural adjustment days (Mbilinyi, 2003). As a result, the proportion of the school age children began to drop immediately. From a peak of 98 percent Gross Enrollment Ratio in 1980, gross primary school enrollment dropped to 70 percent by the early 1990s, the year before free primary education was introduced, the gross enrolment rate was even lower, 63%, the net enrolment rate reaching only 46.7%. There were severe shortages of classrooms, desks, instructional materials and teachers’ housing, as well as insufficient numbers of teachers to cater for the school-aged population. (Lema *et al.*, 2004).

Similarly, in their study conducted in Tanzania, Lema *et al.*, (2004) observed that in 1999, out of every 100 children of primary school age, 56 were enrolled in schools; of 56 enrolled in schools; only 38 completed primary schools. Moreover, there were significant differences in school enrollment according to location reflecting regional, district, ethnic and urban-rural differences (Mukandala and Peter, 2004).

Nevertheless, some of the recent studies have shown that the status of primary education in Tanzania has improved considerably since 2001 as result of the Primary Education Development Plan (PEDP) (URT, 2004). The observed improvements could be attributed to the Government’s abolition of the school fees and mandatory

cash contributions from parents (Lema, *et al.*, 2004). For instance, the Net Enrollment Rates have increased from 59 percent in 2000 to 91 percent in 2003, and Gross Enrollment Rates have increased from 78 percent to 108 percent during the same period. The actual enrollment grew by 50 percent up from 4.4 million in 2000 to 6.6 million in 2003 (Lema *et al.*, 2004).

In spite of these great achievements in expansion in school enrollment, the majority of pupils do not have access to good quality education, with well motivated teachers, adequate learning materials and child-centered forms of teaching methodology (Davidson, 2004). The deplorable conditions of most primary schools, especially in the rural areas, and the inability of many poor families to afford other costs of schooling such as school uniforms, notebooks and the like are among the major factors causing high school drop-out rate. After entering primary school, just over 70 percent of pupils reach standard seven (Lema, *et al.*, 2004).

One of the most currently challenging outcomes of neo-liberal policies in education, however, has been the government's encouragement to invest in private primary schools. As a result, two contrasting school systems emerged by the end of the 1990s: one for the well-to-do and another for the poor majority (Mbilinyi, 2003). The private, high-cost school system is characterized by its focus on English as a medium of instruction from pre-school up through primary and secondary school levels. This growing demand for English medium in part may reflect globalization forces, and obviously contradicts the emphasis in the past on one unifying language, Kiswahili, as a means of building national unity and Tanzanian (or even East Africa)

identity (Brock-Utne, 2006). These private schools, to a great extent exclude the majority of children from enrollment. This stands in stark contrast to the principles of equity and justice promoted by Mwalimu Nyerere. At the same time, conditions in the public schools have, worsened since PEDP. Teachers' salaries remain low, and teachers are often not paid according to their respective salary scales (Lema *et al.*, 2004). They lack adequate textbooks and other teaching materials, and in many areas, the classrooms are severely overcrowded (Sumra, 2004). By standard 6 or 7, however, many classrooms become half-empty because of the extremely high drop-out rate in both urban and rural areas, one third of primary school children drop out before completion of school (Davidson, 2004). Nevertheless, from 2003, Tanzania found itself in an important moment in its history. A large number of reforms in the economy were underway in Local Government, public service and several key sectors, including education (Mbilinyi, 2003). Both government and donor resources have increased in recent years, enabling sufficient investments to be made in public education. But, the extent to which these reforms have benefited the people, particularly the poor, remains a question as inequalities are growing and the lives of too many Tanzanians are characterized by exclusion as well as marginalization (Mbilinyi, 2003).

2.4 Policy context

This section presents some of the policies and government documents which are related to the PEDP in Tanzania. This section, therefore, is intended to provide the policy context under which the current education plan is in place.

2.4.1 Tanzania Development Vision 2025

Tanzania Development Vision 2025, formulated in 1995, envisages the total elimination of poverty by the year 2025. The document recognizes education as a strategic agent for mindset transformation and for the creation of a well educated nation sufficiently equipped with the knowledge needed to competently and competitively solve the development challenges which face the communities and the nation. In this light, the document emphasises that education should be restructured and transformed qualitatively with a focus on promoting creativity and problem solving.

Equally important, the Tanzania Development Vision 2025 devolves a greater role to the local actors to own and drive the process of their own development. The document points out that local people know their problems best and are better situated to judge what they need, what is possible to achieve and how it can effectively be achieved.

2.4.2 Education and training Policy (1995)

The Education and Training Policy (ETP) was introduced in 1995. The policy is a product of the liberalization policy which started in Tanzania in 1986 following the signing of an agreement with both International Monetary Fund (IMF) and the World Bank (WB) (Mrutu, 2007). As such, the thrust of the policy initiatives is liberalization, privatization, and facilitation as opposed to state ownership in the provision of services. The major aims of the Education and Training Policy include achieving increased enrolments, equitable access, quality improvements, expansion

and optimum utilization of facilities as well as operational efficiency throughout the system (Mhalila, 2007).

The policy also aims at enhancing partnership in the delivery of education, the broadening of the financial base, the cost effectiveness of the education, and streamlining education management structures through the devolution of authority to schools, local communities and Local Government Authorities (Mrutu, 2007). The Primary Education Development Plan (PEDP) for example is set firmly within this decentralised framework and includes components that help to develop the capacity of personnel and structures at the local level, enabling the local level to participate in the comprehensive planning and delivery of high primary education services.

2.4.3 Education Sector Development Programme (1996)

The Education Sector Development Programme (ESDP) was developed in 1996 immediately after the development of the Education and Training Policy. ESDP is a sector wide approach initiated to facilitate achieving the government's long term human development and poverty eradication targets and to redress the problem of fragmented interventions under the project modality of development assistance. The essence of the sector wide approach is collaboration by the key stakeholders, using pooled human, financial and material resources for planning, implementing, monitoring and evaluation. This approach established new relations which promote partnership, co-ordination, and ownership amongst all groups of people with a vested interest in education (URT, 2001).

It should be noted that the ESDP derives its objectives from the Education and Training Policy of 1995 as well as from the broader national development strategy of MKUKUTA and the long-term development plan of the country's Vision 2020 (URT, 2001). Thus, among the ESDP's objectives related to education include: comprehensive efforts to improve the quality of the education process, increase and improve access and equity for all children, the decentralization of the management structures, the devolution of authority to local levels and broadening the financial base which supports the education system.

2.4.4 Local Government Reform Programme (1998)

The Primary Education Development Plan is set firmly within the decentralized framework and includes components that help to develop the capacity of personnel and structures at the local level, enabling the local level to participate in the comprehensive planning and delivery of high primary education services. In a nutshell, the historical perspective presented herein and the contemporary policy context have influenced the implementation of PEDP in Tanzania. For instance, pupils' enrolment expansion, quality improvement, capacity building, and optimising human, material and financial resource utilization were greatly influenced by the above policies towards improvement of the education system in Tanzania.

To summarize, Tanzania as well as other countries in the world complied with the subsidiarity principle and thereafter, decentralised education for the purpose of improving social services, in this case primary education. It is crucially important to

recognise that education decentralisation is not a panacea to educational problems. It is rather a means to an end but not an end in itself. A lesson learnt from this chapter, seem to suggest that PEDP can be improved through decentralisation if only the setted objectives and the following conditions are taken into consideration: Local financial capabilities; local management capabilities; clear role distribution and information management system. Like any other social phenomena, it is important to note that the presented few pre-conditions can result in either negative or positive effect(s) depending on the way PEDP is implemented.

It should as well be emphasised that PEDP decentralisation in itself is not a solution to educational problems, due to the facts that PEDP may not always lead to a positive impact on education. Much depends on the context in which the process of PEDP implementation through decentralisation is undertaken by the Government of Tanzania.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Overview

This chapter is devoted to the methodology used in the study. The chapter specifically provides information on the following: research strategy and reasons for its choice; research design; research settings; target population; sample; sampling techniques; research methods; validity and reliability of instrument; data analysis plan; ethical considerations and challenges and lessons learned from the field work.

3.2 Description of the study area

Mbarali District Council in Mbeya Region is situated in a rural area with most of its people engaged in small scale agriculture. Rujewa is the head quarter of Mbarali District Council in Mbeya Region. Mbarali is among the councils that has been implementing the PEDP policies. This background contributed to the choice of this district as a research study area on the quality of primary education through PEDP. Also, working in the same district made it relatively easier to access different documents as well as cooperation from respondents. In a nutshell, my doing research in Mbeya and consequently Mbarali District Council was also influenced by Brock-Utne (1996) who criticised the tendency of African researchers to rely on western sources. Brock-Utne believes that an African researcher knows her/his environment better than most of expatriate can. Brock-Utne further challenges the African researchers to ask questions built on their own experience and environment. This is necessary in not only bringing the voice of Africans in academia, but also in undoing

3.3 Research Design

Research design is a framework for the collection and analysis of data. The study was done within Mbarali District Council in Mbeya region as a case to enable me organise the data collected from specific cases for in-depth study and comparisons. A case can be on single community, organisation, person or event. The study was intended to provide an in-depth explanation of the PEDP implementation in primary education in Tanzania. Researcher felt that was the choice of the case study would provide an optional basis to answer research questions. Although the case study is criticized because of its findings' inability for generalization, but the major purpose of the study was not generalization rather, the intensive examination of the quality of primary education achieved by PEDP policies in question. Moreover, case study enabled me to deal with the easily controllable area as well as sample to acquire information on the study at hand. The study employed a cross-sectional case study design for data collection.

3.4 Target Population

The target population in this study involved pupils in the district from standard five to six and key informants such as teachers, school committees, Ward Education Coordinator and District Educational officers. The group of key informants was thought to be well informed with regards to PEDP in Mbarali and Tanzania at large. The primary schools were answerable to the district council while the district councils were answerable to the regional and ministries. The insights acquired from

district level informants could assist the researcher to cross-check with the information from school and ministerial levels. The head teachers and members of the school committee was thought to be the most potential level at the grass-root that involved informants who directly experienced the successes and challenges of education under PEDP in Tanzania.

3.5 Sample and sampling techniques

In the study, 80 respondents were selected in four schools in all two divisions in the District. Each division involved two wards that were picked purposively. From each ward, four schools were selected also purposively. Reason behind using purposive technique is that purposive sampling is only valuable for sampling a small number of units among many and which requires previous knowledge and experience of the population from which the sample is to be selected. At least 20 pupils were taken from each school. This kind of selection is in line with Creswell (1998) who observed that the goal in quantitative research is to collect rich data in order to present the reality accurately even from a single entity. Likewise, Hycner (1999: 156) maintains that “the phenomenon dictates the method and (not vice-versa) including even the type of respondents”.

Table 1: The list of schools selected for the study

Ward	Village	School	Number of pupils selected
Ilongo	Ilongo	Ilongo	20
Igurusi	Igurusi	Majenje	20
Igurusi	Uhambule	Uhambule	20
Mapogoro	Uturo	Uturo	20
Total			80

The study also used primarily key informant interviews and documentary survey.

At the district level involved six informants. At ward level involved four informants (Ward Educational Coordinators), at school level four head teachers and at Community level only 14 members of school committee among many was involved.

3.6 Data collection

A number of data gathering techniques were employed in this study which enabled to get the intended results. The techniques included questionnaires, interview, observation, and documentary review and focus group discussions.

3.6.1 Questionnaires

The study used structured questionnaires to gather information which was intended from the pupils on the various aspects concerned the good quality primary education stipulated in the government document by which the government assured the presence in their education plan document i.e. PEDP.

3.6.2 Interview

The study used semi-structured interview to gather the information which was intended. The purpose of interview as Patton (2002) stated:

“We interview people to find out from them those things we cannot directly observe. The issue is not whether observational data are more desirable, valid or meaningful than self report data. The fact is that we cannot observe every thing. We cannot observe feelings, thoughts and intentions. We cannot observe behaviours that

took place at some previous point in time. We cannot observe situations that preclude the presence of an observer. We cannot observe how people have organised the world and the meanings they attach to what goes on in the world. We have to ask people questions about those things” (Patton, 2002: 340).

Based on Patton’s argument, semi-structured interview enabled me to capture individual key informants’ experiences which formed the basis of the study pertaining to the quality implementation of PEDP in Mbarali District Council for both successes and challenges on primary education. To obtain deeper information from the informants, semi-structured interviews were purposively applied to provide an opportunity to the researcher to be able to probe further issues that needed clarification while at the same time allow flexibility. It was thus possible to tailor the line of inquiry based on experiences gained from previous interviews.

Semi-structured interview used to a greater extent open-ended questions. The aim was to give an opportunity to key informants to provide their views and experiences freely. Even more simple, direct but meaningful languages used in interview sessions meant to ensure clarity to the questions asked while encouraging key informants to attend the asked questions. It is in the same line that interviews purposely involved face-to-face sessions to enable the researcher to elicit views and feelings from informants. The interpretation of gestures and words for instance, could in turn be connected to the non-formal observation techniques. All the interviews at the three levels (district, ward and school) meant to obtain the opinions and perceptions from the informants of each particular level on how PEDP

succeeded and challenged on primary education were being perceived. At different levels, the intention has been to assess the on-going PEDP implementation policies, the community motivated in cost sharing and the state of the stakeholder in the processes of executing PEDP policies in their working place.

3.6.3 Field Observation

Non-formal observation was used with the intention to observe the real environment from district to school levels pertaining to successes and challenges in implementing certain aspects of PEDP policies on primary education. The use of field observation was preferred as it produces data which other methods such as interviews and documentary review cannot (Patton, 2002). Researcher visited four primary schools to learn tangible and intangible aspects that had either been strengthened or negatively affected by the implementation of the PEDP policies in primary education. During interview sessions, researchers' eyes were open to see certain successes and challenges associated with implementing Primary Education Development Plan (2002-2006) policies in primary education. The researcher was, for instance, able to assess directly the quality of the constructed school buildings funded through community financing.

3.6.4 Focus Group Discussion

A focus group refers to a situation where a focus group moderator keeps a small and homogenous group of six to ten or twelve people focused on the discussion of a research topic (Bryman, 2004). As mentioned earlier, this method of data collection

was used in connection with members of school Committees. The aim was to get the perceptions and feelings of the key informants on the PEDP (2002-2006) successes and challenges in implementing good quality education policies in primary education at school level. The method was useful because: it allowed interactions among informants which enhanced data quality; it was relatively cost effective; and it provided checks and balances that were important to weed out false or extreme views (Patton, 2002).

Two Focused Group Discussions were conducted, one in each division. Six informants (2 female, 4 male) formed a group in Ilongo division, while seven informants (2 female, 5 male) formed the other group in Rujewa division. Open-ended questions were used and some questions were given prior to the interview. Kiswahili language was used during the discussion. It is worthy emphasising that the discussion was carried out in an environment where each participant was freely encouraged to contribute. To avoid interference in the informants' daily activities, the discussions were carried out from 3 pm when the majority had finished their work. The school committee chair persons and the school head teachers were excluded from the group since it was thought that their presence would have inhibited the freedom of other participants. The two leaders were interviewed separately.

3.6.5 Documentary Analysis

Documentary analysis refers to any written or recorded material which is not prepared for the purpose of the inquirer (Lincoln and Guba, 1985). The method was

used to gather information from both primary and secondary sources. Primary sources included original reports on the contributions and constructions of the school buildings. Secondary sources included information from books, pamphlets and articles in journals which did not bear any direct physical relationship to the study of quality education through PEDP (2002-2006) successes and challenges in primary education in Mbarali District Council and Tanzania at large.

Documentary data was obtained from various sources including: Ministry of Education and Vocational Training (MOEVT), Prime Minister's Office Regional Administration and Local Government (PMORALG), Local Government Reform Programme (LGRP), Haki Elimu (HK) through their web sites, the offices of the director of Mbarali District Council concerned with Education including District Education Offices (DEOs), District Academic offices (DAOs), Statistic and Loghistic offices (SLOs), Assiatant Education Offices (AEOs). Some of these documents include: Tanzania Education and Training Policy (TETP) (1995); the Local Government Reform Programmes (LGRP) (1998 & 2007); Basic Education Master Plan (BEMP) 2000-2005; Education Sector Development Program (ESDP) of 2002-2006; the Primary Education Development Plan (PEDP) of 2002-2006 and PEDP ii of 2007 to 2011 and Mbarali District Council PEDP Performance Reports. The information extracted was useful to complement the primary data gathered through questionnaires and interview schedules. The main advantage of this method is that documents are stable and can as well be reviewed repeatedly (Lincoln & Guba, 1985; Trochim, 2006).

