

**EXAMINING IMPACT OF UNRELIABLE GOVERNMENT
DISBURSEMENT OF CAPITATION GRANTS ON ACADEMIC
PERFORMANCE IN PUBLIC SECONDARY SCHOOLS THE CASE OF
KINONDONI DISTRICT**

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REQUIREMENTS FOR THE DEGREE OF MASTER OF EDUCATION
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CERTIFICATION

The undersigned certifies that she has read and hereby recommends for acceptance by the Open University of Tanzania a dissertation titled; “Examining impact of unreliable government disbursement of capitation grants on academic performance in public secondary schools the case of Kinondoni District in partial fulfillment of the requirements for the award of Master of Education Administration Planning and Policy Studies in the Open University of Tanzania.

.....

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DECLARATION

I, **Flora Leyaro Ngowi**, do hereby declare that this dissertation is my own original work and that it has not been submitted and will not be presented to any other university for similar or any other degree award.

.....

Signature

.....

Date

DEDICATION

This work is dedicated to my beloved family, my children Bevalline, Maureen, Fortune for their moral and financial support, encouragement and prayers which have been instrumental to the success of my study.

I also dedicate the work to my parents who set aside their limited resources for my schooling.

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ABSTRACT

The purpose of this study was to investigate and examine the problem of the unreliable government disbursement of capitation grants to public secondary school on academic performance in case of Kinondoni District. The study involved ten respondents who are head of secondary schools. Qualitative data analysis technique was used data was presented in a narrative form with direct qualitative from the respondents. The findings indicated that capitation grants helped to improve the quality in some aspects and some subjects were not available. The provision of capitation grants to schools was both insufficient and were delayed to reach schools thus, difficult for schools to implement plans timely and sustainably. There was little improvement in the teaching – learning process in these public secondary schools as a result of capitation grants. The study revealed that the management of capitation grants is the responsibility of the head of schools cooperating with the school committees (SCs) it was observed that there were some limitations due to lack of skills in financial management in some of these members. In order to ensure quality education and improving performance in public secondary schools, it was recommended to the government to increase the amount of the capitation grants in the budgetary allocations to make it more adequate and sustainable. Members of schools committees need to be re- trained especially in financial management of school funds.

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LIST OF ABBREVIATION

EFA	Tanzania is Committed to Education for All
ESDP	Education Sector Development Program
ETP	Education and Training Policy
GNP	Gross National Product
MDG's	Millennium Development Goals
MOE	Ministry of Education
MOEVT	Ministry of Education and Vocational Training
NER	Net Enrolment Ratios
PED	Primary Educational Development
PEDP	Primary Education Development Program
PETS	Public Expenditure Tracking Survey
SAP	Structural Adjustment Program
U.P.E	Universal Primary Education
URT	United Republic of Tanzania

CHAPTER ONE

1.0 INTRODUCTION

1.1 Background to the Problem

Secondary school education is an important channel through which people acquires skills that improve opportunities for accessing good jobs. In Tanzania - since 2004, secondary school education expanded rapidly although this process is faced with many challenges including unreliable government funding which affects academic performance in public schools secondary schools. According to Nedwood (2007), the construction of secondary schools by local communities - in the face of extensive poverty and limited government supports, is indicative of high demand for secondary education in Tanzania. Many secondary schools have been constructed by local communities in cooperation with local governments.

Unreliable and poor provision of capitation by the government to public secondary schools has led to poor student performance. The capitation is used to enhance teaching and learning in terms of acquiring facilities like books, desk, laboratory equipment and for maintaining the school infrastructure to in order to meet the intended national educational goals and objectives.

The government of the United Republic of Tanzania recognizes the central role of education in achieving the overall development goal of improving the quality of life for its citizens. The importance of education for development is clearly articulated in the UN Millennium Developments Goals and serves as a reference point for many governments and international development organizations around the world.

Education is recognized as a pre-condition for personal and economic development. It creates a competitive work force and increases economic productivity as well as creating a nation of effective parents and active citizens. According to Carmen (1996) education is also a vehicle for social cohesion, international understanding and peace. The role of education for social and economic development is well stated in the Tanzania development vision of 2025 and in education and training policy (CTP) of 1995. In response, PEDT was established in 2002. To realize this, the government introduced the funding system in the public school whereby each school receive a certain amount in each quarter of the year known as capitation grant to meet day to day expenditure to improve education.

The 1980's educational reforms in Tanzania were pressured by the economic crisis in the country in the context of structural adjustment program (SAP). According to Buchert (1994), these reforms affected education financing policies and the government introduced cost sharing measures, solidified recruitment of teachers and reduced overall spending in education. Following these reforms, the government - through the ministry of education and vocation training in 2000, abolished school fees at the public schools and introduced school capitation grants in the year 2001/2002 academic year. These changes in financial reforms had several effects on the delivery of the education in Tanzania including the shortage of teaching and learning materials, non-maintenance of school infrastructure, class room construction, as well as a shortage of teachers.

These effects resulted in low pupils' enrolment, high dropout rates, low performance at national examinations and uncondusive learning environments. According to

BEST (1994), the budget allocation to the ministry of education on recurrent expenditure dropped from 11.7% in 1980/1981 budget to 3% in the net enrolment rates declined from 77% in 1985 to 57% in 200. There was also a rise in illiteracy rates from 10% 1984 to 30% in 1992 and poor physical learning environment which was characterized by poor school buildings, shortage of teaching and learning materials as well as overcrowded classrooms. Under the PED, Capitation Grant was introduced to help financing primary schools through the provision of 10 USD per enrolled child per year which is disbursed to school through the district councils.

According to MOEVT (2002), capitation grant aimed at improving text books purchase by 40%, rehabilitation of infrastructure by 20%, provision of teaching and learning materials such as pens, chalks, blackboard paint, papers, books, pencils, by 20%, improving examinations by and for improving administration activities by 10%. Following the implementation of the recent financial reforms (capitation grants policy) many schools are still facing problems in terms of delivery of education and there are little signs of improving their quality. There are a lot of inconsistencies that exist between what is being to some districts and what is actually by the districts and finally received by schools as was observed by UWAZI (2010). Currently, disbursement is not enough and is not given in time thus failing to realize educational goals and objectives.

Capitation for education has been systematically lower than was stated in the policy adopted by the cabinet. For example in 2007/2008, actual money reaching the schools had declined to Tshs 4,189 per pupils. The capitation grant is insufficient to buy a minimum set of books. The amount allocated in the budget for capitation

grants has systematically been lower than the amount stated in the PEDP policy adopted by the cabinet. It is not clear how funds are used and monitored at the school level and the results in the use of these funds still remains unsatisfactory.

The study intended to explore, examine and to widely analyze how academic performance is affected by unreliable capitation grants disbursement in public secondary schools. Most of the public secondary schools do not performing well compared to private secondary schools. Although capitation is highly needed to run public secondary schools, still it is not provided reliably by the government. According to Hakielimu (2010, records from Mbweera school show that a large amount of money - about Tshs 79,2900/=, was budgeted for books and Tshs 25,023/= that was set aside for exercise books, pencils chalks and pens was not spent during the planned fiscal year of 2008/2009. The money was disbursed lately - almost towards the end of the academic year, and it was not used as planned. We may ask this question: Why didn't the government disburse capitation grants timely, particularly at the beginning of an academic year - so that students would get the opportunity to buy required facilities? Under this situation many students are not able to perform well due to poor access to education. For example lack of libraries and laboratories make the studying environment unhealthy.

The ministry concerned with planning and finance should ensure that the capitation grants are disbursed in November and December in order to facilitate smooth administration of the new academic year which starts in January. Effective teaching and learning process shall only be possible when there are enough funds at the beginning of school academic year. According to USAID (2007), abolition of school

fees brought negative impact on education as capitation grants became unreliable thus leading to poor academic performance.

PDF (2012) also argues that unreliable provision of capitation grants affect academic performance. Education is a process of teaching and learning which generates knowledge and skills which enable development of an individual and a nation socially, politically and economic. Furthermore, education enhances ethics and values. Education plays a big role in society which is to transform and set an individual's mind to be able to solve and to cope with challenges within the society. In order for the education goals and objectives to be met, the government should set a well-organized plan so as to provide all required facilities like well trained teachers, libraries, laboratories, to mention just a few. Although the government has a policy which regulates capitation disbursement to public secondary schools, unfortunately the government does not disburse capitation grants on time. This study aimed to come out with recommendations of what should be done in order to make capitation disbursement by government to public secondary schools reliable and hence improve academic performance.