3.6.6 Validity and Reliability of Instruments

Validity refers to the quality that an instrument used in research is: accurate; correct; true; meaningful and right (Guba & Lincoln, 1998). Reliability refers to the degree of consistence within which instances are assigned to the same category by different observers or by the same observer but in different occasions (Hammersley, 1990). Silverman maintains that

“Unless you can show your audience the procedures used to ensure that your methods were reliable and your conclusions valid, there is little point in aiming to conclude a research dissertation” (Silverman, 2000:175).

In order to achieve validity, a number of tasks should be performed. First, availability of multiple sources of data and any contradictory statement should be ruled out. Second, ensured that all the instruments prepared were checked by both supervisor and others. Indeed, their comments were useful and lead the instrument refined by adding, subtracting or retaining some items. Reliability of data was increased by building a good rapport with the key informants during introduction by telling them the main purpose of the study and ensured the key informants the confidentiality of the information which they were providing would be safe-guarded. Follow up questions were used to seek for clarity.

3.7 Data Management and Analysis

The data collected were analysed into four stages: first, the raw data which was collected from the respondents and key informants were categorised into district, ward and school levels. Secondly, amplification of the data to suit the themes of the study. In

the third stage, assessment was done to make amplified data whether or not responding to the research questions to meet the intended objectives, and then the results being discussed. Lastly, the findings were organised to the proper order and then wrote a comprehensive report by adhering to the series of the specific objectives for an acceptable coherence of the study. In this case the univariate analysis was used to analyse variables in order to determine the distributions of variables which include frequencies and percentages.

3.7.1 Data processing

The data was checked for completeness and edited in the field by the researcher. The data was then coded, entered, verified and cleaned before analysis. Data was processed using the Statistical Package for Social Sciences (SPSS) software. The researcher did all the coding, data entry, cleaning and editing of the data.

3.7.2 Qualitative data analysis

Qualitative data collected was subjected to content analysis and in many cases respondents' actual words have been reported. Qualitative data results are reported concurrently with quantitative data, that is, are used to support results obtained from the former.

3.8 Limitations of the study

While it was easy for me to access information, use local language and trace the institutions easily, doing a research in this council made me face a number of challenges: some of the key informants for example did not want to answer 'simple'

questions because they thought that researcher knew the answers and therefore asking such questions was like testing them or wasting their time. Similarly while some of the key informants were so open to disclose the school problems with the expectation that researcher could help them find the solution, other informants did not want to disclose some of the weak points because doing so would mean accusing their leaders such as headteachers, School Committee Chairperson and Village Government Leaders. To deal with these challenges researcher had to re-explain the intention of the study several times.

CHAPTER FOUR

RESULTS AND DISCUSSION

4.1 Overview

The main findings of the study are presented along the lines of three specific research objectives. In adhering to the research questions, the findings are presented under four main areas namely, access and equity, quality, management issues as well as extreme poverty. The study involved pupils of standard five and six who justified the implementation of PEDP policies. Primary education development plan has four strategic priorities namely enrolment expansion, quality improvement, capacity building, and optimizing human material and financial resource utilization.

4.1.1 Access and Equity

The Government of Tanzania is committed to the Universal Primary Education and in this regard the government has been striving to expand educational opportunities to all children in the country. Indeed, PEDP (2002-2006) was also argued to be a reason of achieving access and equity.

4.1.1.1 Enrolment and access

A closer scrutiny of the data from Mbarali District Council, taking the PEDP performance report in particular four primary school sampled there as a point of

reference, suggests that there has been a steady increase in the actual enrolment as compared to the estimated enrolment in 2004-2006 as shown in Table 2.

Table 2: Estimated Versus Actual Enrolment Figure in MDC in 2004-2006

Year	Estimated			Actual Enrolled			% Enrolment
	Male	Female	Total	Boys	Girls	Total	
2004	3 267	3 216	6 483	3 959	3 964	7 923	81.8
2005	4 804	4 581	9 385	4 216	3 933	8 149	86.8
2006	3 874	3 732	7 606	3 993	4 079	8 072	106.1
Total	11 945	11 529	23 474	12 168	11 976	24 144	102.9

Source: MDC PEDP performance report January-March 2007.

Table 2 indicates that in the period from 2004 up to 2006, a total of 24 144 pupils were enrolled in standard one in Mbarali District Council and there has been an increase in the enrolment compared to years before PEDP only 62.5 percent of the estimated school age children were enrolled. The situation was different after the start of PEDP. For example in 2004, 81.8 percent was enrolled. Since PEDP is set within the decentralised framework, it is reasonable to observe therefore that the success in expansion in enrolment MDC ought to be associated with the adoption of the PEDP policies which facilitated the involvement of different stakeholders at different levels in education provision.

Similarly, based on Table 2 shown earlier, it can be seen that there was a great improvement considering the number of boys and girls enrolled since 2004 up to 2006. Before PEDP, in 2000 for example, 34.6 percent of boys estimated were enrolled. On the other hand, 29.8 percent of girls estimated were enrolled. After PEDP in 2004, 50.4 percent of boys estimated were enrolled. But, unexpectedly,

51.2 percent of the girls estimated were enrolled. The success in the total enrolment expansion may imply that both parents and the community at large were motivated to send their children to schools. Other main reasons that could be attributed to the success in the enrolment expansion include the abolition of the school fees justified by 91.3 percent never paid school fees, the 31.3 percent pupils identified to be orphans went to school, accompanied by the community participation in school works, the use of new recruited teachers and classrooms and the use of existing teachers and classrooms effectively lead into increased enrolment rates of all groups of children. In abolition of school fees, the government has set aside 25 percent of its recurrent budget for education, of which 62 percent is for primary education.

In its commitment, the policy stipulates that “the Government of Tanzania shall ensure that all primary school age children are enrolled in school and in full attendance” (URT 1995: 101). After more than a decade of its implementation, then, to what extent has the government succeeded in its efforts? Perhaps the most notable and therefore acknowledged benefit that could be attributed to PEDP policy is the immediate massive expansion of enrolment in primary schools. The analysis and interpretation of the research findings showed that the success in enrolment was due to a number of factors. One and perhaps the main factor mentioned was the involvement of the community in the enrolment processes. Complemented by other factors such as abolition of school fees, political commitment on the part of the government, establishment of a special national Education Fund to pay for the education of children from disadvantaged groups, including AIDS orphans and so many others, community participation was said to be the main reason behind the

great success in expanding access and equity. This will ensure that all girls and boys can be enrolled in schools. The government data on Basic Education Statistics from 2004 to 2006 seem to confirm this trend in primary schools in Tanzania as shown in Table 3 below.

Table 3: Total Enrolment, population (7-13) years and Enrolment ratios

Year	Total Grade I-VII	Population 7-13 Years	7-13 Years in Grade 1-VII	NER	GER
2003	6 562 772	6 229 830	5 515 793	88.5	1 05.3
2004	7 083 063	6 665 347	6 034 526	90.5	1 06.3
2005	7 541 208	6 859 282	6 499 581	94.8	1 09.9
2006	7 959 884	7 063 362	6 788 561	96.1	1 12.7
2007	8 361 925	7 271 198	7 075 899	97.3	1 14.4

Source: Basic Education Statistics in Tanzania (2006-2007).

Table 3 shows that the Gross Enrolment Rate (GER) reached was 105.3, 106.3, 109.9, 112.7, and 114.4 in years 2003, 2004, 2005, 2006 and 2007 respectively, compared to only 77.6 in 1990 (Okkolin, 2006). NERs attained in 2003, 2004, 2005, 2006 and 2007 were 88.5, 90.5, 94.8, 96.1 and 97.3 respectively, compared to 58.8% in 1990 (Okkolin, 2006).

Table 4: The actual seven years old pupils admitted between 2002 and 2006 in MDC

Year	Number of pupils admitted
2002	2 070
2003	2 500
2004	2 850
2005	3 001
2006	3 761

Source: PEDP report in MDC, 2007.

Table 5: Implementation of PEDP policies in Mbarali district Council

Implementation of PEDP (2002-2006)	Percentage found
Pupil never paid school fees	91.3
Orphan pupil accessed to school	31.3
Teacher-pupil ratio (1: above 51)	96.3
School on double shift basis	50.0
Pupil -book ratio (4:1)	78.8
Sitting in the classroom (on the desk)	97.5
Desk-pupil ratio (1:4)	48.8
Pit latrine (above 5 pits)	50.0
Pupil admission age (7 years-olds and above)	75.1

Source: Pupil's Data, 2009

The Government on implementing PEDP insist on the following standard, teacher-to-pupil ratio is 1:45, basing on table 5, the finding revealed that in MDC schools in particular the sampled primary school such standard does not met because 96.3 percent of the schools overcrowded problem still exists, though it is not like before PEDP which was 1:95 in 1999. also, the policy insist on double shifts and multi-grade teaching, as a limited and interim measure toward school capacity in terms of teacher supply and classroom space, in this, the researchers finding revealed that 50 percent of the schools in MDC managed to implement as an interim measure. In the case of admitting standard one the policy stipulated that pupil of seven year olds up to 12 year olds must be enrolled in school system as a strategy for full enrollment by 2004, in MDC managed to enroll such pupils up to 75.1 percent which is almost three-quarters of the target to date. Furthermore, the PEDP emphasized that, the quality education process is enhanced by the availability of relevant teaching and learning materials. Books are the one critical factor in successful learning and the standard book-to-pupil ratio is 1:1. In this aspect, the researcher found that in MDC has shown their effort toward implementing the policies because in each new year

there is a obvious achievement of the required book-pupil ratio according to the national target because at the end of the PEDP phase I 2006, book-to-pupil ratio was 1:8 that means only 3.8 percent of the schools in the district and the remaining 96.2 percent of the schools strived to reach closest to the national target. Such schools managed to reach even the ratio of 1:2, 1:3, 1:4 up to date 1:5 book-pupil ratio. This is a great success on implementing PEDP policies compared to the previous years before the launching of PEDP which is 1:20 in year 2000.

Pertaining to classroom facilities in the study area majority of the schools were found to have new desks from which the parents shared cost with their government, the finding revealed that there are variations in desk-to-pupil ratio, as follows, 5 percent of the selected school a desk shared by two children, 46.3 percent shared by 3 pupils and 48.8 percent one desk shared by 4 children. This also a great success where by before PEDP they used to sit on the stone and or floor, while, few children sit on the desk ranging 5-7 children in 1990s.

Thus, the findings concur with Winkler and Yeo (2007) who argue that involving parents more directly in the education of their children may also lead to increased enrolment and school attendance as well as changed behaviour in the home due to parents more closely monitoring their children's study habits. In improving quality education, one should consider on teacher-pupil ratio, for this, in the study area the finding revealed that during PEDP (2002-2006) the table 6 show the TPR in Mbarali District Council schools.

Table 6: Teachers-Pupil ratio in Mbarali District Council (2002-2006)

Year	Teacher-Pupil Ratio (TPR)
2002	1:90
2003	1:83
2004	1:70
2005	1:69
2006	1:63

Source: MDC PEDP performance report January-March 2007

This revealed that as the PEDP goes on there is an improvement of teacher-pupil ratio in the study area, in particular of four primary schools cited, though the PEDP policy regarding teacher - pupil ratio at the end of PEDP implementation it should be 1: 45, in that case, at the end of phase II PEDP will manage to balance the teacher-pupil ratio. In the purposively selected schools, the findings revealed that 96.3 percent of the schools teacher-pupil ratio was 1: above 51, which adheres to what the district confirmed to the researcher.

Table 7: Book-to-Pupil Ratio in Mbarali District Council schools

Year	Subjects	Book-to-Pupil Ratio
2002	<i>“Tehama-(Teknolojia habari na mawasiliano), Stadi za kazi, Haiba na michezo”</i>	1:15
2003	<i>“Tehama, Stadi za kazi Haiba na michezo”</i>	1:13
2004	<i>“Tehama, Stadi za kazi Haiba na michezo”</i>	1:10
2005	<i>“Tehama, Stadi za kazi Haiba na michezo”</i>	1:10
2006	<i>“Tehama, Stadi za kazi Haiba na michezo”</i>	1:8

Source: MDC PEDP performance report January-March 2007

The above pupil to book ratio is for those subjects which is included in a new curriculum especially for standard six. Quality education should also be accompanied with availability and motivated teachers and deployment, this is according to PEDP policy in Tanzania and globally. According to PEDP under the

Government of Tanzania stated clearly in the PEDP document that, the Government will assist LGAs to recruit, train and deploy adequate numbers of primary school teachers in ways that will effectively accommodate the big increase in pupil enrolment, and the increases in staff attrition rates as a result of various factors, including AIDS-related deaths. In this, the findings revealed that, MDC recruited 72 teachers in 2002 in which 31 males while 41 females, 02 teachers in 2003 all males and making a total of 74 teachers. It seems that the problem of teaching staff still exists due to the fact that the number of schools in the district is not proportional to the recruited staffs compared to the number of teachers recruited before the commencement of PEDP that is before 2002 which is 87.

In practice some schools need to have a morning and an afternoon session for several years. It is intended that 11 percent of the teachers will teach on double shift in 2002, 18 percent in 2003, and 25 percent from 2004 to 2006. It will also be necessary for some teachers to teach several grades in one classroom for a limited time. Due to this fact, MDC still needs a good number of teachers to attain the PEDP goals. In Nationalwise the table 7 shows new recruitment targets.

Table 8: Teacher Recruitment and Deployment in National wise

New Teacher Recruitment targets	
2002	9 047
2003	11 651
2004	10 563
2005	7 286
2006	7 249

Source: BEDC, 2001

Table 9: Actual recruited grade “A” teachers

Year	Actual number of recruited grade “A”
2002	4 278
2003	7 683
2004	8 571
2005	3 239
2006	3 486

Source: PEDP, 2007

The findings in table 9 shows that, there is still a deficit of grade “A” teachers in primary schools in Tanzania, hence the Government should make more effort in order to fix the problem of inadequate of primary teachers.

4.1.1.2 School Building Construction

Towards good quality primary education, the Government has initiated a classroom construction programme that will provide enough classrooms and sanitary facilities for the expanded enrolment. An appropriate mix of modalities for classroom construction was to be adopted that is based on the specific communities’ situations. The main PEDP funding mechanism through which LGAs and school committees can implement the construction programme will be the Investment Grant (IG). The Government has established the IG with the overall objective of improving the quality of infrastructure in primary schools. It will operate on a decentralised and demand-driven basis throughout the districts. Teacher houses will also be built, especially in rural and remote areas of the country.

It is a fact that the PEDP provision encouraged communities to support the expansion of access and equity through construction of classrooms, teachers’ houses, latrines and so forth. Responding to the question which sought to determine the

changes in which the PEDP strategy improved the school teaching and learning environment, one member of the school committee interviewed in this study said that through PEDP, there was a considerable improvement in the school infrastructure compared to the last ten years.

The objectives of PEDP policies in Mbarali District Council upon construction were;

- To reconstruct 2-3% of existing classrooms per year.
- To construct additional new classrooms, particularly in the first three years of the Plan, to cope with the anticipated large increases in enrolment of 7-10 year olds
- To provide teacher housing as a deployment incentive, with priority given to female teachers in remote and rural areas.
- To provide teacher housing for 30% of new recruits per year.

Table 10: Target against completed buildings/materials in selected wards compared to MDC

	MDC target	Ward target	MDC achieved	Ward achieved	MDC % achieved	Ward % achieved
Classrooms	1 343	131	637	38	47.4	29
Teachers houses	1 386	162	288	14	21	9
Pit latrines	1 274	184	762	80	60	43.5
Desks	17 969	2 192	12 441	672	69.2	30.6

Source: MDC PEDP report 2006.