1.2 Statement of the Problem

Capitation grants are used to purchase the required teaching and learning facilities such as desks, books, building class in friendly environment. If these grant are not enough and reliable, teaching and learning process will be affected negatively and hence intended education goals and objectives will not be achieved. In Tanzania, experience shows that disbursement of capitation grants in public secondary schools is unreliable. To date, there isn't enough literature explaining the effect on such

unreliability of capitation disbursement on students' performance in secondary schools. This research therefore aimed at exploring the reasons for the unreliable disbursement of capitation grants to secondary schools and to examine the effects of such unreliability of capitation disbursement on students' academic performance. The study area was Kinondoni district.

1.3 General Objective of the Study

The general objective of this study was to explore the reasons for unreliable disbursement of capitation grants to secondary schools and to examine the effects of such unreliability of capitation disbursement on students' academic performance.

1.3.2 Specific Objectives

The study had the following specific objectives:

1. To explore reasons for unreliable capitation disbursement to public secondary schools.
2. To assess the effect of unreliable capitation disbursement on teaching and learning process in secondary schools
3. To examine the effects of unreliable capitation disbursement to students' academic performance in public secondary schools.

1.4 Research Questions

1. What are the reasons for the unreliable government supply of capitation grants in public secondary schools in Kinondoni district?
2. How does unreliable government supply of the capitation grants affect academic performance in public secondary schools in Kinondoni district?

3. When should the government disburse capitation grants so as to meet positive academic plans in public secondary school?

1.5 Significance of the Study

This study will suggest better ways of disbursing capitation grants. Right amounts of capitation grants will encourage good student attendance hence improving academic performance. This study will also help the educational policy makers, educational planners and educational decision makers to select appropriate period of disbursing capitation grants to public secondary schools. This study is significant because the findings shall be expected to add to the current body of knowledge about the quality of education and funding system. This study is expected to produce data and information for purpose of improving levels of education standards. This study may probably used to strengthen the capacity of the Ministry of Education and vocation Training and district education officers in improving disbursement of capitation grants.

1.5.1 Organization of the Study

Chapter one of this study contains introduction, background to the problem, statement of the problem, objectives of the study scope of the study limitation of the study, definition of terms, and conceptual framework. Chapter Two covers literature review and research gap. Chapter Three covers research methodology. Chapter Four presents data analysis and discussion and Chapter Five contains summary of the study, conclusion regarding to the findings and recommendation.

CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 Introduction

This Chapter presents literature review related to this study which aimed to look at the impact of unreliable government supply of capitation grants in academic performance in Kinondoni district public secondary schools. This chapter reviews literature related to capitation disbursement and its impact on academic performance. The study intended to do the following: Identify the knowledge gap on the problem in order to find solution of this problem. Find out what causes unreliable disbursement of capitation grants to public secondary schools.

2.2 The Purpose of Providing the Capitation Grants to Schools

There are two main types of grants transferred to schools from the District Councils, namely – the capitation grants and the capital development grants. These grants constitute 9% of the total school resources inputs and 99.8% of all government non-wage contributions to the schools. Capitation grants support non-wage imputes to schools and development grants are for school infrastructure improvements. Average capitation grant per student received by the was Tshs4, 189/= (3.34 USD). Timely disbursement of capitation grants help in the purchasing of teaching and learning facilities despite the fact that it is not enough. Capitation grants are vital for running public schools as they facilitate effective teaching and learning.

2.3 Theoretical Literature Review on the Impact of Unreliable Capitation Disbursement to Public Secondary Schools

Capitation grant is one of the simple models of educational finance used in some

countries in allocating financial resources to public schools. Capitation grant is allocated to schools based on the number of students enrolled. Funding for essential teaching and learning resources are disbursed through capitation grant. In Tanzania, capitation grant is given to all local government authorities for onward disbursement to schools. According to Rajuni (2004), capitation grants meet administrative costs in schools inclusive school maintenance and repair, furniture and accessories for classrooms, text books, teaching guides, supplementary reading books, chalks, exercise books, pens, and pencils.

The primary aim of capitation grants was to replace loss of revenue schools which resulted due to the abolition of school fees. According to UWAZI, (2010) flows of funds are shortened between source of funding and their beneficiaries. Capitation grants are intended to be spent to meet the day to day running costs of the school. It has an impact on academic performance due to the fact that without having the required teaching and learning facilities students cannot access good education. Lack of sufficient and reliable capitations grants lead to many students failing to perform well academically as they lack important facilities for studying. According to UWAZI (2010), the original capitation grant policy of allocating USD 10 per pupil has never been followed and even if followed, the capitation grants are too small to even cover the cost of learning and teaching materials alone.

Actual capitation grant disbursement is less than what is allocated in the budget. Capitation grant disbursement is unpredictable; therefore to make proper planning is not possible. There is a need to look afresh at the capitation grant needs and if possible to make policy revisions The allocated budget should be disbursed in full

and in a timely manner and be transparent to everyone including teachers parents, and students. When sent and for what purpose challenges associated with capitations grants is that it is not always released on time for disbursement, as noted by PETS (2005) According to HAKIELIMU (2010), the amount allocated in the capitation grants budget has systematically been lower compared to what is stated in the PEDP policy approved by the cabinet.

Capitation grant is highly needed to run public schools but its provision is unreliable. In most districts, for example, in 2008/2009 records from Mbweera school, show that a large amount of money –Tshs. 792,900/=, that was budgeted for books and Tshs. 825,032/= for exercise books, pencils, chalks and pens was not spent in 2008/2009 as budgeted in that fiscal year. This amount of money arrived when standard 7 pupils were preparing for the national examinations and as result, the money couldn't be spent as planned.

There are many reasons for poor academic performance in public secondary schools including unreliable provision of capitation grants. This situation creates uncondusive learning environment given that as many students are not able to perform well due lack of enough and good classrooms, books, libraries, and laboratories - to mention only a few. From 2002until 2007 when the first primary education development program (PEDF) ended each public primary school in Tanzania received Tshs 16,000/= (about USD 10) at the current exchange rate for every enrolled child every year as a capitation grant. PEDP II (2007-2011) reduced this to Tshs. 10,000/= (about USD 7) at the then exchange rate per enrolled child. Capitation grant disbursements aimed to ensuring the availability of learning and

teaching materials in schools.

2.4 Policy Review on Capitation Grants Disbursement to Public Schools

The Education and Training Policy (ETP) of 1995 established and implemented SEDP in 2000's. The Policy aimed to achieve increased enrolment, equitable access to education, quality improvement of education, expansion and optimum utilization of facilities and operation efficiency throughout the education system. All these could be attained through enhanced partnership in the delivery of education, broadening the financial base and the cost effectiveness of education management through the devolution of authority to local government communities and schools. The capitation grants was the government commitment in financing the education services as noted by URT (2001). The government of Tanzania has taken up the challenge to improve learning outcomes in its schools. Steps have been taken to improve availability of textbooks and to monitor the receipt of the capitation grants to finance learning activities. The smart spending to Capitation Grants on education requires the constituency of education policy makers, scientists and politicians to think and act together strategically using evidence based policy making to improve learning.

Policy makers regularly make decisions for the whole country, but with poor access to the experiences and reality of large majority of citizens. It is difficult also for them to know when policies are properly implemented or if they work. Policy makers use administrative data collected by government bodies at lower levels and compiled at district, regional and national levels. Findings show that Capitation Grants has facilitated higher enrolment rates and helped reduce an acute shortage of teaching

and learning materials in schools. The capitation grants policy does not reflect conditions on the ground, in that, the stated amount in the policy falls far short of what is needed to provide a very basic set of learning materials.

In addition, it has been found that the way the grant is implemented leaves much to be desired. Budget allocations are lower than stipulated by the policy, budget allocations for districts do not follow the official criteria, and the full budgeted amounts released do not get to schools. Disbursements come in small installments and oversights are weak through the system. Firstly, if the policy is to deliver, it needs to reflect the realities on the ground. The capitation grant amount of Tshs10,000/= as stipulated in PEDP II is too low to bring any meaningful changes in quality of learning and needs to be revised significantly upward. Secondly, when a policy is established it has to be practiced; the full amount of capitation grants stipulated in the policy should reach schools in a reliable and timely manner. Thirdly, transparency regarding capitation grant allocations, disbursements and spending need to be dramatically improved. Schools should report in a transparent manner the grants received and how the money is used, in a manner that is clear to every parent, teacher and student.

The government came up with an important innovation -the capitation grant when it re-introduced free primary education in 2002 with the Primary Education Development Program (PEDP). Primary aims of the grant were to replace revenue lost to schools due to the abolition of fees. It also aimed to improve the quality of education by making real resources available at the school level. In particular, the capitation grant was meant to finance the purchase of textbooks and other teaching

and learning materials; and also to make repairs, and meet administrative costs and purchase materials and meet examination expenses.