From the findings above, MDC achieved the construction of classrooms by 47.4%, teachers houses 21%, pit latrines 60% and desks about 69.2%. From the above analysis, the PEDP policy seems to have succeeded in many aspects of ensuring

enrollment rates in the area of study. The appreciation on the improvement of school infrastructure which led to increases in enrolment was also noted by one of the school committee members from among the selected schools who had this to comment.

“Karibu kila kijiji kina shule. Na, kila shule walau ina jengo moja jipya. Jengo jipya lililopo karibu kila shule laweza kuwa darasa, choo, nyumba ya mwalimu na kadhalika. Kwa upande wa madarasa, baadhi yana madawati mapya. Baadhi ya watu vijijini walitoa pesa taslimu na wengine walileta madawati halisi. Nakwambia, ilikuwa pata shika, nguo kuchanika, kila kona ilikuwa kampeini ya michango. Na matokeo yake yanaonekana, shule na madarasa vimeongezeka. Watoto wetu wamepata pa kujifunzia”.

Respondent from uhambule village

The quote above can be translated to mean, almost every village has a school. In each school, there is at least one new building. The new building is a new classroom, toilet or teacher’s house and so forth. In the case of the classrooms, some of them have new desks. Some of the people in the villages paid cash while others paid in terms of their labour and others contributed actual desks. It was hectic, everywhere there were contribution campaigns. The results of these efforts are apparent. Classrooms and schools have increased in number. Our children have now a place for studying.

Community contribution is undoubtedly the most mentioned aspect throughout the interviews One Member of the School Committee in Mbarali District Council put it like this:

“Kumbuka kuwa baadhi ya watu walijitolea kutoa ardhi yao bila malipo yoyote. Mimi kwa kweli sikumbuki sehemu yoyote ambapo serikali imenunua ardhi kwa ajili ya ujenzi wa shule. Ndio, tunajua kuwa watu ni maskini lakini wakiamua kutoa wanaweza ili mradi

wawe wameamua. Watu wanaweza wasiwe na uwezo wa kupata hata milo miwili kwa siku lakini wakipania kufanya jambo wanaweza”.

Respondent from Uhambule village

This means, “remember that people offered their land free of charge for school construction purposes. I don’t really remember any single case where the government had bought a piece of land for constructing primary schools. Yes, we know that people are poor but they are ready to give whatever little they have once they decide to do so”.

Table 11: New classroom construction targets in national wise.

Year	Number
2002	13 868
2003	13 396
2004	14 203
2005	6 794
2006	5 832

Source: Basic Education Development Committee- 2001

Table 12: Actual number of constructed classrooms

Year	Number
2002	9 785
2003	11 453
2004	12 345
2005	4 567
2006	3 652

Source: PEDP report 2007

Decentralisation of PEDP implementation, therefore, seems to have stimulated tremendous enthusiasm among the people to support government efforts to expand access and quality of primary education through, among other things, construction of school buildings. According to the two informants above, in Mbarali District Council as well as in Tanzania at large, classrooms, toilets and teacher houses were built as a result

of implementing Primary Education Development Plan (2002-2006) policies in primary education.

It should also be pointed out that the idea of contribution, especially the provision of properties such as free land by the people is not without its share of criticism. Some scholars are questioning whether poor people were really voluntarily motivated to give their properties for free or it is the question of the reality on the ground which compels people to do so along the lines mentioned above. This “enthusiasm” discussed above can be associated with what Winkler and Kong (2003) refer to as *implicit or de facto* decentralization: a situation which may result from the state’s failure to provide educational opportunities in certain areas, particularly in remote areas and so the community takes upon itself the responsibility to finance the provision of schooling. In connection with the previous informant’s arguments, the information from documentary analysis presents how the school building responsibilities were shared among the Central Government, MDC and communities.

Table 13: Contribution to School Construction among Central Government, MDC and Communities

Year	Project ‘s Name	Target of building construction	Actual number of building Constructed	Contribution made by:		
2002-2006	Classrooms	1 343	637	Central Government Funds in terms of cheque.	District Council Fuel and vehicles, money.	Communities Labour, security, and materials.
2002-2006	Teachers’ houses	1 386	288			

Source: Annual report in Mbarali District council.

Table 13 shows that the Central Government, MDC and communities cost sharing in construction of buildings. Though in District level had strategies to maximize the quality of primary education above the data stipulated in table 13. From the table above, it was revealed by one of the education officers at Mbarali District Council that in addition to the classrooms and houses shown in Table 13, communities managed to build a number of classrooms without sharing responsibilities with either the Central Government or Mbarali District Council.

Similarly, community involvement was also said to have significantly contributed to enhancing effectiveness and efficiency of the use of development grants from government in constructing school buildings. Through documentary review, MDC written speeches for the Honourable Minister. This is how it reads:

“Mheshimiwa Waziri, ofisi za walimu hujengwa kwa kutumia ruzuku ya maendeleo (Development Grant) inayotolewa kwa ajili ya ujenzi wa madarasa. Kumbuka, serikali kuu hutoa Tz\$ 3 100,00 kwa ajili ya darasa moja tu. Lakini, Kulingana na mkakati wa halmashauri hii, badala ya kujenga darasa moja lililodhamiriwa na serikali kuu, tunatumia kiasi kilekile cha fedha kujenga yafuatayo: Ofisi moja ya mwalimu, stoo moja na madarasa mawili. Hii inawezekana kwa kuwa tunatumia nguvu za wananchi. Kwa hiyo, serikali kuu iliipa Halmashauri hii kiasi cha fedha za kujengea madarasa 290 tu. Hata hivyo, MDC kwa kutumia kiasi hicho hicho cha fedha iliweza kujenga vifuatavyo: madarasa 310; Stores 155 na ofisi 155”.

This is translated as, “Honourable Minister, teachers’ offices are built by using the Development Grant from the Central Government. Remember, the Central Government

offers Tzs 3 100 000 for building one classroom. But, according to the strategy of this council, instead of building one classroom targeted by the Central Government, we use the same amount of money to build the following: one teacher's office, one store and two classrooms. This is possible only because we use community's labour. Thus, the Central Government gave MDC funds enough to build classrooms. However, MDC using the same amount of funds was able to build 310 classrooms, 155 stoo and 155 offices”

The above quotation shows the different ways in which district staff maximise the limited funds they receive from the Central Government. The Central Government's effort is supplemented by the local initiatives and hence produces beyond the expected number of buildings. In other words, if the responsibility for construction of school buildings was not decentralised, the mentioned buildings would not have been built. On the other hand such an attempt of maximization can endanger the quality of the buildings if precaution is not taken. In many schools some of the classrooms in MDC were left unfinished due to the ambition of the lower levels multiplying the number of the buildings more than intended. This point will be elaborated further in the forthcoming section about the challenges.

4.1.1.3 Governance and Management

Towards executing PEDP policies the government ensured the stakeholders that management training will be provided to headteachers, school committees, ward education coordinators, inspectors, and to LGAs, regional and national staff. The emphasis was to be on the acquisition of skills for whole school development planning, district education development planning, and national education planning.

Issues that all planning will take account of, include the impact of HIV/AIDS on the education system, ensuring gender-equity, and governance. The overall aim is to improve management, accountability and efficiency throughout the system so that children receive a better education. (BEDC, 2001:12)

At the end of PEDP phase II in 2010 the above aims should be achieved greatly.

It is now common knowledge that involvement in the management of school is indispensable in enhancing the efficiency and effectiveness of the service delivery system within the education sector. Among other things, community participation through the school committees is said to improve the governance and management of school as well as increase people's sense of ownership of schools. Based on this quotation, MDC education staffs and other stakeholders at large had introduced and or strengthened their management skills from district, ward, community and school levels, including the impact of HIV/AIDS on the education system, ensuring gender – equity, and governance, so that children receive a good quality education.

4.1.1.4 Financial management

The PEDP policies also required several new financing mechanisms to be introduced in order to devolve financial management to school level. Head teachers, school committees, ward education co-ordinators, and district, regional and national staff will be trained in the new financial management modalities. The emphasis of training is on the ability of each level in the system to adhere to financial regulations and to render financial accountability in the use of the Capitation and Investment Grants, and of the Capacity Building Fund. Documentary finding revealed that

financial management skills had been introduced in the district staffs, ward level, head teachers and school committees. These skills ensure proper management and accountability of funds at all relevant levels.

4.1.1.5 School Committees

School committee composed by both gender with equal participation in terms of involvement on daily routines. Tanzania recognizes the importance of community involvement in educational development issues (URT, 1995, URT, 2001). Thirteen members of the school committees attended the focus group discussions. It was found that, all of the four schools visited had school committees. It was however revealed that the school committees were essentially involved in matters pertaining to construction, procurement of the textbooks, and sometimes student discipline. This is how one of the members of the school committees revealed:

“Kwa kweli kwa sasa tunashiriki kazi za shule. Tunashiriki mambo ya fedha za shule, ujenzi wa shule na hata kama kuna mtoto mkorofi tunaweza kutaarifiwa tuchukue hatua ya kinidhamu. Katika kutekeleza kazi zetu, tunajitahidi kufuata mafundisho waliotupa viongozi wetu toka wilayani. Mara nyingi, unafunua miongozo tuliyopewa tunasoma kutafuta ukweli wa mambo”.

This means, “actually, we are now being actively involved in a number of the school’s management tasks. We are for example, involved in issues related to management of school finance, construction, and also in disciplinary matters. If there are troublesome pupils, we are often informed so that we may take disciplinary measures. In carrying out our roles, we

very much make use of training we received from the District Council. Often times, we refer to the guidelines we received from the District Council to get some insights on how to handle any given matter”.

Indeed, it is from this study as well as from my own personal experience that currently, the school committees exist in all of the primary schools in Tanzania. The fact that these organs exist and function is in itself an achievement, which should be accredited to the PEDP in the decentralisation policy in the country. What is more impressive and which has been emphasized by most informants is that members of the school committees are not only present to take orders from the top. On the contrary, they are also actively involved in the running of the schools affairs and some take their responsibilities very seriously. Given that the members of the school committees represent the parents and the entire community, the school committees have become important organs as they facilitate the necessary links between the community and the schools. This link has, for example, proved to be of high value in the current success in funds mobilization for schools. Thus, findings are in line with Heredia-Ortiz (2006) who argues that, by empowering local communities and giving them information about the school’s performance, decentralisation may increase communities’ participation in school governance, raise their expectations of school performance, and lead to increased pressure on teachers and schools to perform.

4.1.1.6 Capitation Grants to Schools

All the primary schools in Tanzania receive capitation grants from the district councils (URT, 2004). All four headteachers involved in the study said that the

transparency in the whole system of procurement and management of school funds had been improved. One of the headteachers pointed out that, immediately the funds were disbursed in the school bank account, the District Executive Director (through the District Education Officer) informs all the communities and schools. The communities are informed through displaying the information on the public notice-boards showing the amount of funds which has been allocated to each school. At the same time, the District Executive Director sends letters with information on the arrival of funds to all headteachers. Consequently, the headteachers inform other teachers and the members of the school committees to make allocations based on guidelines governing the funds as well as according to the schools' development plans in general. Usually in the headteachers' office the guideline break down of the capitation grant is displayed as follows:

Table 14: Allocation of Capitation Grants Cost in Schools

Capitation Grants Cost	TZS
Facility repairs	2 000
Text books, teaching guidelines, Supplementary reading materials sent to the district	4 000
Chalk, exercise books, pens and pencils	2 000
Administration materials	1 000
Examination paper purchase and printing	1 000
Total Capitation Grants	10 000

Source: PEDP policies document.

Table 14 for example, a school with 586 enrolled pupils was supposed to receive Tzs 5 860 000 for the year 2007. That is to say, 586 pupils enrolled in a school multiplied by 1000Tzs, of which each pupil is supposed to be paid for annually. Similarly, from Table 10, in order to determine how much would be allocated for a

single item such as text books, teaching guidelines and supplementary reading materials for example, then, 586 pupils in a school would be multiplied by 4 000. The total would be Tzs 2 344 000. That is how the school funds should be allocated (URT, 2001).

Unfortunately, this school received 800/=Tzs instead of at least 10,000/= per pupil which is contrary to what the PEDP suggest. At this point, it should be mentioned that this is undoubtedly the most innovative and important aspect /outcome of decentralisation of primary education in Tanzania. For, prior to this, there was no direct funding from the central or district authority that used to go to schools. But, as a result of primary education decentralisation, now all the primary schools receive some money from the central/ district authority. As we shall see later, this funding has been a great source of motivation for not only teachers and headteachers but also the community at large.

The information from the District Education Officers (DEOs) and headteacher discussed above seems that the implementation of PEDP in decentralised manner has made some commendable improvements on the accountability and management of school funds. The fact that communities were involved in the provision of their labour and the management of the school funds would imply that signs of checks and balances existed in and outside the schools. The school committees were supposed to be accountable to the parents, village councils, wards and district councils. The District Councils would be accountable to the region and ministries responsible for primary education. The presence of such a chain of command and

therefore checks and balance would obviously imply the minimization of chances of malmanagement. Similarly, Carnoy (1999) argues that improved governance and accountability through decentralisation may lead to higher efficiency in the use of resources, which contributes to improved school performance.

4.1.1.7 Teaching and Learning Resources

The quality of education processes is enhanced by the availability of relevant teaching and learning materials. Textbooks are one critical factor in successful learning and the PEDP makes this a key focus. The other critical factor is the relevance of the curriculum to the many and varied contexts and life challenges facing Tanzanian children now and in the future. As schools become more adept at producing their own Whole School Development Plans, the PEDP Capitation Grant will become a key mechanism for acquiring textbooks and other materials that will stimulate learning and teaching processes, and for providing other non-salary items that will improve the general learning environment. Apart from Capitation Grant, the Investment Grant, together with community input, will provide for the construction and rehabilitation of classrooms and basic sanitation facilities.

The URT (1995: 103) stipulates that “Government shall set and establish standard infrastructure and facilities for primary schools, such as educational equipment, libraries and instructional materials necessary for effective delivery and acquisition of good quality education”. At this point, it should be pointed out that as far as quality is concerned, the following aspects have been identified to have been improved due to the PEDP policies implementation in primary education, namely

text books, reading and learning materials. The visited schools during data collection the condition of text books and other learning materials has been slightly improved by interviewing pupils on book pupil ratio in various categories of books including, *Hisabati* (Mathematics) *Kiingereza*, (English), *Kiswahili* and *Sayansi* (Science). With to slight increase in the number of books, led into reduction of book to pupil ratio.

Despite the slightly improved book pupil ratios, it is clear that Mbarali District Council still has a long way to go in achieving the national target of one book to one pupil (1:1) (URT, 2001). However, what is interesting is that the authority for book procurement has been decentralised from the central and district levels to the school level. It is hoped that this will reduce some bureaucratic procedures and therefore facilitate quick procurement of books. Pupils' and teachers' accessibility to teaching and learning materials would therefore be achieved. This was confirmed by one of the education officers in Mbarali District Council:

“Kuanzia mwezi Januari 2004, serikali ilibadilisha utaratibu wa kupeleka ruzuku ya ununuzi wa vitabu Halmashauri kwa kutumia akaunti namba 5 ya Idara ya Elimu. Awali, Halmashauri ilitumia fedha kununua vitabu na kuvigawa shuleni. Kwa sasa, mambo yamebadilika. Ruzuku toka serikali kuu ya ununuzi wa vitabu inapelekwa moja kwa moja kwenye akaunti ya kila shule kwa kupitia Halmashauri. Hadi sasa, shule zote zimenunua vitabu na tayari vimeanza kutumika”.

Which means, “From January 2004 the government has changed its system in purchasing textbook for primary schools? In the previous system, the government used to disburse the funds for textbooks procurements for primary school through the District Council Account Number 5 under Education Department. The District Council then used the funds to procure textbooks and then distribute them to schools. This is no longer the case now. In the new system, funds for the purchase of textbooks are sent directly by the Central Government to the account of each school via the District Council. Up to now, all schools have already bought text books and they are already in use”.

From the quotation, it can be noted that the authority for the procurement of textbooks has been delegated to the school committees. This can mean that the headteacher, the school committee, teachers and probably pupils have been given the opportunity to choose the books they want. If this power is not misused, it is likely to improve the quality of teaching and learning as teachers will obviously suggest quality and user friendly books. Thus, the findings concur with Winkler and Yeo (2007) who suggests that decentralisation that gives schools autonomy and responsibility for their performance appears to generate the characteristics of highly effective schools.

4.1.1.8 The Sense of Ownership

Ownership was one of the aspects which were attributed to decentralisation. The findings revealed that people felt the sense of owning the school by being involved in a number of issues including school funds management. This was evident during the

focus group discussion where one member of the school committee described the involvement of the community, in the management of the school as having led among many other things to the increase in security around the schools' properties. This is how the respective key informant from the study area put it:

“Siku za nyuma watu wasiofahamika waliiba mali za shule. Lakini, tunajiuliza, watu hawa walitoka wapi? Hakuna anayejua, lakini nadhani walitoka maeneo jirani na shule. Na, yayumkinika kuwa wanajumuia walijua ni nani walifanya uovu huo. Hata hivyo, wote tulibaki kwenye mataa kwani hakuna hata mmoja wetu alikuwa tayari kutoa taarifa za watu hao. Lakini, mwenzangu! Mara tu zoezi la kushirikisha jamii kusimamia fedha za shule lilipoanza, kesi za wizi zimepungua. Sasa, usiniulize zimepungua ngapi, kutoka ngapi lakini najua kutokana na uzoefu wangu. Kwa sasa watu wanajua fika kuwa kama shule ikiharibiwa, ni watu hao hao watakaohitajika kutengeneza. Kwa jinsi hiyo, watu wapo tayari kutoa taarifa ya uharibifu wowote unaojiotokeza shuleni ikiwa ni pamoja na kumtaja mhalifu wa uhalibifu huo”

This translated to mean, “In the past, our schools used to be Destroy wantonly (vandalized) and some properties used to be stolen from them. One wonders where these people who did all these things come from. No one seemed to know, but I think they ought to have come from the same community around the schools. And most likely, some members of the community might have known these people. The problem however was that no one among us was ready to report these people. But, my friend! That was in the past and not now. Since the exercise of involving the people in the financing and management of schools started, the vandalism and stealing cases in our schools have been reduced. But don't ask me about the statistics

because I don't have them. But, I know from my experience that the incidents have dropped sharply. Now, people know that if some properties in a school are destroyed, they are the ones who will be asked to replace them. Hence, they are ready to report any destruction that happens in schools as well as to report the perpetrators of these destructions”

Another member of the school committee from had more or less similar views. This is how the informant put it:

“Kwa sasa tunamiliki shule kwa sababu tulizijenga wenyewe. Tulitengeneza madawati na kutayarisha viwanja vya kuchezea. Kijana, katika dunia hii mtu asikudanganye, ukigharimia kitu ndipo unakuwa na sauti juu yake”

This means, “Now we own the schools because we built them ourselves. We made the desks and we also prepared school play grounds. Let me assure you my young man, in today's world, to have a say on something, you have to own it”

According to these key informants, community participation into the management of the schools has enhanced the sense of ownership of schools, which in turn has improved the security situation around the schools. The community learned that if something is destroyed or taken away, it will be responsible to repair or pay for it. Thus, almost everyone in the community is aware of what properties a school owns. On the other hand, contributions gave the communities the voice over schools' affairs especially on matters related to management of the schools. The findings on the quality of PEDP policies in education seem to be consistent with Mosha and Dachi (2004) who found that democratic and popular participation through

decentralisation of education in Tanzania were not coincidental. They were meant to empower stakeholders in education and other citizens through their local governments and communities to promote broad-based collaboration in the mobilization of resources. It is maintained that “prescriptions from above or elsewhere do not work” (Mosha and Dachi, 2004: 171). This can mean that if the community is effectively involved, it can make good contributions to their development than receiving orders from the centre. Similarly, URT (2004) noted that school communities in Tanzania had begun taking local ownership seriously and the ‘demand culture’ was growing as a result of decentralizing primary education.

4.1.1.9 Quality improvement of primary education

To answer the question on the state of teachers in primary schools, the second primary education policy priority under PEDP is to revitalise and improve the quality of primary education, focusing on three main components: (a) improving teachers’ teaching styles and methods in the classroom, (b) ensuring the availability of good quality learning and teaching materials; and (c) ensuring the necessary support for maintaining educational standards. The aim is to improve the overall achievement of both male and female pupils in the primary education system.

4.1.1.10 Human Resource

The teacher in the classroom is the key player for bringing about qualitative improvement in learning. Such quality is maximised where there is an enabling and supportive environment, where the learners participate actively in the process, and

where pupils, teachers and schools have opportunities for personal and institutional growth which enhanced capacity building.

4.1.1.11 Capacity building

The third PEDP policy in primary education was strategic strengthen the institutional capacity and competence of the central, LGAs and school levels. This is consistent with the Government's policies of achieving greater efficiency, reforming the civil service and local government, decentralising government functions, and absorbing the principles of participation and empowerment into public service.

4.1.1.12 Pre-Service Teacher Training

The PEDP policy strategy was to train a large number of new teachers during the PEDP period, providing them with appropriate qualifications and adequate pedagogical skills. In order to achieve this, the curriculum, the duration and timing of teacher training courses, and the resources in the teacher training colleges were reviewed in line with this objective. In addition, a programme of up-grading tutors' qualifications was established.

According to PEDP policies implementation during the period, programmes for up-grading teachers' qualifications continued. However, the emphasis of most training was in professional Development of teachers, tutors, inspectors and other educational leaders (BEDC, 2001:9). From the quotation, the documentary finding revealed that majority of teachers in MDC acquired and developed appropriate pedagogical skills that are academically sound, child-friendly, and gender-sensitive,

acquired higher qualifications, and teachers had provided with necessary support from inspectors, ward executive coordinators, and headteachers, through pre-service teacher training. Among key informants interviewed said, currently the higher education officers i.e. DEOs, DAOs, and SLOs motivated us through visiting in remote areas where the majority of us implementing PEDP policies for the district and the nation at large.

4.1.1.13 Educational Management Information System

The PEDP policies emphasized on education management and information system to all education staffs from national up to school levels, “Education managers and planners require accurate, timely information to effectively operate and develop the education system”. The human aspect of this requirement is that in a decentralised system, all stakeholders must see themselves as collectors, providers and users of educational information. The technological aspect is to exploit the computer as a tool for creating an Education Management Information System (EMIS) which can organize and maintain educational data in a format that aids monitoring, evaluation and planning. Findings revealed that only the district level received additional equipment and technology that will ensure appropriate flows of educational information and communication to enable them into access to reliable data and information about the education system including statistics of AIDS-related deaths of the teachers.

4.2 Challenges for PEDP policies implementation

After revealing the main achievements on quality of education associated with PEDP in Mbarali District Council and Tanzania at large, it should be noted that a number of challenges still face the education plan. In this section, challenges are categorized according to the achieved areas.

4.2.1. Access and equity challenges

This section provides the findings under two components: unequal allocation of teachers and school building and other facilities.

4.2.1(a) Unequal Allocation of Teachers

Teachers are the most important factor in delivering instruction to children (Gersberg & Winkler, 2003). If the exercise of allocation and transfer of teachers is mishandled by the district councils, then, the potential benefits of PEDP can be highly constrained.

In the study, it was revealed that, the rapid enrolment expansion which most of the people cherished in Tanzania had abruptly turned the schools into a chaotic situation and consequently affected the quality of education. This was mainly because the available teachers did not match with the rapid increase in the number of enrolled pupils in schools. In other words, what was termed as success in terms of equity and access has adversely affected the quality of primary education due to the mismatch between the number of teachers and pupils in schools. The information collected through documentary review in 2006 showed that the Teacher pupil ratio was 1:63.

The Table 11 shows the changes in teacher-pupil ratio in public primary schools in MDC from 2007 to date.

Table 15: Teacher Pupils Ratio in MDC in 2007 to date

District Council	Schools	Teachers			Pupils			Teacher-pupil ratio
		Male	Female	Total	Male	Female	Total	
MDC	101	572	498	1 070	26 496	27 387	53 883	1:50

Source: MDC 2009, PEDP reports.

Table 15 presents the number of primary schools, teachers and pupils in Mbarali District Council (MDC) in 2007. The Teacher Pupil Ratio is 1:50 in MDC. The ratio is closer to the national standard ratio, though not quite. According to URT (2001:5) “the standard teacher-to-pupil ratio is 1:45”. Ideally this would seem that a council are about to meet the national standard of one teacher to 45 pupils. On the other hand, it is important to emphasize upfront that Table 12 is provided to show how the District Councils face challenges in allocating teachers to schools according to the number of pupils. Statistically, it is true that the District Council (MDC) has almost reached the national standard on the teacher to pupil ratio, but, the formal teaching and learning process does not take place at the district level rather at schools. Thus, the findings from two schools within Mbarali District Council can reflect the challenges faced by the Local Governments to allocate scarce teachers to their respective schools according to the demands.

Table 16: Teacher Pupil Ratio in Majenje primary school and Uhambule Primary Schools 2002 to date

Majenje and Rwanyo primary school				Uhambule primary school			
Grade	Boys	Girls	Total	Grade	Total Pupils	Boys	Girls
1	68	58	126	1	59	30	29
2	50	63	113	2	78	35	43
3	55	68	123	3	58	28	30
4	57	77	134	4	67	40	27
5	45	71	116	5	86	48	38
6	64	115	179	6	76	40	36
7	71	87	158	7	162	86	76
Total (pupil)	410	409	946		586		
Teachers	Male 5+3=8	Female 10+9=19	Total 27	Teachers	Male 5	Female 2	Total 7
Teacher Pupil Ratio			1:35	Teacher Pupil Ratio			1:84

From Table 16, it can be noted that Uhambule Primary School has grade one up to seven with a total number of 586 pupils but only 7 teachers. This can imply that on average, one teacher takes care of eighty four pupils (1:84).

However, it is important to note that most of the time, headteachers deal with administrative issues rather than teaching in classrooms. That is to say, in practice, six teachers are mostly responsible in taking care of grade one up to seven in Uhambule Primary School. Such a situation might not only necessitate pupils' congestion in classrooms but also teachers are overloaded. Among the reasons as to why Uhambule Primary School had only seven teachers is that, it is situated about 18 kilometres from tarmac road, where social services such as clean water, electricity and roads are not available. As a result, most of the teachers who were posted are either quit from the professional.

While Uhambule Primary School had (1:84) teacher pupils' ratio, the situation was quite different in Majenje and Rwanyo Primary School. According to the 30th March 2007 monthly school report, Majenje and Rwanyo Primary School, in the same District Council (MDC), had a total number of 946 pupil and 27 teachers. On average then, Majenje and Rwanyo had a teacher pupil ratio of (1:35) statistically. Majenje and Rwanyo primary school is situated along main road of Iringa – Mbeya where social services such as clean water, electricity and roads are available. As a result, most of the teachers who were posted settled.

As a general rule, schools in the remote areas had few teachers than schools closer to the town centres in Mbarali District Council. Teachers' imbalance could imply that it was not enough for the government to annually train and recruit more teachers. What also needs to be done is for the government to come up with a clear development system which incorporates an incentive package such as teacher housing and special allowances especially for the schools in the rural areas.

It should also be noted that out of seven teachers in Uhambule Primary School only two teachers were women. On the contrary, out of fifteen teachers in Majenje and Rwanyo Primary School only five teachers were males. Again, as a general rule, most teachers in urban schools are females. This is explained by the fact that many female teachers moved to urban areas to join their husbands upon their marriages. The findings on the contemporary imbalance between teachers and pupils are in contrast with PEDP one of whose aims was to establish a teacher to pupil ratio that effectively accommodated the enrolment increase (URT, 2003). On the contrary,

recent studies have found that recruitment of teachers in rural areas remains a major challenge in the primary education sector (Sumra & Scholl, 2007). Similarly, (Brock-Utne, 2006; Carr-Hill & Ndalichako, 2005; World Bank, 2000) assert that the state of teachers' working conditions in rural areas in Tanzania had a detrimental effect on deployment as well as retention of teachers in those areas. Yet, there seemed to be no easy solution to the problems which stemmed partly from lack of adequate facilities such as houses and partly because 46 percent of teachers were females (Galabawa, 2001; URT, 2003).

Findings from Mbarali District Council showed that movement of female teachers to their husbands is present but the facts are that no clear data on how many female teachers moved to their husbands, District Academic Officer said. Most of female teachers were married and could not be located far from their husbands. Many of these teachers were located in urban areas, and if they were required to move to the rural areas, they would quit teaching (URT, 2001).

4.2.1.2 School Buildings and Other Facilities

One of the questions in the interview sessions sought to discover the extent to which the schools had enough facilities to cater to the pupils and teachers use. Four head teachers attended the interview. All the informants revealed that the current increasing number of pupils and teachers did not match with the available facilities in schools. This is how one of the head teachers in MDC put it:

“Ni kweli wanafunzi wameongezeka, lakini sasa shida ni tuwaweke wapi? Japo wananchi na serikali wamejitahidi kujenga lakini bado shida ni kubwa. Vyumba vya madarasa havitoshi kabisa. Mara nyingi tunachanganya mikondo miwili hadi mitatu ndani ya darasa moja. Matokeo yake wanafunzi wanabanana sana ndani ya darasa. Wakati mwingine, wanafunzi wengine inabidi wakae chini wengine wasimame kwa kuwa hawatoshi kwenye darasa”

This means, “it is true that the number of pupils has increased but then where do we place them? Although the government and communities have tried to increase the number of classrooms, the problem is still big. Classrooms are not enough at all. Most of the time, we combine two or three streams into a single classroom. As a result, pupils are congested in the classrooms. Sometimes, some of the pupils have to stand up while others are seated because the rooms are too small to accommodate all of them”

The quote seems to imply that in some of the primary schools, the available classrooms did not match with the number of pupils. This situation makes both the teaching and learning process less comfortable. Pupils who were forced to stand looked like they were being punished. The information from the review of documents as summarised in Table 13 can help to verify the real scarcity of classrooms, teachers’ houses, toilets, store, offices, cupboards, desks, tables in Mbarali District Council.

Table 17: Required, Available and Shortage of School Buildings and Facilities in MDC

Facility	Requirement	Available	Deficit	% Deficit
Classrooms	1 343	637	706	53
Teachers houses	1 386	288	1 098	79
Pit latrine	1 274	762	512	40
Desks	17 969	12 441	5 228	31
Stores	197	61	136	69
Tables	2 717	914	1 803	66
Offices	282	210	72	26
Cupboards	1 624	366	1 258	77

Source: PEDP performance reports 2007.

The main purpose Table 17 is to show that District Councils still lack school buildings and other facilities to facilitate the smooth provision of primary education. MDC had 53 883 enrolled pupils and 1 070 teachers. Deficit in classrooms in the council can also imply that there was congestion in classrooms. Such congestion can hinder smooth teaching and learning processes.

Inadequate teacher houses could imply that most of the teachers were not provided with enough houses by their respective authorities. This situation could affect efforts to improve primary education as well. As one of the District Education Officer from MDC insisted, “Teachers who work and live closer to their schools have a greater chance of attending most of their subjects in classrooms than those who live far away”. This could mean that there were many obstacles when getting to schools including transport problems. The information collected from MDC confirmed that some of the teachers became tired before they had started teaching due to walking long distances on their way to schools. Also, teachers from MDC walked long distances because they did not have transport. The findings in Table 17 are in line with Sumra (2004) whose study

found that construction of primary school classrooms in Tanzania had not matched requirements as many primary schools were without adequate number of desks, pit latrines, water tanks and teacher houses. However, the inadequacy not only existed in primary schools but also the Education Sector Situational Analysis found that some of the teacher training institutions lacked basic facilities including library materials, classrooms, offices, resource rooms, laboratories with equipments and chemicals, lecture theatres, computers laboratories and connectivity to mention a few (Carr-Hill and Ndalichako, 2005). This can imply that teachers trained under scarce of teaching and learning materials are likely to provide low quality education to primary school pupils.