The capitation grant is the dominant feature of PEDP program and many resources have been allocated to it. According to UWAZI (2010) more than Tshs80 billion was allocated in 2009/2010 alone. This note considers the practice of the capitation grant in detail. It was found that the original capitation grant policy of allocating 10 USD per pupil has never been followed. Even were followed, the capitation grants were too small to cover the cost of learning materials. The introduction of capitation grant replace revenue lost by schools due to the abolition of school fees and contributions allowed children from all economic backgrounds to go to school. This reduced social exclusion and children from poor households were able afford to attend school. Net enrolment rates rose sharply from less than 60% of eligible school age children in the year 2000 to more than 95% since 2006. As noted by UWAZI (2010), net enrolment ratios (NER), 1995 – 2009 PEDP recorded other successes as well about 36,641 class rooms were constructed between 2002 and 2006 and between 2001 and 2009 teaching staff increased by 45,555. The number of students increased dramatically and also the availability of text books improved too. In 2007 the textbooks to pupil ratio was 1:3 compared to 1:20 in 2000 (Sitta, 2007).

The PEDP I policy (2002 – 2006) accommodated much of this success stating that the capitation grant to each school should be equivalent Total USD 10 enrolled pupil. Under the PEDP II (2007-2011) the government revised amount downwards to Tshs. 10,000/= per child which was equivalent to less than 7 USD in mid2010s. The insufficient capitation grants disbursement negatively impacted on academic

performance. The amount allocated in the budget was less than what approved by PEDP Policy as noted by UWAZI (2010). The amount allocated in the budget for capitation grants has systematically been lower than the amount stated in the PEDP policy adopted by the cabinet. For example, in 2007/2008, the shortfall in the capitation grant allocation was Tshs. 4,481 per child as government allocated Tshs5,519 per pupil compared to the amount of Tshs 10,000/= per pupils stated by the policy.

According to UWAZI (2010), not all money that is budgeted is received by the schools. For the capitation grant to have an impact, the money needs to reach the schools. Public Expenditure Tracking Survey (PETS) provide a good tool for assessing whether money allocated to capitation grants actually gets to schools. Recently, in collaboration with its donors, the Ministry of Education and Vocational Training commissioned a tracking of public expenditure during the fiscal year 2007/2008. This study reveals that in addition to allocations falling short of the policy, not all money that is allocated actually flows to the schools.

A region, district council or school may receive more or less than its budget allocation and usually they receive less. For example, in 2007/2008 the amount in capitation grants reaching the schools averaged Tshs 4,189/= per pupil while the district councils reported making disbursements averaging Tshs4570/= per pupil as noted by MOEVT (2010). Yet when one compares this to budget allocation, one finds that Tshs 5.519 shillings per student had been allocated. The PETS noted further variations across district councils and schools, and the amounts. Disbursed ranged from a minimum of Tshs1, 260 to 19,236/= per pupil.

The timing of capitation grant disbursements is unclear hence leading to unclear planning on the part of the schools resulting into poor academic performance in schools due to the fact that CG is used to purchase teaching and learning facilities so as to make learning and teaching environment to be friendly to students and teachers. In order to be able to plan properly capitation grants disbursement needs to be predictable and the amount needs to be reliable and the disbursements need to be timely. Late disbursements - such as at the end of the school year cannot benefit the students. Foresight is needed in four aspects that are key to the success of the capitation grants - budget allocation, disbursement, time of disbursement and time of spending.

The capitation grant has facilitated higher enrolment rates and helped reduce an acute shortage of teaching and learning materials in schools. At the same time it is disappointing to note that a good number of pupils completing primary schools are unable to pass their PSLE. It is also difficult for them to know whether policies are properly implemented or whether they are actually working. Policy makers, typically use administrative data – information collected by government bodies at lower levels and compiled at district, regional and national administrative data, due to inadequate technical, logistical and quality assurance arrangements as noted by TWaweza (2013).

2.5 Policy Review on Capitation Grants in Education

Tanzania has consistently focused its development strategies on combating ignorance, disease and poverty. Investment in human capital is recognized as central to improving the quality of lives of Tanzanians and reduction of poverty. The

education reforms introduced in 1995 - through a sector-wide development program. This aimed for addressing pertinent problems facing the education sub-sector including low enrolment rates, crowded and poorly finished and unfinished classrooms. Also shortage of teaching and learning materials - including textbooks and non-textual materials, inadequate qualified teachers, lack of management and quality assurance training program diverse and less relevant curriculum increased poor attendance and drop-out rates.

Moreover low performance at Primary school leaving examination gender issues and dreadful impact of HIV and AIDS. The program took into account the recommendations from PEDP review of 1993 and 1994 and the education sector review of 2006. The priorities were in line with priorities as set out in the proposed ten years plan of the education sector and determination of these priority components were done by various stakeholders including government, non-state actors and development partners.

2.5.1 Development Vision

Tanzanian development vision 2025 accords high priority to the education sector which is considered to be pivotal in bringing about social and economic transformation. Education should be treated as a strategic agent for mind-set transformation and for the creation of a well-educated nation, sufficiently equipped with the knowledge needed to competently and competitively focus on promoting creativity and problem solving as noted by URT (2000). In response to development vision 2025, PEDPII focused on the education component that aims at creating “a well” educated, knowledgeable and competitively able to cope with political, social,

cultural, economic and technological development challenges at national and international levels.

2.5.2 Tanzania Commitments to International Educational Goals and Targets

Tanzania is committed to Education for all (EFA). Targets were set by the 1990 Jomtien World Conference on Education for All. In its review of Education progress since, Jomtien World Forum in Dakar developed the Dakar framework for action with six specific targets as follows:

Expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children, Ensure that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, Have access to and complete free compulsory primary education of good quality and to ensure that the learning needs of young people and adults are met through equitable access to appropriate learning and life skills program.

Other goals were to achieve a 50% improvement in levels of adult literacy by 2015. Also to Eliminate gender disparities in primary and secondary education and achieve gender equality in education by 2015 with a focus on ensuring girls full and equal access to and achievement in basic education of good quality and improve all aspects of the quality of education and ensure excellence. Moreover, as noted by URT (2000) international efforts towards the attainment of Universal Primary Education (U.P.E) is reflected in the Millennium Development Goals (MDG's) as advanced at the UN Millennium summit in September 2000, with two major goals aimed attaining equality and empowerment of women.

2.5.3 Education and Training Policy (ETP) 1995

According to URT (2001), ETP was formulated in 1995 with a desire to improve the provision and quality of education and training delivered in the country. The major objective of this policy was to achieve increased enrolment equitable access, quality improvement, expansion and optimum utilization of facilities and operational efficiency throughout the education system; through enhance partnership in the delivery of education, broadening the financial base and the cost effectiveness of education, and stream ling education management structures through the devolution of authority to LGA's Communities and Schools.

Other policy measures taken as a result of implementing PEDP 2002-2006 were the abolition of fees in Primary Schools and the use of uniforms in Teachers Colleges. While these changes in primary schools have resulted in considerable increase in pupils' enrolment, assurance of school ordinary, level graduates to join teachers college. As noted by The United Republic of Tanzania, Secondary Education Development Program two, July 2010- June 2011 in line with these changes, were the abortion of academic up-grading courses in favour of professional up-grading course by primary school teachers which has encouraged the enrolment of grade B/C teachers into professional upgrading courses.

2.5.4 Education Sector Development Program (ESDP1997)

Following the ETP (1995) the Education Sector Development Program (ESDP) as a strategy towards a sector wide approach (SWA) to education development was initiated in 1997. The main goal of SWAP was to achieve the long-term human development and develop poverty reduction targets and to redress the problems of

fragmented interventions through projects so as to promote the collaboration and partnership among all stakeholders, using pooled human, financial and material resources. This collaboration is hinged on planning, implementing, monitoring and evaluation of education delivery. ESDP objectives on pre-primary and primary education sub-sectors are derived from the major objectives of ETP on improving access and equity for all children, decentralizing the management of pre-primary and primary schools, devolving authority to local levels and broadening the financial base for supporting education.

This policy established three main purposes for secondary education - namely to: consolidate and broaden the scope of ideas, knowledge, skills, and concept already acquired at Primary education level, prepare students for tertiary, higher, vocational, technical and professional education and training; and prepare students for the world of work. The education reforms were introduced in 1995 through a sector-wide development program. When implementation of PEDP I started in July 2001, total primary school enrolment stood at 4,875,764 with Gross and Net enrolment ratios of 84.9% and 66.0% respectively. Performance of PEDP over the Past five years has shown that there are still a number of challenges although there is some progress.

The Secondary Education Development Program II (SEDP II) is a continuation of SEDP I which was implemented between 2004 and 2009, building on the national goals of secondary education provision. The SEDP II was expected to sustain and consolidate gains attained through implementing the educational goals in areas of quality, management and conducive teaching and learning environment. Funding for SEDP II is expected to come from the central government; the LGA's and DP's local

communities will also contribute financially and through physical involvement in the implementation of the program. As noted by UR, (2010).

Tanzania's Development Vision 2025 states that Tanzania should have well-educated people, knowledgeable and skilled and who are able to competently and competitively cope with political, social, cultural economic and technological development challenges at national and international levels. The government seeks to provide equitable quality education and through provision of enough CG which is reliable. Then the educational goals and objectives can be achieved.

2.5.5 Challenges in the Management of Capitation Grants in Tanzania

The government is the main source of financing the education sector in Tanzania and it contributes a huge share of all recurrent and capital expenditures in education. The government provides capitation grant to schools through three ministries responsible for education -ministry of education and vocation training; prime minister's regional administration and local government and ministry of finance. These ministries play different roles in making sure that funds sent to schools are managed effectively and efficiently.

In 1995, the government formulated the education and training policy (ETP) in response to challenges facing the education in Tanzania. The aim was to enhance partnerships in the delivery of education, broadening the financial base and the cost effectiveness of education, and streamlining education management structures through the devolution of authority to schools, communities and LGAs as noted by United Republic of Tanzania (2001). Following ETP, a sector-wide approach to

education development was initiated two years later through the education sector development program (ESDP) to enhance collaboration by key stakeholders. The localization of these education reforms was done through the local government reform program (LGRP), which became operational in 2000.

The rehabilitation of the existing class rooms and construction of new ones could not reach the target of classroom pupil ratio (CPR) of 1:40 from 1:66 (2011) and textbooks (PBR) could not reach the target of 1:1 from 1:5 (2012) due to financial constraints. At the ministry level, despite the achievements in managing capitation grants, there were also challenges that constrained the attainment of objectives and targets planned capitation grant for example, the financial gaps were high such that they negatively affected the achievements of the target set.

At the district council level, the amount received from central government is determined by council management practices and decisions. They vary significantly between councils and this serves to explain why some councils do not fully utilize the grants received and some use part of the funds for purposes other than education. The grant allocation system for primary education system which also leaves decisions at the discretion of councils needs to be revisited. The system is a complex mix of formula. It makes it difficult for a council to determine the level of grants it is entitled to and what additional resources to expect from achievements in particular sectors that is the system will most likely not have much merit unless the councils fully understand what amounts they are entitled to; for what purpose, how much is to be transferred to schools and how much can be used by the councils themselves.

Another challenge is the failure by councils to follow procedures, guidelines and other regulations in grant allocation. Most of councils do not specify clearly the amount that should be transferred to schools. Ministries do not frequently monitor execution of councils budgets to ensure that regulations are followed especially those councils that utilize grants for different purpose other than the intended purpose or in case where there are significant delays in releasing the grants to schools. Attention is also needed for councils which show major deviations between grant transfers to schools and schools receipts. This is not only an education sector issue but is also an issue related to fiscal management in general.

The reports of the controller and auditor general should be subject to specific follow-up and supervision to identify if it is related to weakness in financial management capacity, non-compliance with financial and other regulations and or system of bank transfer. As noted by PET (2010) it is difficult to comply with capitation guidelines because the money received is very little and is released very late. Hence, although schools development summaries as required guidelines, most schools still cannot procure all capitations grant thus making it difficult for many schools across affected councils to comply with financial and procurement guideline the majority of them are keeping capitation disbursement and sending records.

For example, certain capitation items may no longer be needed when the money is deposited in the school account late and/ or disbursed less, which prompts the school administration to temper with the capitation grant conditions in order to meet the current school needs as noted by Mahara *et al.* 2012. Moreover, many cases of fraud in capitation spending are not reported to the relevant authorities. Head teaches were

transferred to other schools after being found guilty of embezzlement of funds. This is a challenge in managing the capitation grant because when the school committees report such embezzlement and poor governance of the funds to the district councils, no action is taken; hence this situation frustrates and discourages the committees in fighting against corruption and fraud (Kessy *et al.*, 2006).

Given that Tanzania has focused its development strategies in combating ignorance, diseases and poverty, investment in human capital through education is of great importance. To improve the quality of lives of Tanzanians and education of poverty by empowering the provision of quality education through disbursing capitation grants so as to purchase the required teaching and learning materials; unfortunately one of the challenge on the capitation grants disbursement is the small amount given to school which cannot meet the requirement.

2.5.6 Ministry of Education & Vocation Training

The roles and responsibility of the MOEVT include collaborative planning monitoring and evaluation, determining policy, regulations and quality assurance standards. It disbursed the capitation grants to school by considering the number of students in a school. The MOEVT has the responsibility of making sure that the national education goal and objectives are met. It provides capitation grants purposely to overcome the education challenges.

2.5.7 Prime Minister's Office Regional Administration and Local Government

The role of PMO-RALG is to oversee the decentralization of government functions to local levels, including the delivery of primary education by district authorities. It

provides technical support to and guidance to the regional secretaries and local government authorities.

2.5.8 The Ministry of Finance

This Ministry gets financial resources from different sources. It also develops and provides guidelines and regulations on financial management and procurement for example the implementation of PEDP activities. The MOE in collaboration with MOEVT, PMO-RALG and CAG will take the lead to ensure timely auditing of education funds at all levels. The summarized capitation grant which is supposed to be disbursed from the Central Government via LGA's to schools show activity planned and the amount of funds disbursed in Tanzania shillings.

Table 2.1: Breakdown of Capitation Grant per Student

Activity	Funds Disbursed (in Tshs.)	Percent (%)
Examinations Paper, Purchase and Printing	1000	10
Administration materials	1000	10
Facility repairs	2000	20
Teaching and learning materials e.g. Books, chalks	2000	20
Supplementary reading materials	4000	40
Total	10,000	100

Source: URT, (2012)

Table 2.2 Shows that percentage of the funds disbursed where administration materials costs cover 10% examination paper, purchasing and printing covers 10% and teaching and learning materials like exercise books, chalk covers 20% school facility minor repair takes 20% and text books are expected to keep financial records such as cash books to facilitate accountability and monitoring, financial control

(PEDP II, 2007 – 2011) while the capitation on grant policy has been running for nearly twelve academic years now, very few studies have been carried out to assess its impact.

2.6 Empirical Literature Review

The introduction of a capitation grant scheme showed similar results in United States, Denmark, Netherlands and Sweden. According to Patrinos (2000) Laroque and Vawda (1999) other evidence suggests that the impact of demand- side financing is mixed. On the impact on achievement some studies suggest it has made little or no impact (see Witt *et al.*, 1995); while others report positive gains (Green *et al.*, 1998), Rouse, 1998). Voucher schemes are reported to be particularly effective in improving educational opportunities among poor and marginalized groups. In the United States, they have been used to help poor families access private schools, but their impact has been particularly significant for African, Americans (Howell and Peterson, (2002), West *et al.* (1997). There is also evidence of demand side financing schemes being used to improve access to public schools, especially in developing countries.

Experiments in the United States have produced mixed results in terms of student's achievement. Vouchers are well researched, especially in the United States. However, the use of vouchers still remains a controversial concept, throughout the world, even though there are still mixed results but are generally positive in the United States. However the voucher experiments in the USA are relatively small and focused on a few cities. An immediate outcome was that the cost of private schooling declined. In Denmark it is so old and well established that it is almost

impossible to evaluate it in the usual sense. Denmark has a long tradition private schooling. In 1814, government legislation made seven years of education compulsory as noted by Patrinos (2001).

Furthermore, compulsory education was loosely defined and people remained free to educate their children as they saw fit as long as children received instruction in the principal subjects. Continuing in this tradition, any group of parents today can claim public funding by declaring themselves a private school if they have at least 28, students. Most private schools in Denmark are religious institutions. The state preserves their religious freedom by fully funding all schools that meet requirements such as a core curriculum prescribed by the state is taught students meet qualified academic standards and teachers are licensed; all schools in Denmark receive grants according to the number of students enrolled in the school.

The state allocates grants to private schools corresponding to approximately 80% of the total expenditure of the schools. It is assumed centrally that private schools are less costly than public ones. And private schools are mandated to charge parents for at least some of the costs. About 12% of all Danish children attend a private school; and this percentage has been increasing in recent years. While there is no evaluation per se of Denmark's public financing of private schools according to OECD, (1994) report finds that the Danish system does not create problems such as bogus schools, creating of middle class or inadequate instruction materials.