4.2.2 Quality of Education Challenges

There is, perhaps no other issue which occupies a centre stage on the discussions of the education reforms more than the issue of quality of primary education. Indeed, most education reforms across the world are justified on the grounds of improving quality of education. Quality in education is defined as “going beyond quantitative inputs such as the number of qualified teachers, adequate and appropriate physical structures and facilities, equipment to include teacher competence and commitment, curricula relevance and gender sensitive” (Fawe 1995 in Brock-Utne, 2006:60). Because the concept is too broad to tackle, the study focused on some of the aspects of education quality categorized under: teachers’ qualifications; relevance of education imparted; incorporation of indigenous knowledge in the curriculum; foreign values and, national examinations.

4.2.2.1 Teachers' Qualifications

Education for All (EFA) goals direct developing countries to enhance teachers' status, morale and professionalism, professional development and effective management of the teaching force as a crucial factor in enhancing the relevance of quality of education. It is stated that "the minimum qualification for a primary school teacher shall be possession of a valid grade A Teacher Education Certificate" (URT, 1995: 102). The findings through documentary analysis from MDC revealed that there were four groups of teachers teaching in primary schools: Degree, Diploma; Grade 111A and Grade B and C.

Table 18: Primary School Teacher Qualifications in MDC July, 2007 to date

Council	Graduate			Diploma			Grade III A			Grade B and C		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Mbarali	3	2	5	34	8	42	506	464	970	29	24	53

Source: MDC as per July, 2007.

Table 14 shows the extent to which Mbarali District Council (MDC) has been able to meet the Central Government's goal. Out of the four groups: Graduate, Diploma; Grade IIIA; and Grade B and C, only three of them qualify for teaching in primary schools: Degree, Diploma and Grade IIIA. Grade B/C are said to be unqualified to teach in primary schools in Tanzania.

As Table 14 indicates, the number of teachers who were still under the required qualifications level in MDC were 53 (5%), In other words, the presence of such kind of teachers in primary education contributed poor quality education especially in

remote areas where such teachers used to settle rather than in town centres. Similarly, Sumra and Scholl (2007) found that better qualified teachers tended to be found in urban areas in Tanzania. For instance, in their study in 2007, whereas 86.9 percent of teachers were grade IIIA, diploma and graduate-teachers living in Dar es Salaam. Only 55.7 percent of teachers in Lindi had similar qualifications.

4.2.2.2 Relevance of Education Imparted

Most of the governments in the world place emphasis on the provision of relevant education. Perhaps an interesting question to start this subsection could be: yes, relevant education, judged by whom? Who should measure/check the level of relevance? The Government states that “the curriculum at all levels of education and training shall emphasize and promote the merger of theory and practice and the general application of knowledge” (URT, 1995:54). From the community’s perception on the contemporary curriculum, the study revealed that the contemporary primary education lacked some aspects of decentralisation which would make the education provided more relevant to the local communities. The vocational skills which were thought to be relevant for the majority of primary school pupils were given less attention by the government.

According to the informants, there was a big difference between the pupils who completed their primary education before 1940s and those who completed it recently. The informants thought the new generation lacked practical skills in most of what they learned at schools. The lack of practical skills made the school leavers seem incompetent in the eyes of the community concerning the communities’ needs.

In an interview session with one member of the school committee this aspect was articulated as follows:

“Hebu fikiria! Kijana aliyehitimu darasa la saba anashindwa kugonga msumari kwenye ubao. Kugonga msumari tu! Hata biashara, vijana wengi waliomaliza darasa la saba hawawezi kuuza dukani kwakuwa hawawezi kurudisha chenji sahihi kwa wateja. Ndio, nakubali vijana wana mabegi makubwa yamejaa vitabu lakini sijui ni mambo gani hawa walimu wa kisasa wanafundisha huko shuleni”

This means, “imagine a standard seven leaver cannot hammer a nail to wood! Just hammering a nail! Even in business, many of the school leavers cannot sell in a shop because they are unable to give back the change to the customers. Yes, our children have big bags full of books but I don’t know what knowledge and skills these modern teachers impart in schools”

It is obvious that the informant of the school committee places a lot of emphasis on practical skills imparted to the children in schools. The community also expected a school leaver to be able to help their parents in conducting transactions like selling in the kiosks. If a school leaver failed to obtain these skills, then the education acquired by the school leavers seemed to be irrelevant to the community. Similarly, Mosha and Dachi (2004) conducted a study in Tanzania on how education under PEDP policies can alleviate poverty.

They found that students are generally poor in measurements of lengths and weight in both metric and British systems. They are many students even at university level

who have low knowledge of measurements. This is a big deficit because proper spacing of crops, application of fertilizers, determining yield and construction work require sound knowledge and practical skills in the area (Ibid). In this case, general knowledge and practical skills would be particularly useful to students who did not have the chance for further education. Table 15 shows pupils who did not have the chance for secondary education in Mbarali District Council from 1999 to 2003.

**Table 19: Total Candidates Examined, Passed, Selected and Not Selected
Candidates 2002 to 2006 in MDC by Gender.**

Year	Examined			Passed			Selected			Non-selected	%ge
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Total	
2002	1 682	1 714	3 396	1 030	768	1 798	180	162	342	1 56	10
2003	1 068	1 139	2 207	571	372	943	212	209	421	522	19
2004	1 030	986	2 016	487	207	694	266	253	519	175	26
2005	1 651	1 756	3 407	898	640	1 538	326	269	595	1 274	17.5
2006	2 068	4 181	6 249	1 433	1 485	2 918	775	710	1 485	1 846	24
Total	7 499	9 776	17 275	3 521	3 472	7 891	1 757	1 603	3 362	5 070	96.5

Source: DEOs office-Mbarali District Council (MDC) on National Standard Seven Examinations

Reports 2007

In general, Table 16 indicates that from 2002 to 2006, out of 17275 (100%) pupils who sat the Standard Seven National Examination, only 3362 (19.5%) were selected for secondary school education, the rest 13913 (80.5) did not get the chance. This is to show that only very few of the standard seven pupils go for further education. The implication here is that the rest (80.5%) of the students who were not selected for further education go back to their homes in villages to help their parents in such activities like farming, animal husbandry, small business and so forth. The argument here is that, if the standard seven leavers who go back to their homes did not acquire

the necessary skills concerning their needs, then, the packages of education they acquired may seem irrelevant in the eyes of the community in which they will live.

From Table 15, the candidates ‘not selected’ are the majority (80.5%) and they should have been better prepared to manage their lives after graduation. Although Nyerere suggested the focus to be on the majority since 1960s, until today, primary education in Tanzania seems to be mainly theoretical, intended to benefit the minority (19.5%). This tendency is not only contrary to Nyerere’s suggestion but it results in the majority of the pupils staying in schools for seven years and thereafter going back to their villages without practical and relevant skills to help them master their environment. To put it differently, it is the majority that Nyerere (1967) is referring to who are likely to make fast developments in their respective local communities. After all, the majority of those who continue with secondary education never go back to stay in their villages.

4.2.2.3 Incorporation of Indigenous Knowledge in the Curriculum

From the views of the previous informants, I was interested to know the extent to which the current curriculum catered to the local needs. In a focus group discussion, the members of the School Committee said that elders’ accumulated skills, values and wisdom were not fully exploited by the young generation. One of the members of the School Committee had this to say:

“Mfumo wa sasa wa elimu umeshindwa kutumia maarifa na ujuzi wetu. Tutakufa na ujuzi wetu bila kuurithisha kwa kizazi kipywa. Serikali inaonekana kukumbatia mawazo ya wasomi tu. Wanadhani hatuna mchango wowote kwenye elimu kwa kuwa hatukusoma. Lakini, hata

watu wa maofisini wengine ni wadogo kiasi kwamba hawajui historia za jamii zetu ipaswavyo. Baadhi ya watu maofisini hawawezi kutabiri kipindi cha mvua wala kiangazi. Kuna mambo tunayajua ambayo wao hawayajui” This means that, “the current education system has failed to exploit our knowledge and skills. We are going to die with these skills unexploited. The government seems to respect only views from educated people. They think we have nothing to offer because we are uneducated. But, some people in the offices are very young to the extent that they don’t know the deep history of our society. They can neither forecast local rainy seasons nor dry ones. There are things we know that educated people do not”

According to this informant the elders and indeed the members of the community should be given an opportunity to include their views in what the children learn at schools. The elders asked to be involved in the education system so that the younger generation can have an opportunity to learn and inherit the indigenous education. The quotation concurs with Nyerere (1967) who argues:

Every thing we do stresses book learning, and underestimates the value to our society of traditional knowledge and the wisdom which is often acquired by intelligent men and women as they experience life, even without their being able to read at all (Ibid p.57).

From this quote, one can note that the knowledge and experiences for primary school children should not solely be suggested by the Central Government, but an addition can come from the local community to enrich the formal curriculum. In other words, the contributions of the local community through decentralisation should not only mean tangible and financial matters, but also the elders’ accumulated skills and experiences can improve the quality of primary education in

Tanzania. Similarly, Mosha and Dachi (2004:181) found that “poverty can be addressed through education if the Tanzanian Institute of Education prepared only the core curriculum and stakeholders are given more say in determining support and enrichment curriculum”. In this way PEDP can be used as a strategy to alleviate poverty in Tanzania. The findings on involvement of the local stakeholders to influence the teaching and learning processes are also in line with Nyerere’s theory on Education for Self-Reliance who argues that the education systems in different kinds of societies in the world have been, and are, very different in organization and content. They are different because the societies providing the education are different, and because education, whether it be formal or informal, have a purpose. That purpose is to transmit from one generation to the next the accumulated wisdom and knowledge of the society, and to prepare young people for their future membership of the society and their active participation in its maintenance or its development (Nyerere, 1967)

The quote from Nyerere (1967) implies that, different societies should have different curriculum. For that matter, the curricula of different societies should encompass a number of skills which will fit in respective societies. It also may imply that the education provided in Tanzania could prepare the young generation for their future membership only if the curriculum content was locally oriented. Only in this way, can the education be said to be instrumental in poverty alleviation.

Thus, Nyerere’s philosophy on Education for Self-Reliance was expected to enable those who went through it to become self-confident, cherish local knowledge and

indigenous science, build a modern scientific outlook and actually practice scientific and critical thinking. For example, pupils who went through Education for Self-Reliance would not reject the use of traditional herbs for medicinal purposes or, equally embrace every foreign medicine merely because it was labelled ‘foreign’ (Lwaitama, 2004).

4.2.2.4 Effect of Foreign Values in Education

There is a growing perception that currently, foreign values are embraced at the expense of the local ones in the Tanzanian education system. Some of the informants involved in this study commented that the behaviours of their children changed dramatically as their sons and daughters started formal education. The informants mentioned a number of factors including a school acting as an agent of the spreading foreign values. One of the members of the school committees had this to say:

“Kama kawaida walimu huanza kufundisha kusoma kuanzia a, e, i, o, u. Siku moja, nikamwambia mwanangu nisomee mnayofundishwa. Mwanangu alishika kitabu na kusema mwalimu kasema herufi ‘A’ inasimama badala ya tunda la “Epo” [apple]... Unaona chanzo cha matatizo? Kwa nini watoto wadogo wafundishwe ‘maepo’ yanayolimwa nchi za nje badala ya mazao kama vile mpunga, mahindi, maharage, viazi, ndizi.na mengineyo?”

This means that, “as usual, teachers start teaching to read from the letters a, e, i, o, u. One day, I asked my daughter to read for me. My daughter took her book and said: our teacher said a letter ‘A’ stands for ‘Apple’...Do you see the source of some of the problems? Why don’t our teachers teach crops we grow in Mbarali? Why should the young learners first be

taught about apples grown in other countries instead of crops such as rice/paddy, maize, beans, potatoes, or bananas and so forth?”

From this quote, one can note that an ‘apple’ was mentioned by the informant but it could as well mean more than that. It could actually mean the imposition of foreign values in primary schools in Tanzania. The curriculum, teaching and learning materials could be agents of imposing foreign values in the education system. In other words, foreign culture, according to the informants, seems to be increasingly imposed in Tanzania primary education through the on-going liberalization in which decentralisation is part and parcel of the processes.

The findings seem to be in line with Brock-Utne (2006) who found that donors through their aid had enormous influence on the primary school curriculum in Tanzania, particularly in those subjects and themes in which they were interested. Brock-Utne further argues that donors had exerted great pressure to have the themes they were interested in become full-fledged subjects in primary schools in Tanzania. A good example of donor involvement in influencing primary school curriculum is shown in the quote.

Nearly all the curriculum integrated projects based at the Ministry of Education and Vocational training headquarters, Tanzania Institute of Education or (TIE) are run by donor funds, without which they will not operate. At TIE for example there is a Family Life Education project funded by UFPA; the Environment Education Project funded by GTZ; and AIDS Control Education funded by WHO. The donor pressure on what should be included in the content is tremendous (Mbunda 1997 in Brock-Utne, 2006:128).

According to Mbunda in Brock-Utne (2006), donors still dictate what should be relevant for the Tanzanian community. Whoever goes against the wishes of the donors on the content of the curriculum often experiences the withdrawal of funds or other punitive actions by the donors against the recipient country's implementing agency (Brock-Utne, 2006). Under these circumstances, where the donors from the North dictate which content fits the South, it is difficult to expect that the primary school curriculum contents will reflect the interests of the local communities. Yet, it is an enormous challenge to the Central Government whether to ignore the donors' funds and implement the curriculum which is in tune with local communities' interests or take the donors' aid and implement the curriculum which ignores the interest of the community. Similarly, Lwaitama (2004) whose study based on Nyerere's Education for Self-Reliance (1967) argues that the education provided in Tanzania should aim at liberating learners by empowering them from being victims of colonialism to enable them cherish that which is indigenous, and boost their self-confidence. Lwaitama (2004: 35) further found that "Education for liberation seeks to have a less alienating curriculum and builds from what is local and indigenous, while integrating foreign elements which are independently selected and adopted for the benefit of the indigenous".

Based on Lwaitama (2004), the education for liberation was supposed to enable the Tanzanian primary school leavers to be active members of their societies. Pupils' activeness in their societies can be achieved through making the learners aware of their immediate environment. This can imply that learning can move from the known to less unknown; from the familiar to less familiar; and from the local to the

foreign or even from South-oriented to North-oriented skills. The curriculum with elements of decentralisation would for example include introducing indigenous knowledge systems such as local numbering, counting and local crop planting procedures. In this conception where some aspects of the curriculum are decentralised, primary education would be linked to production in the sense that learning activities lead to preparation of products which have internal use value and indeed market value. That means one learns as one produces and equally one produces as one learns.

4.2.3 Management Issues

The management issues consist of other sub-themes such as lower level management capabilities; delay of funds, inadequate allocations and central-local government relations.

4.2.3.1 Lower Level Management Capabilities

The URT (1995:98) stipulates that “All education and training institutions shall have school or college committees....Committees of education and training shall be responsible for management, development, planning, discipline and finance of institutions under their jurisdiction”. In this sub-theme, the members of the school committees from Mbarali District Council were asked to give their views on the extent to which they were capable of efficiently managing schools in their areas of jurisdiction. Seven (54%) members of the school committees from Mbarali District Council complained that their capacities to manage the schools were questionable. They went further to explain that they lacked relevant knowledge and experience on

how to manage the schools. Members of the school committee's incapability to manage led the majority of them to leave most of the powers to the headteachers. In principle headteacher should work together with school committees to produce and regularly up-date three-year school development plans. These will become the basis for all decisions regarding improvements in the quality and delivery of education, and new construction in the school.

The PEDP stated clearly that, school committees will be provided with training regarding their new roles and responsibilities, and a fund equivalent to TZS 500,000/- per school will be provided for school committee training. LGAs and NGOs can also apply to this fund for the provision of such training but nothing was implemented. From the councils, six (46%) members of the school committee knew how the power to manage schools was devolved to school committees. In practice however, most of the members of the school committee left the management and administration responsibilities to headteachers. The major reason given for the school committee to surrender their responsibility was due to the committee's incompetence due to a low level of education and a lack of experience in running schools. In a focus group discussion, one of the members of the school committee commented:

“Bwana Mtafiti, unaona! Kwa kweli, kamati ya shule ina madaraka makubwa lakini inabidi tuwaamini walimu na hasa mwalimu mkuu kwasababu walimu wanajua A mpaka Z kuhusu shule. Walimu wanajua sheria na kanuni zinazoongoza shule. Wanajua ni kitu gani watoto wetu wanajifunza na wanajua kuwalisha [kimasomo]

wanetu. Wanajua viongozi ngazi ya mkoa na wilayani. Walimu wanajua lugha ya kuongea na ‘watu wakubwa’. Zaidi ya hayo, walimu wameelimika sio kama mimi. Kwa hiyo ni jambo jema kuwa sisi wanakamati kuwasikiliza na kuwapa ushirikiano wanaouhitaji walimu. Kwa namna hii, shule yetu itatoa elimu bora” Which means, “Mr. Researcher, you see! The school committee has big powers but we have to trust teachers and especially the headteachers because they know the A to Z of the schools. They know laws and bylaws that govern the schools. They know what our children learn, and they know to feed [give education] our children. They know leaders at regional and district levels. Teachers have a command of a language on how to talk to ‘big people’. After all, teachers are educated compared to me. So, it’s a good idea that we members of the school committee listen to them and give them support they need. In this way our school will provide good education. The quote from the informant may indicate that the members of the school committees in primary schools lack relevant knowledge and experience to efficiently manage the primary schools. Lack of knowledge and experience had made the members of the school committee inferior and led them to unofficially surrender their decision-making powers to the headteachers. This can imply that the selected members of the school committee with relevant competences and experiences were confident and could efficiently utilize their decision-making powers better than those members of the school committee who lacked the required competences.

The data on the inabilities of the members of the school committees are in line with McGinn and Welsh (1999) who argue that decentralisation makes sense only if those who make decisions at the lower levels have relevant knowledge and are able to

carry out the best practices. This can imply that there is no advantage in transferring the decision-making processes to the local levels where actions take place if the local capacity for management is lacking. In line with the ongoing discussion, Mulengeki (2004) discovered that the school committees in Tanzania had very low capacity to efficiently manage their schools under their jurisdiction. The competence required at the local level in this case is not solely knowledge in carrying out the decisions made by the ministries at the centre. Rather, the members of the school committee for instance must be in a position to decide when problems occur, the proper time when rules must be carried out and when those rules can be changed.

4.2.3.2 Donor Dependency Syndrome

More than 80 percent of the primary education budget in Tanzania is dependent upon donors (Mushi 2006). Accordingly, primary education (PEDP) is funded through basket funding with World Bank (28.8%); the Netherlands (9.6% co-financing with World Bank); Canada (9.5); Sweden (14.2); Ireland (2.5); EC (15); Norway (6.9); France (0.9) and Belgium (1.8) (ibid). The question in this section sought to know how donors influenced the PEDP in Tanzanian context. The findings revealed that the current primary education in Tanzania suffers from donor dependency syndrome. With regard to these signs of dependency, one of the informants in HakiElimu had this to comment:

“Kila mtu anapenda kuongea juu ya mafanikio tuliyopata katika elimu ya msingi. Lakini, mara tu mtu anapoanza kusifia baadhi yetu tunaanza kufikiria pia uendelezaji wake. Kweli maendeleo haya ni endelevu? Itakuwaje kama hawa wafadhili wakijitoka? This

means,”everyone likes to talk about the success in primary education. Of course, we are proud of this situation. But as one praises the situation some of us start to think about the sustainability of it. Are these developments sustainable? What would happen if these development partners were to pull out?

The quote above seems to imply that because a considerable amount of funds to run the district councils and primary education in particular comes from donors. That situation in itself creates fear. In the absence of donors, primary education in Tanzania can face problems.

In line with these findings, Mukandala and Peter (2004) conducted a study in Bukoba Rural and Mtwara-Mikindani in Tanzania. Their study was on the impact and effectiveness of Local Government reforms in promoting and strengthening democratic local governance at the grass-roots level. They recommended that government funding is considered more reliable, understanding and flexible compared to donor funding.

4.2.3.3 Irregular Disbursements

The Primary Education Development Plan (PEDP) evaluation report for 2004 indicates that the flow of funds to schools in Tanzania is irregular contrary to the project design which instructs quarterly disbursements to schools (Mushi, 2006). Similarly, all the council officials and head teachers interviewed in this study complained that the flow of funds from the Central Government was not smoothly forthcoming. This is how the head teacher commented:

“Kuchelewa kwa fedha ni kati ya matatizo sugu kwenye shule za msingi. Mipango yetu inakwama kwa kuwa hatuna fedha za utekelezaji. Tuna mpango mkakati wa mwaka, mwezi na hata wiki. Lakini sasa ina maana gani kupanga ukiwa huna uhakika wa vitendea kazi? Hii ni changamoto na hasa kwetu sisi walimu. Inafika wakati ambapo shule nzima haina hata kipande cha chaki cha kuandikia ubaoni. Lakini sasa tufanyeje? Ukienda ofisini kwa Afisa Elimu wa Wilaya anakwambia hawajapokea fedha kutoka serikali kuu” This means, “delay in receiving funds is among the biggest problems in primary schools. Our plans fail because we do not have money to implement them. We have annual strategic plans, monthly plans and even weekly plans. But, where is the logic of planning when you are not sure of the resources? It’s indeed a big challenge for us Head Teachers. It happens sometimes the whole school does not have a single piece of chalk to write on the board. But what can we do about the situation? When you go to the DEOs’ offices they say they have not yet received grants from the government.

According to the informant on this sub-theme, it has been a big problem to implement PEDP policies without the assurance of funds. If the money agreed upon was not sent on time, all the plans became useless as it is difficult to implement without having power especially on financial matters. Similar views were given by one of the education officers in Mbarali District Council:

“Tunapaswa kupokea hela toka serikali kuu kwa robo mwaka. Robo ni kipindi cha miezi mitatu mitatu: Januari-Machi, Aprili-Juni, Julai-Septemba na Oktoba-Disemba. Hata hivyo, wakati fulani yaweza kupita robo mbili au zaidi bila kupokea fedha kutoka serikali kuu. Hii ni Agosti kwa mfano, lakini hakuna fedha iliyoletwa toka serikali kuu” Meaning, “we are supposed to receive funds from the Central

Government quarterly. A quarter is normally a period of three months: January-March, April-June, July-September and October-December. However, sometimes it can go two quarters or more without receiving funds from the Central Government. This is September for example, but no funds for this quarter have been disbursed to the council from the Central Government. From this quote, the informant explained that although funds for the second quarter were supposed to be disbursed in early July, 2009, more than one month had passed without the council receiving the funds. This can mean, as the council gets funds from the Central Government about forty days late, then, the schools will likely receive the funds even later than expected. Needless to say, such practices may automatically deteriorate efforts to improve primary education through PEDP.

4.2.3.4 Inadequate Allocation

The minutes from the four schools shows that even if funds from the Central Government were disbursed in time to the lower levels, usually the funds received were too little to cater to the needs of the respective schools. One of the head teachers commented:

“Hata ufanyeje pesa tunayopokea bado ni ndogo sana ukilinganisha na matumizi ya shule yangu. Hata ingeletwa kwa wakati, haitoshi. Matumizi halisi ya shule yanazidi fedha ambayo shule yangu inapewa” This means, “no matter what the case may be, the money allocated to my school is very little in comparison to the school’s expenditure. Even if it was disbursed on time, it does not suffice. It is too little. The actual school’s expenditure outweighs the money disbursed to my school.

The quote shows the inadequacy of funds disbursed to schools. This situation, which we experienced at the school level, is also reported to characterize what happens at national level. Sumra and Scholl (2007) for example comment that not only are the approved budgets for primary education amounts below the projected costs, but the amount of funds actually realized normally fall short of the approved budget. For the financial year 2005/2006 for instance, just 89.4 percent of the approved budget was released for the primary education sector at national level (Ibid). Likewise, it is interesting to note that there has been a wide variation in the percentage of funds released for various strategic primary education components as follows: personnel enrolment (100%); administration (98.9%); enrolment expansion (96.5%); quality improvement (60.5%); cross-cutting issues (49.1%); capacity building (33%) (Sumra and Scholl, 2007). From these percentages, one can comment that inadequate allocation is a stumbling block in executing Primary Education Development Plan in Tanzania.

4.2.3.5 Central-Local Government Relations

Relations among different levels are some of the factors that can affect the implementation of PEDP in local authority. Through documentary analysis, it was found that there were frictions between Ministries and the Local Government Authorities. The poor relations could be noted in the following quote from (PMORALG, 2007:30) document.”The Education Act, No 25 of 1978 centralized the administration of the schools by giving powers to the minister of Education and the Chief Education Officer and denying the LGAs [Local Government Authorities] the administration and management mandates”

From this quote, one can note that the power of the Chief Education Officer to choose who to administer primary education is enshrined in the 1978 Laws. Thus, any changes to choose who are to be responsible for primary education administration should start from amendment or enactment of the laws of the land.

Another quotation noted "The decentralisation envisaged in the Education and Training Policy of 1995 was based on the deconcentration concept rather than devolution. The policy continued to put the REO [Regional Education Officer] and the DEO [District Education Officer] directly under the jurisdiction of the Minister and the Chief Education Officer. The powers to appoint, transfer and promote REOs and DEOs are still vested in the MoEVT (Ministry of Education and Vocational Training (PMORALG, 2007: 3))"

From the quote we can note that the power to appoint the Regional Education Officer (REO) is still vested under the Chief Education Officer in MoEVT. This seems to be an ambiguity because the REO is accountable to two officers at the same time: the Chief Education Officer (MoEVT) on one hand and the Regional Administrative Secretary (RAS) on the other. Thus, in the chain of command, the REO receives orders from two people: the Chief Education Officer and RAS, which can lead to confusion. In other words, there is an ambiguity because the RAS who employs the REO cannot fire him /her but the Chief Education Officer can.

The DEO is also accountable to two people at the same: the Chief Education Officer (MoEVT) on one hand and the District Executive Director (DED) on the other. While the Chief Education Officer can promote, transfer and fire the DEO, the

District Executive Director who pays the salary to the DEO cannot transfer or promote the DEO. The ambiguity in the central-local government relation can imply that the Central Government has not yet devolved the administrative aspect within primary education, hence the possibility of some of the officers not paying a great efforts to PEDP implementation in their locality could be maximum.

Another quotation showed that the Ministry of Education and Vocational Training continued to hold fund related functions which were supposed to be carried out by PMORALG. This is what the quotation indicated: The principle that resources follow function is not heeded. The MoEVT budget has continued to hold funds intended for classrooms constructions and teachers' houses. These activities had been devolved to the Local Government Authorities, but MoEVT HQ [head quarters] retains the financial resources.

This quotation seems to mean that the ambiguity exists between the Ministry of Education and Vocational Training (MoEVT) on one hand and the Prime Minister's Office, Regional Administration and Local Government (PMORALG) on the other. Although functions are performed at the district level, the MoEVT continues to hold funds intended for classroom constructions. The principle of subsidiarity suggests that the resources should follow function (URT, 2007b). That is to say, the resources should be directed where functions or activities are performed. However, the current situation seems to be contrary to what it should be.

Another quotation captured from PMOLARG documents showed that even the human resources had not been decentralised contrary to what was supposed to happen: "Management and administration of human resources in primary schools is still under the Central Government Institutions; MoEVT head quarters (does the recruitment and transfer) and the Public Service Commission (the Disciplinary role) (PMORALG, 2007:3)"

This quote can be interpreted that although primary education was said to be decentralised in Tanzania, the management of employees such as teachers is still under the management of the Central Government institutions. The promotion of teachers for instance is determined by the Teachers Service Department (TSD). TSD is an organ for the Central Government. Thus, the ambiguity which exists is that, while primary school teachers are paid by their respective districts, their promotions are determined by the Central Government (TSD).

Generally, from the four quotes, it seems that MoEVT has been buying time to shift certain authorities down to the lower levels. Probably they fear being overshadowed by local government authority officers. The Central Government seemed to be reluctant to redistribute certain authorities to lower levels, because the proper meaning of "decentralization does not mean addition but subtraction". From this statement, it was obvious that decentralisation processes implied the centre losing power while the Local Government gaining power. In other words, power is accompanied by functions. The shift of functions from the Central Government to the Local Government could mean the shift of decision-making power from the

centre to the local level. That being the case, those who lose power at the centre may delay the process of decentralisation as it is not in their favour. The table below shows the distribution of functions among Central Government Ministries, District Councils and public primary schools in Tanzania.

Table 20: Responsibilities of education officers in PEDP implementation

Function	Ministries:(MoEVT/PMORALG	District Councils	School/Community
Pupils admission			√
Pupils' discipline			√
Teachers' recruitment	√	Recommends	Give tasks
Teachers' discipline	√		√
Teachers' transfer	√	√	
Fund raising	√		√ parents/community
Allocation of budget	√ centre transfers funds to LGAs		
Utilizing the raised funds			√
Promotion & compensation	√		
Procurement of :books, chalk, furniture			√ uses guidelines from ministry/district
Science kits		√ gets guidelines from the centre	Receive from district
Building standards	√		
School constructions	Send money to LGA	Supervise	√ implements
School calendar	√		
Inspection	√		

Source: District education officials – Mbarali District Council.

Table 16 does not show what the situation was supposed to be but what the real situation was in MDC. Despite the fact that Tanzania is now championing the implementation of the principles of “Decentralization by Devolution”, certain crucial powers are still retained by the centre. From Table 16, it remains unclear whether primary education is decentralised or centralised. The findings on the

contradictions within inter-ministerial levels and the central-local government relations are in consistent with Lauglo (1995) who argues that elites and bureaucrats at the centre set conditions to be fulfilled prior to implementation of PEDP policies. The assumption inherent in Lauglo's argument is that those who hold power at the centre (MoEVT/PMORALG in this case) will be more ready to redistribute it to the local levels if the two parties (centre and local levels) seem to share the same goals. In that case, there has to be consensus between the centre and the local government levels on how to redistribute the authority. The consensus between the two parties helps to reduce the resistance to implementing decentralisation. In other words, issues of decentralisation always stimulate fear on the side of the people at the centre. Their fear may be that, to decentralise means to shift functions from the centre to the local government levels. It should be noted that people are paid due to the functions they perform. People become popular due to the functions they perform. Thus, shifting functions from the centre could mean shifting payments as well as popularity to the lower levels. That is why decentralisation (especially of resources) may be preferred by people at local levels while resisted by people at the centre.

4.2.4 Effects of Extreme Poverty in Education

This section presents the effects of extreme poverty on implementing PEDP policies toward good quality education. One half of all Tanzanians today are considered to be basically poor and approximately one third live in abject poverty (URT, 2001). As it was being mentioned above that, effective implementation of PEDP policies in local authority depends among other things, on the financial capability of both national

and particularly the communities in question. This section presents the challenges of PEDP policies in education that can be attributed to extreme poverty. The challenges include: inability to fund school construction; maltreatment during funds collection; sub-standard school buildings; too many contributions as well as unequal access to education opportunities.

4.2.4.1 Inability to Fund School Construction

URT (1995:116) stipulates that “Financing of education and training shall be shared between government, communities, parents and end-users”. The study revealed that community financing of primary education was not only difficult but also in some cases practically impossible due to extreme poverty. The majority of the communities were unable to fund primary education due to their financial problems. People, particularly those who live in the remote areas, were singled out as an example of individuals who suffered much from community financing exercises. During focus group discussions, one member of the School Committee had this to comment:

“Kwa sasa tulio wengi dunia haitutendei haki kabisa. Ndio! Sio siri. Wengi wetu tunalitambua hili. Mazao yetu hayanunuliwi tena kwa bei nzuri kama ilivyokuwa hapo awali. Ikitokea tukapata wanunuzi wanatupa fedha kidogo, Maisha yanazidi kuwa magumu kila kukicha. Inafikia wakati ambapo sina hakika kama familia yangu itapata mlo wa mchana na usiku. Mbaya zaidi, eti utasikia watu wanagonga mlango wangu wakiniulizia michango ya shule! Michango ya shule! Jamani hebu fikiria!” Which means, “the world has now become really unfair to most of us. Yes!