In Netherland 70% of schools are administered and governed by private school boards. Public and Private schools are funded by the government on an equal footing

and most parents have a choice of several schools near their homes. Parental choice has spurred some schools to develop a unique profile and to improve the education they offer. While schools are free to determine what is taught and how, the Ministry of Education does impose a number of statutory quality standards. The education inspectorate is charged by the Ministry of Education with supervising the manner in which schools fulfill their responsibilities.

In recent years, there has been a trend towards greater autonomy and decentralization. Many central government powers have been transferred to the level of the individual school. Central government control is increasingly to broad policy making and creating the right conditions for the provision of quality education. Institutions are being given greater freedom in the way they allocate their resources and manage their own affairs schools receive extra funds to combat education disadvantage. In the early 1980's less than 1% of Swedish children attended private schools, did not charge fees and citizens felt the centralized public schooling system was monochrome and unresponsive.

A series forum in the early 1990's introduced greater parental influence through the devolution of school funding and management. New school enrollment rules allowed money to follow students and municipalities were required to provide capitations grants to each private school equal to 85% of the public school cost. This new funding system enabled nearly 90% of the private schools to be free from charging fees. As a result enrollments in private schools continue to grow from less than 2% in 1992 to more than 10% in 2003. Evaluations general show positive results as noted by patrons (2003).

These observations of empirical review shows the developed countries are advanced in financing education compared to developing countries like Tanzania. These observations show that it is difficult to follow the system of financing schools like IS THE CASE in America where voucher system ARE used, but evidence of demand – side financing schemes being used to improve access to public schools, especially in developing countries like Tanzania. Denmark funds religious schools which have licensed teachers and curriculum and students should meet the quantified academic standards prescribed by the state. Denmark also allocates the funds to private schools.

Furthermore all schools receive grants according to the numbers enrolled just like is the case in Tanzanian government schools. In Netherlands, public and private schools are funded by government on equal footing and funding system has greater autonomy and decentralization. A series of reforms in 1990s introduced in Sweden created greater parental influence through devolution of schools funding and management. Therefore, Tanzania as developing country can't follow these styles of finding because it differs with the developed countries in terms of financial capacity and environments.

2.6.1 The Capitation Grants Aim to Improve Education in Developing Countries

In India, share of education in GNP is the most standard indicator of national efforts on the development of education in a given society. This reflects the relative priority being accorded to education in the national economy. This indicator – though it has certain limitations, is also found to be superior to several other indicators. Countries

like India allocate 6% of its GNP to education. UNESCO and UNDP have found the goal to be viable and has recommended the same for all developing countries as a medium to long term goal. India currently spends only about 3.5% of GNP. Though the overall spending on education as a proportion of GNP reflects the national priority to education; the public expenditure on basic education becomes very crucial particularly in the context of education for all. There are no clear targets in any country on the proportion of GNP to be allocated to basic education though most countries realized the need to raise the ration, given the increasing requirements. India has decided to devote about half of the total expenditure on education to elementary education.

Observation has found that there exists no systematic relationship between economic level of development and public expenditure on education as noted by Tilak (1999). Many poor countries are found to be spending a higher proportion of GNP on education than some of economically rich nations. For example, many central Asia countries spend much higher proportions of GNP on education, while the richer countries in East Asia like Korea and Singapore spent much less. Why do countries not spend adequately on education and why there are no consistent trends in the same? Basically there is lack of political commitment on the part of the government in many countries to education and to spending on education. The absence of political will to spend on education seems to be very predominant in many developing countries. Secondly, quite a few countries which desire to spend more on education feel the lack of fiscal ability to do so. Also they may have different kind of priorities which are not favorable to education.

The absence of clear priorities in favor of education and within education absence of inter sectorial priorities explain to some extent inconsistent trends in allocation of resources to education and allocation of resources to different levels within education. Another trend in financing education is the changing priorities within education shifts. Expenditure per student may be expected to reflect the quantum and quality of resources spent per student on average. There is a wide difference noted in per student expenditure between different countries.

The government aided private schools may follow government policies and rules and regulations to a great extent as they are partly in fact, heavily financed by the government in countries like India. Public financing of private schools is common feature, besides in India, in many Asian developing countries, such as in Indonesia, Thailand and Philippines in India, tuition fees and books and stationeries are the two items on which highest amount of expenditure is incurred, accounting respectively for one third and one fifth of the total expenditure of the households on education in 2007/2008 as noted by NSSO (2010).

Ghana embarked on a national initiative for the provision of universal primary education in 2004. The capitation grant scheme was introduced in 2004 as part of a wider strategy to decentralize education provision to meet the Millennium Development Goals for education and national targets established in the 2003 – 2015 education strategic plans. The program was first piloted with World Bank support in Ghana's 40 most deprived districts in 2004. Overall enrolment gains for preschool were particularly significant - over 36%. This success led to the nationwide adoption of what is known as the capitation grant system early in 2005. Under this system,

head teachers are given cash deposits in their school accounts by the Ghana education services according to each terms enrolment, every public kindergarten, primary schools, and junior secondary school receives a grant per year. Schools are therefore not permitted to charge any fees to parents.

The impact of delivering of education services showed increase in enrolment, teaching-learning material and improvement in physical infrastructure in schools. Meanwhile, the policy has been visited with so many hindrances. Among the crippling factors confronting the implementation of the policy are the delays in the release of the grant, miss-use of funds by some head of schools, lack of transparency and poor book keeping skills and knowledge in financial accounting as noted by Mohamed (2009). In addition the capitation grant the government provides educational facilities such as text books for all the prescribed subjects to each pupil enrolled, black board chinks, teaching guides and materials, curriculum guides. Parents had to provide their ward schools with writing materials like pencils, pens, exercise books and then school uniforms as noted from MOE, Ghana (2008).

Nationally, the decision to replace school fees with capitation had a positive impact on many enrolment related figures during the 2005/2006 school year for example primary school gross enrolment rose by nearly 10% bringing total primary Net enrolment increased from 62% to 69%, according to UNICEF (2004). Chile is the only developing country, if one excludes the transition countries, to have a universal voucher program in place. In 1980, all school property was transferred from the education ministry to the municipalities and teachers become municipal employees. Each month, individualized grants were given to each municipality based on the

number of students attending classes in the municipality's schools. The municipal authorities also fund student's attendance at subsidized private schools, which parents can choose. There also are private schools operating outside of the voucher system, which do not receive any public funding.

Subsidized private schools have proven to be slightly more cost-effective than municipal schools, while test scores are similar in municipal and subsidized private schools after controlling for socioeconomic status; unit costs are lower in the subsidized private schools. The Chilean literature is extremely controversial. Few other countries have been subject to this level of scrutiny. Some claim that the private school private disappears when student- level socioeconomic data are included and that the cost- effectiveness of catholic schools declines when real costs are included as noted by McEwan and Carnoy (2000) by agreement with government, teachers' salaries are publicly funded, while communities and the private sector cover another costs.

The program is designed to overcome some of the programs faced by public schools such as weak leader's ship, inability of schools to select their own personnel, lack of labour flexibility, lack of equipment and supplies, bureaucratic red tape and politicization of the education sector. Schools are monitored through private inspection firms. While true impact evaluations have not yet been undertaken, initial results from the process assessments show that it has led to a number of management Improvements, including a reduction in the share of the budget allocated to human resources from 90% to 55% which has freed up money for nutritional support as well as the Purchas of text books and teaching materials.

By African standards, Uganda has a highly decentralized system of school funding and management. Furthermore this system was initiated earlier than in most other African countries in the 1990's at that time funds were reportedly disbursed by the Ministry of Education and Sports (MOES) on a regular basis. However, like in many other spending programs in low-income countries, the actual situation on the ground was a far cry from that presented in official statistics. According to Hubbard (2007) in the period between 1991 and 1995, the central government of Uganda paid the school Capitation money to district governments in the form of what is called the 'Block grant' since it was made up of twenty four separate grants put together into a single amount that was in turn transferred to a district.

While the district was supposed to pass the Capitation funds on to schools within the district, the block grant arrangement did not require that the fund be accounted for and as a result the entire system was chaotic. For example the lines of communication between the local school, the district officials and the central government were very poor, and the MOES's official statistics did not match actual local school enrollment as noted by Hubbard (2007). Such Discrepancy opened the door for theft or misuse of the funds.