This is not a secret. Most of us understand this. Our crops are no longer bought at exorbitant prices as it used to be. If it happens that we get buyers, they give us very little money which does not even suffice for our daily spending. So, we are left in the dilemma whether to sell or not. If you don't sell crops to them, then, you end up attracting rats and other insects in your house. Actually, I don't know what happened with buyers these days? Oh! God knows. Life is daily becoming harder and harder. It reaches a time when I'm not sure of what my family will eat for lunch and supper. Yet, some people are still knocking at my door and saying school contributions! School contributions! Just imagine!"

From the above findings, we can see that even if the communities would like to contribute, the government has not yet created a conducive environment for peasant communities to prosper. If the peasants' crops are not bought at good prices, then, it goes without saying that the communities especially in rural areas will be poor and, as a result are less likely to contribute anything towards school construction.

4.2.4.2 Mechanism of raising funds

Community financing especially in developing countries may not be a simple task. During the focus group discussions, some of the members of the School Committees revealed that the process of funds collections is usually as smooth as one would expect. Theoretically, local leaders involved were supposed to persuade people about the significance of community financing school development. In practice, however, some of the leaders at the village level did not know whether school contributions were the matter of individuals' willingness as well as ability. In some cases, the

exercise of raising funds turned into brutality to those who either delayed to contribute or could not afford to pay at all. This is how one member of the School Committee put it:

“Mtu anaweza kudhani ni kazi rahisi kwa kuwa majengo tayari yameisha simama. Hata hivyo, naweza kukuhakikishia kuwa usimamizi wa zoezi la jamii kufadhili maendeleo ya shule halikuwa na bado si suala rahisi hata kidogo. Walau nawajua watu kadhaa waliokimbia nyumba zao kwa kuogopa wakusanya michango. Baadhi yetu tulienda kukopa kwa jamaa zetu au hata kwa rafiki zetu hasa wanaoishi mijini. Na wengine waliuza mali zao kama vile kuku, bata, mbuzi, nguo na wengine vipande vya ardhi. Wengi wetu tulifanya hivi kwa kuhofia karaha ya kukutana na wanamgambo katili. Walipita nyumba moja hadi nyingine wakisaka michango... Ole wao ambao hawakuwa na kitu maana walikipata cha mtema kuni. Kwa mfano, wengine walipigishwa ‘pushapu’, magoti, kutukanwa, lugha za kejeli na matusi, na pengine kupigwa kibao kutegemeana na mgambo alikuwa na hasira au njaa kiasi gani” Which means, “One may think it is easy because the buildings are already erected. However, I can prove to you that the exercise of community financing was and still is not an easy one. I at least know some people who deserted their families because of fearing school contribution collectors. Some of us went out to beg from our relatives or mere friends particularly who live in cities. Others sold their possessions such as chickens, ducks, goats, cows, clothes, or pieces of land. We did all these to avoid meeting the brutal militia men who went from one house to the other to collect money. People who did not have money to pay for school development had to face some problems like push ups, kneeling down, abusive language or even a slap depending on how angry and or hungry the militia man was”

The quote above shows that some people particularly in rural areas were not able to pay contributions for school building construction. As a result, the relevant authorities sent some people to make follow-ups on funds collections. Either intentionally or unintentionally, people who were sent used force to collect funds from the community. The use of force can have two implications: first, people did not pay contributions for schools because they were not willing to do so. Second, it would imply that people who did not pay on time were willing but could not afford to pay. This is confirmed by some of the people from the rural areas going to cities to beg money for the school contribution. Thirdly, those who sold their properties might have had the intention to pay but did not have money. Furthermore, it could as well imply that the community sensitisation was not effectively done to both the members of the community as well as the money collectors. Moreover maltreatment of people who could not afford to pay can result in future hatred of the community against schools and hence discourage people's involvement on school matters.

In community education financing practices, what matters may not only be how much one pays but also how often. In this study, it was revealed that most of people in Mbarali District Council were frustrated not only due to their incapacity to pay but also too many contributions. These sentiments were also expressed by the financial well of informants. In one of the focus group discussions one of the members of School Committees lamented:

“Michango! Michango! Siku hizi neno ‘michango’ limekuwa kama wimbo kijijini kwetu. Watu wa afya wanadai michango! Elimu kadhalika! Ujenzi wa barabara,

kanisani, harusini, misibani! Hivi kwanini? Kila kitu, kila mahali, tunakuta michango. Kwa kweli, tumechoka nahuu wimbo usiokuwa na mwisho. Lakini, kwanini hawa watu huko juu hawakai pamoja na kuchambua kitu gani wanafanya? Jamani, tunasumbuliwa sana. Mimi binafsi kwa mfano nalipia michango ifuatayo kwa ajili ya shule: Shilingi 1 000 kwa ajili ya uji wa mwanangu kila mwezi; Sh 1 000 kwa ajili ya tuisheni; Sh 5 000 kwa ajili ya ujenzi wa shule ya msingi; Sh 12 000 kwa ajili ya ujenzi wa shule za sekondari.... Bwana Mtafiti, nadhani una mambo mengine ya kufanya, kama nikitaja michango yote, utajaza kurasa na kurasa, hata marafiki zangu hapa hawatakuwa na muda wa kuongea na wewe” This meant, “Contributions! Contributions! Nowadays, ‘contribution’ is like a song in our village. Health service personnel demand contribution! Education service personnel the same! Road construction, the church, marriage ceremonies, funerals! Why? Everything, everywhere, we find contributions. We are now tired of this endless song. Why these people up there don’t sit together and analyse what they are doing? We’re being bothered too much. I, for instance, pay the following for school contributions: Tzs 1000 for my kid’s porridge every month; Tzs1000 for tuition; Tsh5000 for primary school building constructions; 12,000 for building secondary schools. Mr. Researcher, I think you have other things to do, if I mention all the contributions, you will fill pages and pages, and even my colleagues here may not find time to talk to you” This focus group discussion revealed that there were too many contributions and that the communities were overtaxed.

According to the informants, although different contributions were initiated by different people from different ministries, at the end of the day a single person ended

up paying all those contributions. In line with this study, Mulengeki (2004) conducted a study on education and poverty alleviation in Bukoba Urban, Bukoba Rural and Ngara Districts in Tanzania. He found that although communities were required to contribute and share costs to support PEDP initiatives, it had become a burden as the number of programmes such as TASAF, District Rural Development Programmes and World Vision also depended on community contributions. Thus, the findings also concur with Geo-Jaja (2004) whose study in Nigeria found that Central Governments imposed upon Local Governments the responsibility to provide and support education, claiming that providing education closer to home would enhance the quality of the outcomes. However, what the Central Governments delegated to Local Governments more often was the financial responsibility to pay for education, keeping at the Central Government control of the scope of education offering and the requirements for performance (Daun and Siminou, 2005).

The above argument on contributions is supported by the views from one member of the School Committee in Ilongo Division- Mbarali District who had this to add.

“Ni makosa kudhania kuwa elimu ya msingi sasa ni bure nchini Tanzania. Kwa wakati fulani ni heri kulipa karo ya shule ukapumzika kuliko kuchangia nguvu na bado ukalipa michango ambayo haifahamiki idadi na jumla yake. Kama ningekuwa na fedha ningemsomesha mwanangu shule za binafsi niachane na huu usumbufu lakini basi tu” This means, “It is wrong to assume that primary education is now free in Tanzania. Sometimes, it is actually a good idea to pay a fixed amount of school fees rather than paying unknown

sums. If I had had money, I would take my kid to study in a private school so that I avoid these disturbances, but have no way out!”

The informant’s statement showed that because of implementing PEDP policies in primary education, both government and communities were supposed to fund primary schools. Some community is able to pay but majority of the citizens are incapable because their income was unpredictable. The biggest share of their disposable income was directed to the public projects such as schools. In addition to school contributions, the same people were supposed to pay other social and political contributions. To ensure good quality education through PEDP to some people in the communities meant too many contributions. No doubt, that the Central Government paid the highest portion to ensure quality education to the citizens, followed community contributions comparatively, MDC contributed less because most of what used to be its sources of revenues such as head taxes had been abolished by the Central Government. Similarly, complaints that a heavy burden has been left to communities seems to hold water if one considers that the government has stronger sources of revenues compared to communities particularly facing extreme poverty. In other words, the government obtains most of the funds for schools from the donors. It was not clear how much the government per se contributed from its own local revenues.

Some efforts by the Mbarali District Council are still estimate figures on the amount which communities might have to contribute. Nevertheless, this attempt contradicted with the information from district education official who commented that Tanzania

was facing a challenge as there were no criteria developed yet to transform communities' from in-kind to cash contribution. This is how the officer argued:

“Serikali bado haijaanzisha mfumo wa kutathmini nguvu za wananchi na kuzibadilisha kifedha. Kwa mfano, wananchi wanafanya kazi kama vile kuchota maji, kutengeneza matofali, kubeba mbaao na mengine mengi. Tukichukua mkoa wa Kilimanjaro kwa mfano, baadhi ya watu hujitolea kufundisha ngoma za asili. Hii inatakiwa ifanyiwe tathmini kwa vile mtu angeweza kutumia muda huo kuzalisha na kulipwa. Kwa hiyo tunahitaji wanauchumi ili kukokotoa hii...ni kwa bahati mbaya kuwa ndizi zinazonunuliwa sokoni zina thaminiwa zaidi kuliko ndizi zinazotoka kwenye mashamba yetu wakati zote ni ndizi tu”

Which means, “The government has not established the mechanisms for evaluating the community members' work and transforms it into cash. For example, the communities do activities such as fetching water from the water sources, brick making, carrying timber from the forest and so forth. In the Kilimanjaro region, for example, some volunteers from the community may teach pupils on how to play traditional dances. This has to be quantified because the time spent by the volunteers could be used to produce goods for which they have been paid as well. So, we need economists to compute this. ...it is unfortunately that bananas from the market are given more value than bananas from our own farms while they are actually the same”

It can be noted that, the Government of Tanzania had not yet established the mechanism which translates peoples' labour into monetary terms. On the other hand, the informant complained that the government paid more attention to any contribution from donors. The specific amount and dates of which the funds from donors were collected could easily be traced. Unfortunately, the communities'

initiatives to improve primary education were not transformed into monetary terms and therefore not properly recorded.

4.2.4.4 Sub-Standard School Buildings

In this study it has observed poor quality of construction work which led to form a supplementary question to explore the reasons behind the schools having rickety buildings despite being new. The findings revealed that lack of funds necessitated the communities to hire cheap builders who in most cases lacked competent skills. In a focus group discussion, one member of the School Committee from Ilongo Dision-Mbarali District Council had this comment:

“Kuna mambo tunaweza ficha lakini mengine hata hayafichiki. Hebu angalia hali ya majengo tuliyonayo kwa sasa. Linganisha majengo mapya na yale yaliyojengwa enzi za mkoloni. Mungu wangu! Yaani huwezi kuamini. Ni hasara na aibu kwenye nyuso zetu. Ni miezi mitatu tu imepita majengo yameanza kuwa na nyufa. Lakini, majengo ya miaka ya 1940 yaliyojengwa na watu weupe bado yako imara. Hii ni Tanzania bwana! Lakini tatizo ni nini? Ni fedha, utawala, vifaa vya ujenzi, au utaalamu? Sina hakika. Vyovyote iwavyo ni aibu kwetu sisi wote” This means, “There are things we can hide and others we cannot. Just look at the situation of the constructed buildings we currently have. Compare the newly constructed school buildings and school buildings constructed in colonial times. My God! You won’t believe it. It’s big shame. Just three months ago the buildings have started showing cracks. But, the 1940s classrooms built by the colonial people are still strong. This is Tanzania! But what is the problem? Is it money; administration; poor buildings materials? Or technical know how? I am not sure. Whatever the case is, it is a big shame”

According to this key informant, the quality of most of the buildings was very poor. Complaints were directed to the government due to its decision to make the communities finance school buildings. Most of the informants in this area emphasized the lack of quality in schools buildings. It was mentioned that because the communities lacked sufficient funds to hire competent architects, they used the locally available builders who either volunteered or demanded just a little amount of money. As a result, most of the school buildings did not meet the required standards set by the Ministry of Education and Vocational Trainings. According to the informant, however, identification of the problems which lead to sub-standard government buildings is a challenge in itself as sometimes even the government funded construction in Tanzania lack the required standards or qualities. The informant's views on poor construction work were in agreement with one of the inspection reports accessed on condition of anonymity. The report disclosed that most of the classrooms constructed under this programme are not up to the standards specified by the Ministry of Education. Most of the buildings have been constructed without ring beams, the sizes of windows are small; classrooms are not completed with the ceilingboard as required. In addition, most of the classrooms constructed under funds distributed in year 2003 are yet to be completed due to lack of funds. The District Council distributed funds to enable construction of one classroom but due to external forces [political] the school committee was instructed to construct at least two classrooms using the same fund. This caused the problem of incompleteness and the problem of low quality (MDC, 2004).

This implies that little attention was been given to the capacity of technical infrastructures and local manpower as well as the extremely poor state of finances in the schools located twenty kilometers from the tarmac road. These policy oversights in design and implementation explain in part the huge gaps that exist between reform ideas and the poor attainment of the PEDP goals of primary education (Buchert, 2002; Geo-Jaja, 2004). Other reasons for poor quality of school buildings cited by studies done in Tanzania include: increased costs of construction materials; insufficient funds released from the allocated budget; late disbursement of funds and famine which affected the community participation in the construction activities (Mlaki, 2005; Sumra & Scholl, 2007; URT, 2006).

4.2.4.5 Unequal Access to Educational Opportunities

Inequality is one of the challenges facing PEDP towards quality education. This sub-theme reflects the views of MDC- SLO about how the financial gap between communities affected individual accessibility to educational opportunities. The inequality in education opportunities became more pronounced in cities than in rural areas. The findings revealed that primary school financing became a big problem in cities where most of the communities were economically unequal. The informants argued that the gap between rich and poor posed a challenge in implementing PEDP policies. It was really difficult to mobilize contributions in economically unequal communities. The informants explained that it was easier to organize poor people living in the same community, facing more or less the same socio-economic problems than a community with different levels of economic backgrounds. While the poor people were motivated to build public schools so that their children could

get an opportunity for better education, those well-to-do people had another option of taking their children to private schools. With this regard, one of the Ward Executive Coordinator had this to comment:

*“Mjini pengo kati ya maskini na matajiri ni kubwa kiasi kwamba kama jamii haikujenga shule ya pamoja sio watu wote wanaoathirika. Watu wenye hela zao watawapeleka watoto wao kwenye shule mbadala, za binafsi. Kama mtoto wa tajiri hakuandikishwa shule A basi atapelekwa shule B au C. Lakini wenzangu na mie, kapuku, hao hawana cha shule mbadala au nini, ukikosa umekosa. Kwa hiyo, watu wanaoishi mjini ni vigumu sana kuwahamasisha kujenga shule ya jumuiya”*This means, “In urban areas, the financial gap between the poor and rich is so big that if the public [community] school is not built, it is not a problem to all. Those with money will just take their kids to private schools. If a child of a rich person is not enrolled in school A, he/she would go to school B or C. But, those friends of mine, the poor, have no choice at all. Because of that, it is too difficult to organize people living in cities to build a community school”

This informant meant that the Local Governments were facing challenges on how to motivate both rich and poor people in cities to have a common interest in building community schools. This was due to the fact that primary education via PEDP in Tanzania was accompanied by the government allowed private investors to run primary schools. Since then, private primary schools have been increasing in number. Unfortunately, the accessibility to private schools mainly depended on the parent’s capability to pay school fees. In most cases, school fees in private schools

were so high that few individuals could afford them. Usually, the financially well-off people can afford private schools. The very poor people, the majority in Tanzania, can hardly afford them. Thus, it was difficult to make groups with different economic backgrounds have the same interest in building community schools. Rich people were not worried if the community schools were not built because they could opt for private schools. In contrast, poor people did not have any other alternative other than public schools. Parents with children at specific schools focused most on particular schools in which their sons and daughters studied. This was a challenge to decentralisation on how to mobilize different people with different interests, capabilities and aspirations to focus on building a single community school. Other informants gave slightly different views on the gap between the rich and poor in cities. The informants' views this time were on how the gap between the rich and the poor led the Tanzanian community towards the society with different classes. The informants referred to the classes of the haves and haves not. Related to this point, one of the political leaders in Igurusi ward-MDC had this to say:

“Haya ndio mambo tuliyokataa wakati wa ujamaa. Tanzania tulikataa matabaka. Ujamaa wetu ulitufundisha kuishi kama ndugu, kuishi kwa furaha kwenye nchi isiyo na ubaguzi. Kwa bahati nzuri au mbaya, taratibu tumeanza kuwa na shule nzuri kwa ajiri ya matajiri na shule mbaya kwa ajiri ya maskini kama mimi. Lakini kumbuka sisi ni wamoja” This means, “This is what we rejected during ujamaa [socialism]. We rejected classes in Tanzania. Our ujamaa taught us to be brothers and sisters, to live happily in a country without discrimination. We are now slowly; fortunately or unfortunately, having good schools for rich people and bad schools for poor people like me. But, just remember we are one”

According to this informant, with the current socio-economic development policies in the country, gaps between poor and rich people within the council were now more visible than ever. The PEDP policy focused at individual communities financing primary schools in their localities. As a result, well built schools had many teachers and obviously a good delivery of education. On the contrary, the poorly built schools especially in rural areas had few teachers and hence an inefficient delivery of education. In this case, poverty leads a social exclusion as it deprives pupil access to education opportunities (Mulengeki, 2004; Sumra, 2003).

The findings concerning the inaccessibility of education is in line with Brock-Utne (2006) who argued that the cost sharing processes in Tanzania meant that poor parents had to bear unequal share of the burden of their children's education. Usually, parents would not be able to do so and greater inequality would occur both being that children would not be able to attend and the resources available in schools would differ depending on local community economic levels. The situation noted with regard to the community incapability to finance primary education due to extreme poverty relate with arguments of certain scholars. For instance, education decentralization in developing countries is often associated with a desire to shift financial burdens away from Central Government and the desire to satisfy local demands for greater autonomy (McGinn and Welsh, 1999; Michael, 1997; Rondinelli, 1983). Likewise, Graham-Brown (1991: 271) case-studies conclude, "if equity of provision in basic education is to be an important consideration, community financing cannot be regarded as a simple panacea for the problems of funding education". In this case, suffice it to say that the implementation of PEDP

policies through community financing is likely to face many challenges in a poor country like Tanzania. Other studies have generated similar findings that concur with the current study. In his analysis of primary education in Tanzania, Sumra (1994) discusses how the delegation of responsibilities for primary education had created serious problems. Sumra argued that most of the district councils lacked resources to adequately deal with the rapid expanding demands for primary education in the country. Based on his research findings, Sumra draws the conclusion that the responsibility of provision of quality education should rest with the Central Government. This can imply that although it is a good idea to involve communities on the day-to-day running of schools, the Central Government should not detach itself from the responsibility of funding primary education.

4.3 Summary of the Chapter

To sum up, the above findings indicate that there were some visible improvements in the provision of PEDP to the communities in order to improve primary education in Mbarali and Tanzania at large, particularly in the area of increased pupil enrolment. On the other hand, it was found that although the power to run schools was said to have been delegated to the lower levels, most of the communities were said to be incapable of running schools due to extreme poverty and the lack of both relevant skills and experience.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 Overview

The previous chapter has shown the findings obtained from the study. This chapter presents a summary of the major findings and conclusions derived from them. Recommendations for policy development and future research are also given.

5.2 Summary

The present study explored the quality of the Primary Education Development Plan (2002-2006) in Mbarali District Council. The study was guided by the research question: To what extent has PEDP managed to perform a balance between the attainment of quantitative and qualitative education developments in Tanzania?

There are some improvements on the implementation of PEDP policies in Mbarali District Council toward good quality Primary Education.

5.3 Conclusions

5.3.1. Enrolment and access

There were some improvement on the pupils' enrolment in primary schools had grown drastically. At Mbarali District Council was able to enroll 106.1 percent in the 2006. The Book Pupils Ratio showed a slight increase from 1:17 in 2001 to 1: 8 in 2006 respectively while The Teacher Pupil Ratio also improvement from 1:97 in 2001 to 1:63 in 2006.

5.3.2 School Building Construction

New classrooms, teacher houses and toilets were built through district council, community involvement and Capitation Grant from Central Government even if not proportional with the need.

5.3.3 Governance and Management

MDC education staffs and stake holder at large had introduced and or strengthened their management skills from district, ward, community and school levels, including the impact of HIV/AIDS on the education system, ensuring gender – equity, and governance, so that children receive a good quality education.

5.3.4 Financial management

Financial management skills had introduced in the district staffs, ward level, head teachers and school committees. This skill ensures proper management and accountability of funds at all relevant levels.

5.3.5 School Committees

All primary schools had School Committees which involved in matters pertaining to construction, procurement of the textbooks, and sometimes student discipline

5.3.6 Capitation Grants to Schools.

There is an improvement in all primary schools in terms of Capitation Grants reception from the District Councils in transparency manner in the whole system of procurement and management of school funds.

I conclude that, the cost of offering free education is beyond the recurrent government budget, the state of national economy is not stable, and donors' grants are short term plan. Therefore, plan of free education which launched 2002/03 in Tanzania and Kenya respectively was for political interest, unless other wise stated. (Mwananchi Magazine, October, 28, 2008:8)

5.4 Recommendations

5.4.1 Enrolment and access

Due to high enrolment rate, the available resources in primary schools do not match with the number of pupils registered. As such, primary schools experience shortages of teachers particularly in rural areas, and facilities such as classrooms, desks, tables, teaching and learning materials, teacher houses, toilets to mention but a few. Similarly, the number of teachers was not only insufficient but also their teaching qualifications were said to be below the stipulated national standards. On this, central government should make sure that in all primary school must be provided with required materials in order to make the PEDP policy smart. Government should make sure that recruitment of adequate grade "A" teachers must be implemented and also upgrading the few remaining grade "B" in order to complement the deficit.

5.3.2 School Committee members.

The majority of the members of the school committees in primary schools, for example, lacked relevant knowledge and experience to efficiently manage the primary schools. On this, Central Government should make sure that the school

committee members should be given an appropriate training as per PEDP policies to rescue the prevailing situation for the betterment of the Tanzanias' education

5.3.3 School Building Construction

Although the Central Government showed its efforts towards building most of the primary schools infrastructures, more efforts should be put on this because the situation of pupils overcrowded, sitting on the non-cement floor is existed among schools.

5.3.4 Capitation Grants to Schools

All primary schools receive of Capitation Grants from the District Councils in transparency in the whole system of procurement and management of school funds. On this, the Central Government should make sure that, capitation grant should reach on time and also the amount per pupil should be added to reflect the current economy and the value of Tanzanian shilling.

5.3.5 Extreme Poverty

Due to the extreme poverty which prevails, most of the communities are incapable of funding primary education. The cost of offering free education is beyond the recurrent government budget, the state of national economy is not stable, and donors' grants are short term plan. As a result, if no measures are taken, the inequality can prevail between richer communities and poorer ones. And plan of free education which launched 2002/03 in Tanzania and Kenya respectively was for political interest, unless other wise stated. (Mwananchi Magazine, October, 28,

2008:8). What also needs to be done is for the government to come up with a clear educational development system which incorporates an incentive package such as teacher housing and special allowances especially for the schools in the rural areas. However, research should be conducted involving all Districts Council within a region in the thought that there is a different economic and academic status about the PEDP success and challenges in good quality of primary education in Tanzania. Further recommendation is that there is a need to conduct research in the quality of Primary Education Development Plan in Southern High land zone region in the thought that there is a different economic and academic status among regions.

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APPENDIXCES

Appendix 1: District level

Interview Guide for District education Officials.

4.2. Governance and management

a). Do your educational staff introduced or strengthened their education management skills for whole school , district ,and national educational planning? Includes the impact of HIV/AIDS on the education system, ensuring gender-equity, and governance; so that children receive a better education

b). Do financial management skills introduced to your schools staffs? Including head teachers, school committees, ward executive coordinators and district educational staffs.

c).Do your district ensure proper management and accountability of funds at all relevant levels

4.3. Educational management information system

A. How do you ensure that education managers at your district can generate and have access to reliable data and information about the education system including statistics of AIDS-related death?

B. Have you provided with potential and use of educational management information system training.

C. How do you ensure that educational planning and policy is based on up-to-date, reliable information across all key indicators? Or did you receive additional supporting equipment and technology that will ensure appropriate flows of educational information and communication?

- D. Have you received any comments from programme coordinators about PEDP implementation in your district?
- E. Which strategies are employed by the district council to manage the financing of primary education?
- F. To what extent does the funding of primary education constrain PEDP?
- G. Apart from the funds which you receive from the Central Government and the District Councils, what are other sources of funds for financing primary education in the district?
- H. What are the in kind contributions from the community? Is in kind an addition to the finance or instead of finance?
- I. What do you think are the advantages/problems behind the use of community contributions as a source of revenue for financing primary education?
- J. How does your office do to make sure that the school fund is managed properly by the school committees?
- K. What other factors do you think enhance/ hinder primary education development plan?
- L. What can be done to maintain the successes and overcome the challenges we have discussed?
- M. What is the average teacher-to-pupils ratio in your school?
- N. What is the pupil-to-book ratio in your schools in 2003).
- O. How many new teachers' houses built in your district from 2002-2006
- P. How many new classrooms constructed from 2002-2006?).
- Q. How many new teachers recruited in your school since 2002?
- R. How many pupils enrolled during PEDP phase I (2002-2006)?

Thank you for your cooperation.
Chikoyo R.A

Appendix 2: Ward Level

Interview Guide for Ward educational Coordinator(s)

1. Pupils enrollment

What is the average teacher-to-pupils ratio in your ward (2002-2006)? -----

How many new teachers recruited in your ward during “MMEM” 2002-2006?-----

What is the average pupil-to-book ratio in your schools within your ward (2002-2006)? -----

How many pupils admitted standard one in the period of 2002 – 2006 in your ward?

How many primary schools in your ward-----

2. Construction

How many new teachers’ houses built in your school from 2002-2006? -----

How many new classrooms constructed from 2002-2006 on average -----

How many new desks in average does your ward manage to obtain (2002-2006)? --

How many new school laboratories established in your ward on average (2002-2006)? -----

How many new toilets constructed in your ward on average (2002-2006)? -----

Appendix 3: School Level

Interview Guide for Head teacher(s)/Academic teacher

1. Teacher recruitment and deployment

- a). How many new teachers recruited in your school since 2002
- b). Is your teachers, teaching multi-grade?
- c). How many teachers in your school in gender basis

2. Construction

- a). How many new teachers' houses built in your school from 2002-2006
- b). How many new classrooms constructed from 2002-2006?
- c). Do your female teachers provided with housing as a deployment

incentive?

- d). Do you teachers live in school compound?
- e). Who takes the responsibility of classroom construction?
- f). (i). Does your school have bank account?
(ii). If **No** in f(i) above, who is accountable for the safety of school funds?
- g). Who provide technical support in classroom construction?

3. Quality improvement**3.1. Human resources**

- a). Did your teachers acquired and develop pedagogical skills that are academically sound, child-friendly and gender-sensitive?
- b). Did your teachers acquire higher qualification?
- c). Did your school teachers provided with necessary support from inspectors, ward Executive coordinator?

3.2. Teaching and learning resource

- a) Did your schools provided with sufficient and relevant instructional material for the entire number of children from 2002 to support curriculum requirement?
- b) What is the pupil-to-book ratio in your school in 2003
- c) Did your school created physical classroom and school environments which are conducive to learning?

4. Capacity building

4.1. Pre-service teachers training.

- a) Did your teachers up-grade their qualification, knowledge and skill as grade “A” teachers in teacher s’ training college?
- b) Did your teachers have appropriate pedagogical skills and knowledge?
- c) Do you received the concept of, and skills for, whole school development planning
- d) Do your school committee are gender balanced, democratically constituted, and inclusive of all key stakeholders?

Appendix 4: Pupil’s Questionnaire

Pupils’ information

I.1. Basic respondents’ information

Date of interview	School name	ward	Division
Respondent’s age	Respondent’s sex 1. Male 2. female	Admission year	Year of study 1. std v 2. std vi

2. Enrolment expansion

2.1. Enrolment and access

- a). When have you admitted in standard one
 1. six years old
 2. seven years old
 3. above eight years old
- b).Have you ever paid school fees

1. Yes

2. No

c). (i). Are you orphan?

1. Yes

2. No

(ii). If yes, have you paid any school contribution from 2002

1. yes

2. No

d). What is the average teacher-to-pupils ratio in your school

1. 1:45

2. 1:50

3. 1: above 51 pupils

e). Is your school conduct double shifts basis? That is morning and afternoon session.

1. Yes

2. No

f). What is the pupil-to-book ratio in your class

1. 1:1

2. 3: 1

3. 4: 1

4. More than 5: 1

g). (i). Where did you sit during class session?

1. on the chair-table combined

2. on the desk

3. on the floor

(ii). If the answer in (i) above is on the desk, what is the desk-to-pupils ratio

1. 1:1
2. 1:2
3. 1:3
4. 1:4

(iii).How many Pit latrines in your school.

1. 2
2. 3
3. 4
4. more than 5

Interview Guide for School Committee**Background Information**

1. When were you selected as a member of the school committee?
2. What are your responsibilities as a member of the school committee?

General/specific views

1. To what extent is the power of decision-making of your school decentralized?
Can you provide specific examples of the certain activities which are decentralized?
2. To what extent is the school committee involved in making decisions on various issues concerning the education development of the school?
3. From your experience, to what extent are you able to efficiently manage schools in your areas of jurisdiction?
4. Is there any academic achievement due to the involvement of the community in managing the school funds? (Head Teacher)
5. To what extent does your school has enough facilities to cater to the pupils and teachers use? (Head Teacher)
6. In which ways do the on-going PEDP make the primary education provided relevant to your communities?
7. What is your experience with funding from the Central Government? How often does your school get funds from the Central Government?
8. Is community financing viable as a source of revenue for primary education financing? (If yes, why? If no, why?)

9. What do you think are the major problems related to the use of community contributions as a source of revenue for financing primary education?
10. Do you have any suggestions/ recommendations?

Kiswahili

Mwongozo wa Usaili kwa Wanakamati wa Shule

Maelezo ya Awali

1. Je, ni tangu lini mlichaguliwa kuwa wajumbe wa kamati ya shule?
2. Je, majukumu yenu hasa ni yapi kama wajumbe wa kamati ya shule?

Taarifa za Jumla/Maalum

1. Je, ni mipango ipi huamuliwa na kamati ya shule/serikali kuu katika shule hii?
2. Ni kwa kiasi gani kamati ya shule inashirikishwa katika kutoa maamuzi kuhusu mambo mbalimbali yanayohusiana na maendeleo ya shule?
3. Kutokana na uzoefu wenu, ni kwa vipi mnaweza kusimamia maendeleo ya shule yenu kikamilifu?
4. Je, kuna mafanikio yoyote ya kitaaluma kutokana na kushirikisha jamii katika usimamizi wa fedha za shule?
5. Je, ni kwa kiasi gani shule yako ina vifaa vya kutosheleza kwa matumizi ya walimu na wanafunzi?
6. Ni kwa vipi MEM unafanya elimu ya msingi inayotolewa iwe ya manufaa kwa jamii zenu?
7. Ni mara ngapi shule hii hupata fedha toka serikalini?

8. Je, fedha zinazochangwa na jamii ni chanzo cha mapato cha kuaminika katika kufadhili elimu ya msingi? (Kama jibu ndiyo, kwanini? Kama hapana, kwanini?)
9. Je, unadhani kuna matatizo gani makubwa katika kutumia michango ya fedha kutoka kwa wananchi kama chanzo cha mapato ya kufadhili wa elimu ya msingi?
10. Je mna maoni/mapendekezo yoyote kuhusu utekelezwaji wa MEMEM?

Asante kwa ushirikiano.

Chikoyo R.A