According to 10B (2008) things were far from perfect, with funds still being spent on ghost teachers and ghost learners, school management team members who are from community demanding seating allowances to attend school governance meetings, so eating into available funds and opaque decision making at all levels of the system, along with over – reliance on foreign aid for recurrent expenditure raising questions about ownership. The funds allocated for education cannot be used for other

purposed different from other sector departments at district level. This was a challenge that was brought about through experience. The District Education Offices (DEOs) autonomy in the use of the developed funds is quite limited, being constrained by the guidelines developed by the central MOEs in the use of funds, by the district work plan, and by a system of control and accountability in the decision-making process.

According to Avenstrup et al. (2004) the government grants to schools are to be used as follows: 50% of the grant is for instructional materials. 30% for promotion extracurricular, sporting and cultural activities, 15% for maintenance and utility purpose while 5% is for covering administration costs. As for the management of the capitation grant and of the funds allocated to schools it is indicated that the head teachers keep the accounts. The auditors are supposed to visit every school three times a year and schools should use their capitation grants in line with national guidelines as a process which the auditors check up on. Also the political authorities may go to schools and see what is being done at school.

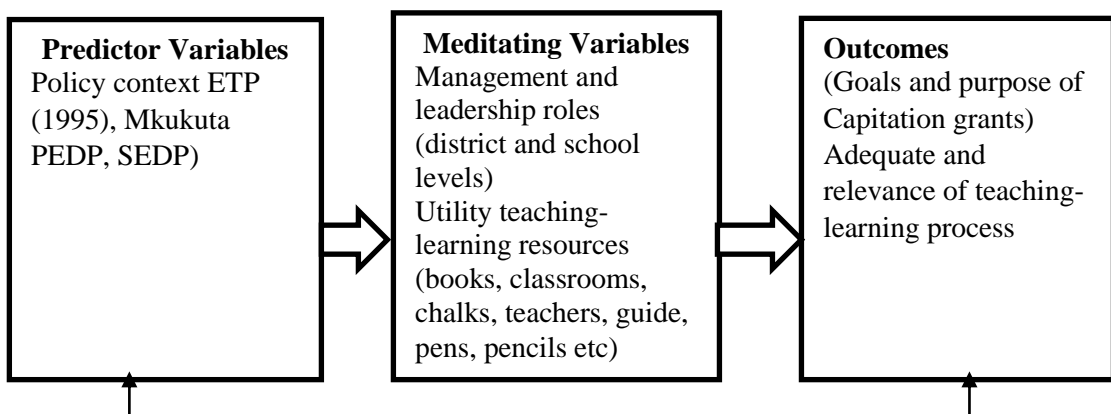


Table 2.2: Conceptual Framework

Source: ETP (1995)

2.6.2 Conceptual Framework

The Conceptual frame work that guides this study is based on the negative impacts of unreliable Capitation disbursement to public secondary schools in academic performance. Unreliable supply of Capitation is identified to be dependant factor as it causes poor academic performance in public secondary schools first variables are predictor variables which include the role of policy statement ETP (1995) and establishment and implementation of SEDP in 2000s.

The policy states that to achieve increased enrolment equitable access, quality improvement expansion and optimum utilization of facilities and operational efficiency throughout the education system. All those can be attained through enhanced partnership in the delivery of education, broadening the financial base and the cost effectiveness of education and streamlining education management structure through the devolution of authority to local government (LGA's) communities and schools. Thus, Capitation grant is the government commitment in financing education services. As noted by URT (1995).

The establishment of PEDP and SEDP in 2000's in Tanzania forced the government to provide financial support in the form of capitation grants and development grants. Implementation of PEDP and SEDP came with a particular important innovation called capitation grant scheme. The primary aim of the grants were to replace revenue lost to schools is because of the abolition of fees and improve the quality of education by making real resources available at the school level. As noted by Urwick et al. (1991) another grant provided in schools is development grant which deal with construction of new classrooms and rehabilitation of infrastructure. Studying on

effect of school physical facilities lies in the process of education in Nigeria, observed the close relationship between qualities of physical infrastructure and education process available which determine quality education.

The second set of variables is comprised of the mediating variables which are assumed to have influencing power on the predictor variable. The mediating variables in this case include the management and leadership roles at district and school levels, utility of teaching – learning resources such as books, and teachers' guide. The study assumes that for the capitation grant to fulfill its goals and achieve the intended objectives will depend on how it is managed. Poor management - for example disbursing capitation grants unreliably negatively impact on academic performance to students. Other variables are outcome variables which are intended to link the disbursement of capitation grant and its desirable outcome to be measured in their goals and purposes. When provided in reliable situation, capitation grant disbursement will make teaching and learning process smoother and hence resulting in good academic performance due to the availability of the required materials for teaching and learning process.

2.7 Research Gap

Capitation grants are funds for purchasing essential teaching and learning resources. This grant is given to all local Government authorities inclusive instructions of how it should be used to fund administration costs, school level minor maintenance and repairs, furniture and accessories for classrooms, textbooks, teaching guides, supplementary reading books, pencils, pens, exercise books, and chalks. As noted by Rajani (2004), starting from 2002 each public school in Tanzania was to receive

Tshs. 16,000/= per enrolled child. Introduction of this funding formula and the delegation of spending decisions to the teachers and parents can increase the possibility of misusing the funds as many more people may have direct access to the funds (Hallak and Poisson, 2007). Therefore misuse may occur if funds are diverted for the personal benefit of individuals either in cash or in kind (Levacic and Downes, 2004).

As schools become more expert producing their own whole school development plans. To use decentralize demand and supply mechanism in order to provide sufficient and relevant instruction materials for the entire number of children in schools according to URT SEDP (2002-2006). The conceptualization part of this chapter has described such concepts as fraud and corruption in the management of Capitation grants as regards teaching and learning resources. This was intended to provide a general overview in the study as regards fraud, and corruption. If capitation grant is not fairly disbursed it will affect academic performance because teaching and learning resources will not be available. The second part refers to the challenges in the management of capitation grants in Tanzania. The forth sub section provides the description of the empirical reviews from global perceptive base on the sources, purpose and challenges on the management of capitation grants. In general speaking, the management of capitation grants in many countries has shown negative implication to the provision of education services as noted by Hallak and Poison (2007).

From the observation of different developed and developing countries, it seems that developed countries like United States of America have covered many areas of

financing education. In developing countries like Ghana and Uganda most of the issues concerning financing education have partially been covered. Although most of the issues have been covered in developed countries, they cannot be generalized for Tanzania situation because we differ in environment and financially capacities and these countries have higher capability compared to developing countries. Also the level of development and socio-economic background in some countries can provide difference which cannot necessary reflect similar realities in Tanzania. Therefore it's better to do studies which are related to the Tanzanian environment and do not reflect to other countries.

CHAPTER THREE

3.0 RESEARCH METHODOLOGY

3.1 Introduction

This chapter describes the research methods employed by this study to generate and to collect relevant information as given research objectives and research questions. This chapter particularly focuses on the research design, the target population, sample and sampling techniques, data collection instruments and data processing and analysis, validation of instruments and ethical considerations.

3.2 Research Methods and Research Design

This study will base on the descriptive research design. This design is preferred because of its strength in interpreting conditions, practices, beliefs, views and perceptions views and effects that exist in the real world thus, it is a qualitative in design as noted by Cres well (2009). The qualitative approach is well thought out as the most suitable in studying people's views, feelings opinions and attitudes as noted by Patton (2002). Also qualitative research focuses on the phenomenon that happens in the natural settings which occurs in real world. In this study the opinions and views on the negative impacts of the unreliable capitation disbursements to public schools will be the focusing idea. The research design presents overall plan of research, general formal way for the collection, measurement and analysis of data. It is an arrangement of conditions for data collection and its analysis, as noted by Claire Selltiz and others (1962).

3.3 Scope and Study Setting

The study focused on the impact of unreliable capitation grants disbursement to

public schools and how it affects academic performance in Kinondoni district. It was conducted on ten head teachers because these are the ones receive capitation grants with the mandate of using them as instructed. The researcher focused on the examining the negative impact on academic performance due to unreliable disbursement of capitation. Capitation grants are used to purchase teaching and learning facilities which facilitate acquisition of knowledge and skills thus achievement of educational goals and objectives.

3.4 Target Population

The reason for using heads of schools is that they are the ones given capitation grants and they have mandate over it in purchasing teaching and learning materials. They set budgets for the given capitation grant hence they know disbursement time and its sufficiency, they plan about capitation grants and keep financial records of the capitations grants. Due to these reasons, heads of schools can provide information about the negative impact of the unreliable capitation grants disbursement to their schools on academic performance. According to Opie (2007) population is the entire cohort of subjects that a researcher is interested in. It is from this population that the researcher chooses the population representatives for the whole population. For the purpose of this study, the population involved ten heads of public secondary schools in Kinondoni district.

3.4.1 Study Sample Size

As noted by Fraenkel and Wallen (2002), a sample is a smaller group of subjects drawn from the population in which a researcher is interested in gaining information and drawing conclusions. It involves a process whereby a researcher extracts from a

population a number of individuals so as to represent a large group. The sample size for this study included ten (10) respondents from ten public secondary schools in Kinondoni district.

3.4.2 Sampling Techniques

Sampling is the procedure a research uses to gather people, places, and things to study. The number of people selected in the population should have the characteristics that are found in entire population, as noted by Patton (2002). It is important to select sample in a systematic ways so as to ensure that the users see it as credible and inductive sample. Samples in qualitative research are usually purposive. It will involve a process of selecting a subgroup from a large population with elements necessary for the study using purposive sampling technique. Patton et al. (2002) argued that purposive sampling means participants are selected because they are likely to generate useful data. It involves selecting respondents who can provide information that answers the research questions of the study. Purposive sampling enables the researcher to sample on the basis of his/her judgment. Purposive sampling is considered as the most important kind of non-probability sampling to identify the primary participants.

Generally, the sample selection is based on the purpose of the research. In this study the purposive sampling technique will be used in order to get primary respondents according to their roles and the information required by the researcher. In this study head of schools are purposively used because they are responsible for implementation of capitations grants scheme at school level such as planning for its use, financial management and keeping records. By using heads of schools the

researcher was able to cover target population in order to meet objectives of the study.

3.4.3 Data Collection Instruments

Selection of research tools depends on the objectives of the research and the research questions under investigation Cahen, Manion and Morris(2000). Lamented that the objectives of the study demand qualitative information. Based on the purpose of this study, qualitative data will be needed to address the research objectives. The researcher will use questionnaires and in depth interviews. Manion and Morris (2000) pointed out that no single method can act in isolation because it can distort the whole picture of reality that the researcher is investigating. Thus, using of different techniques helped to cross-check the authenticity of data collected triangulation is the use of two or more methods of data collection in the study of some aspects of human behavior. The advantage of the malt method approach in social science also includes avoiding exclusive reliance on one method which may bias researcher's picture of the reality. The tools and instruments for data collection in a research study are central in quality assurance invalidity and liability of research study.

3.4.4 Questionnaires

Questionnaires were directed to heads of public secondary schools in order to collect data. The questions which was asked were well structured, clear and short. According to Opio (2007). Kvale (1996) states that interview are used to obtain descriptions of the life world of the interviewee with respect to interpreting the meaning of the described phenomena. The in-depth interview method of collecting

data involves presentation of oral-verbal responses. Interview resembles every day conversation, although they are focused on researcher's need for data. Interview differ from every day conversation because they are conducted to conduct them in the most vigorous way we can in order to ensure reliability and validity. As noted by Patton et al. (2002).

In case of this study, the researcher adopted in-depth interview to collect data from school head teachers, seeking to understand the negative impact of unreliable capitation disbursement from the government to public secondary schools. This was due to the fact that in-depth interview could enable exchange of views between two or more people on topics of mutual interest. In- depth interview takes advantage of the centrality of human interaction for knowledge production and fits well on the social situation of research data. One of the advantages of an interview is that it allows the participants to describe what is meaningful or important to him or her using own words rather than being restricted to pre-determined categories. This study utilized in depth interview with scheduled set of questions administered through verbal communication in a face to face relationship between a researcher and the respondents (Kothari, 1990). Through in-depth interview a researcher aimed to gain deeper understanding of the interviewees experience, feelings and perspectives concerning the topic under discussion.

3.5 Data Processing and Analysis

Data analysis involves organizing what we have observed, heard and read to make sense of acquired knowledge. It maintain what the one does son he/she categories, synthesizes search for patterns and interpret the data collected. It is also concerned

with synthesizing data, searching pattern, discovering what is important, what is to be learned and deciding what to tell others. It involves organizing what the researcher collected to get sense of what researcher learnt as noted by miles and Hubberman (1994). Data analysis is general ways which involve a number of closely related operations aiming to make summary of the collected data and organizing in a manner that they will provide answers for the research questions.

The collected raw data was edited carefully to assure data accuracy and consistency to provide valid and reliable information required by the researcher. Data was analyzed using qualitative method. Summarization of data identified common issues that occurred and identify common themes collected from the field quotation was used to present aiming to find out the hidden truth and which had not been discovered yet, so as to generate new knowledge, process and good end products in education.

3.6 Validity and Reliability of Research Instruments

According to Kombo et al. (2002) validity measures to how well a test measures what it is supposed to measured and reliability is a measure of how consistent the result from the test are. Another way for checking the validity of information collected is through triangulation. According to Lincoln and Cuba (1985) states that triangulation of data is crucially important in naturalistic studies since information comes from different sources and methods. The content analysis method was used for qualitative data analysis where research developed several categories based on major themes. The data presentation used tables.

3.7 Ethical Considerations

As regards ethical consideration, normal standards of ideas must not involve physical and psychological harm or damage to human beings or social environments of which research ideas are part of it. The research subjects should be informed about the overall purpose of the study and possible risks or benefits participants might encounter under the study. Secondary schools were well informed about goals and significance of the study and requested them to participate voluntarily and those who agreed to participate were selected to participate. The participants were protected by not leaving a line around in notebook, file or in computer. According to Kvale (1996, informed consent entails informing the research subjects about the overall purpose of the investigation and the main features of the designed, as well as possible risks and benefits from participation in the research project. For quality research the use of the principle of informed consent is very important.

3.8 Confidentiality

Confidentiality in research is a respect for providing freedom of an individual; it implies that the subjects will not be reported. Furthermore, it is essential to protect the identity of a person from who a researcher gathers information in this study, the researcher will ensure confidentiality of respondent during data collection as well as data analysis. It will protect the subject's privacy by changing names and features in reporting interview and data analysis so as to avoid harm to respondents who volunteer to give information.

CHAPTER FOUR

4.0 FINDINGS AND DISCUSSION

4.1 Introduction

This chapter presents and discusses the findings of the study obtained from the field. The main objective of the study was to investigate how the unreliable disbursement of capitation grants negatively affects academic performance in government Secondary Schools. The data were analyzed and presented showing the effects of unreliable disbursement of capitation to public secondary school and how it affects academic performance. Data was presented according to the three objectives of the study - firstly to assess the effect of capitation grants on the availability of teaching and learning resources and examine the management of capitation grants in relation to corruption and fraud at ministerial district and school levels. The data were collected through questionnaires and an in-depth interview often heads of secondary schools in Kinondoni District.

4.2 The Effect of Unreliable Capitation Grants On the Availability of Teaching and Learning and Learning Resources in Secondary Schools

The respondents were asked whether their schools received enough capitations and at what time of the year were they given the capitation grants. Responses were collected through interviews and questionnaires from head of schools and summarized in Table 4.1.

Table 4.1: The use of Capitation at School Level

Uses of Capitation	Frequency	%
Purchase of teaching and leaning materials	1	30.0%
Rehabitation and administration	1	30%
Examination and stationaries	1	40%
Total	3	100%

The heads of schools in all ten schools acknowledge that their schools received capitation grants from the Ministry of Education and Vocation Training through the district education office. The respondents grouped the use of capitation grants into three major categories three (3). (30%) heads of schools out ten said that they used capitation grants for purchasing teaching and learning materials including textbooks, desks, teachers work material like log books. The respondents maintained that these materials were necessary to facilitate teaching and learning process. Head of schools said that before the system of granting capitation, teachers were forced to buy teaching materials from their own pockets.

The other group of respondent 3 (30%) said that their schools used capitation grants for the purchase of teaching and learning materials, rehabilitation and administration requirements. When they were asked to describe the types of the rehabilitation of the dilapidated classrooms, desks, offices, toilets. They also mentioned that some funds were used for administrative activities such as purchasing stationeries for their schools, typing and photocopying of examinations. It was learn that many schools organized themselves to undertake examination competitions with neighboring schools on monthly basis. Thus a considerable amount of funds from the capitation grants were used for examinations in these schools.

Furthermore, the amount of funds the schools received as capitation grants varied from one school to another. Data on the amount of funds that the schools received from the government as capitation grants from 20/10/2011 to 20/12/2013 are summarized in Table 4.2.

Table 4.2: Amount of Capitation Grant Received per student (In average)

School name	Amount of capitation grants per student	
	2011 / 2012	2013 / 2014
School – A	3,521	5,925
School – B	999	2,439
School – C	3,521	5,913
School – D	2,422	1,270
School – E	3,849	6,162
School – F	741	2,600
School – G	2,210	5,395
School – H	1,200	2,074
School – I	1,493	6,600
School – J	2,474	6,200

Source: Field data (2014)

Table 4.2 indicates that all 10 schools received capitation grants from the government. The average amount of the capitation grants per pupil ranged from the minimum of Tshs. 741 per pupil in 2011/2012 (sch F) to a maximum of Tshs. 6600 in 2013/2014.

When the heads of schools were asked why the capitation grants varied from one school to another they could not provide genuine reasons. Commenting on it, one head of schools had this to say:

I know that there is equal amount of money allocated to every pupil in secondary schools that is 25USD equivalent to Tshs, 25,000/= it is very unfortunate that the amount of money disbursed is not the same amount of money as that was allocated. In my school, funds allocated per student varied from Tshs. 999/= in 2010/2011 compared to 2439/= in 2012/2013.

As you can see, this amount of money is neither adequate nor consistent to enable school plans be implemented accordingly (Head teacher school –B).

This answer suggested that the heads of schools were suspicious that capitation grants were not allocated equally to each schools. Some heads of schools said that the district officials could not find genuine reasons why there was such a difference in the provision of capitation grants among schools in the same district. Some heads of schools were of the opinion that some district officers influenced heads of schools to engage in corrupt practices. The researcher wanted to know how the schools used capitation grants and how it affected school planning and its implementation. The respondents said that the money was not enough to cater for what their schools needed. In such a situation schools were required to find other sources to address their problems.

The respondents said that schools suffered two consequences as a result of insufficient grants – namely, insufficient funds provided and the delayed disbursement of grants. This affected the ability of schools to implement plans such as purchasing equipment for teaching and learning. Price fluctuations from time to time which negatively affected the schools purchasing capacity. In some cases, schools could only afford to buy a limited number of construction materials because of the price fluctuations. They added that when prices went up the purchasing capacity went down. In such cases, some construction projects such as classrooms and teachers' houses could not be completed on time necessitating financial support elsewhere.

However, the researcher was also interested to know whether relevant and adequate teaching-learning resources were made available in schools. All ten (100%) head of schools said that their schools received insufficient amount of the capitation grants. So they added that their schools did not have adequate teaching and learning resources such as textbooks, classrooms, teacher's houses. The respondents said that it had been difficult for teachers to teach without such resources as textbooks in some schools, student's book ratios were higher than the ministry of education and vocational training standards of 1:3 as summarized in Table 4.3.

Table 4.3: Pupils –Book Ratios in Surveyed Schools

School name	English	Other subjects
School - A	1:8	1 : 4
School – B	1:10	1 : 3
School – C	1:6	1 : 3
School – D	1:7	1 : 4
School – E	1:9	1 : 5
School – F	1:8	1 : 3
School – G	1:5	1:4
School – H	1:6	1:4
School – I	1:4	1:3
School - J	1:5	1:4

Source: Field data (2014)

Table 4.3 indicates that pupils' book ratio (PBR) in the surveyed schools varied significantly from one school to another and across subjects. The PBRs in English were higher ranging from 1:4 (in school I) to 1: 10 (in school B) against the ministry of education standards of 1: 1. In other subjects such as physics, geography, history the PBRs ranged from 1 : 3 (in school – B,C,F and I) to 1:5 (in school E). This

suggests that there were few textbooks available for English subject in almost all surveyed schools. In explaining the availability of teaching-learning resources in schools in relation to the capitation grants targets one head of school had this to comment. *“In my school the amount of money we received from the capitation grants was not adequate enough to buy adequate textbooks in English than these in other subjects (Teacher in school –B)”*.

In addition to this, the study indicated that schools faced shortages in terms of availability of other teaching and learning resources such classrooms, libraries, laboratories, latrines and teaching aids. In six (60%) schools, schools had insufficient classrooms and latrines for students. For example in schools A,B,C,F and J the classroom-students ratios ranged from 40 to 63 students compared to ratio between 28 pupils to 43 in schools D,E,G,H and I. This suggests that some schools had higher classroom-students ratios than other schools. The researcher revealed that four schools (40%) out of ten schools were operating under double shifting system to address the inadequacy. It was found that although all schools were given grants to build at least one classroom. The fund were not enough to cater for their demands as one of the head of school commented.

“Our school received development grants for the construction of two new classrooms from the government during the period between 2002 and 2006. However, a large number of students in our school demands more than two classrooms. This is why double shift schooling system is used in our school to cater for the larger number of students who otherwise would have missed school opportunities” (Head teacher in school –F)

The citation above suggests that the development grants provided to schools were not adequate to address the demands for classrooms in schools and therefore double shift was the option to rescue the situation.

4.3. The Effect of Unreliable Capitation Disbursement on Improvement of Teaching and Learning Process in Public Secondary Schools

This objective was intended to investigate the effect of unreliable capitation disbursement on improving of teaching and learning process in public secondary schools. The respondents for research questions were collected through interview and questionnaires administered to the head of schools. The respondents were asked how unreliable capitation disbursement effect to teaching and learning process in their schools and the responses were summarized in Figure 4.1.

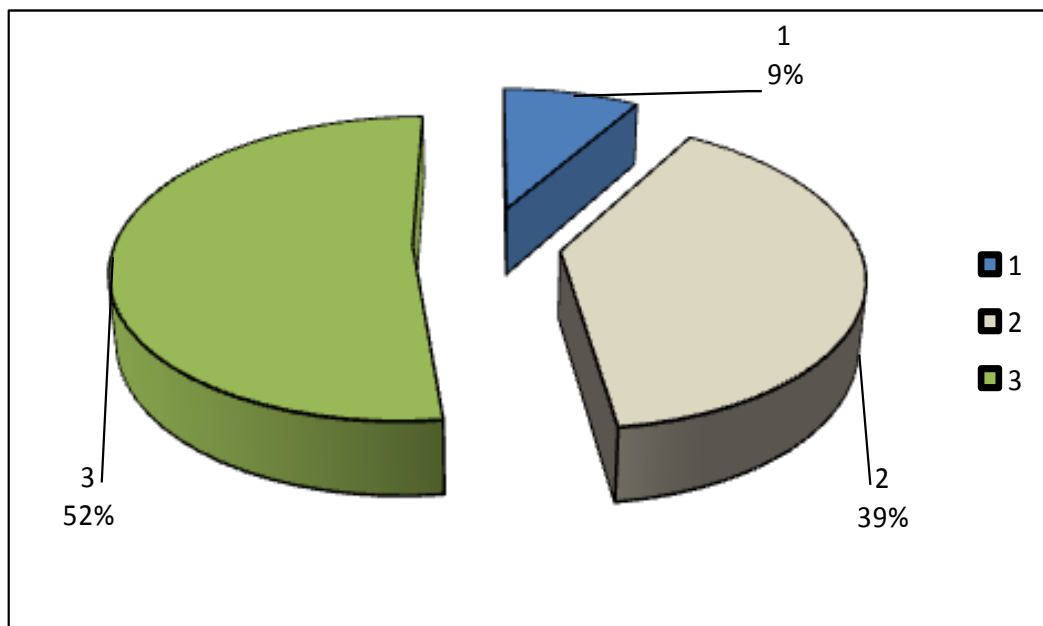


Figure 4.1: Are the Capitation Grants Helpful in Improving Teaching and Learning Process in Public Secondary Schools

When the respondents were asked whether capitation grants were helpful in improving teaching learning resources, about more than half (52%) agreed that the capitation grants were helpful in improving teaching learning process in schools. On the contrary, about (39.3%) respondents said that they were not sure whether capitation grants helped to improve teaching-learning process in schools.

The researcher also wanted to know how capitation grants helped to improve the teaching and learning process in schools. Some heads of schools said that before SEDP when capitation grants began, the teaching-learning process in their schools was quite difficult as compared to now. They said that schools were lacking many teaching-learning resources such as textbooks, some teaching aids such as globes and science kits which are currently available. One of the teachers had this to say:

Before the government began to disburse capitation and development grants to schools (during SEDP), our school was asking many necessary resources such as textbooks. I remember in science subject, books were not adequately available and the pupils-book ration reached 1:7, But after capitation grants, the ratio was improved to about 1:4 our school could not afford buying adequate text books because it had no reliable source of funds to finance school programs (a teacher in school B).

The response in the quotation above implies that most schools have no reliable sources of funds for projects other than the capitation and development grants. This subjects that without capitation grants schools can do nothing to improve the quality of teaching and learning process.

The respondents added that increase in the availability of text books have made teaching easier AND because teachers can make adequate references for their students and provide adequate exercises. The respondents added that before SEDF, teachers were required to write list of questions on the blackboard was to be rubbed off to allow the coming teacher to use the some blackboard in the case most students would not have been completed copying the work in their exercise books, before the writing on the blackboard were rubbed off. In addition, the respondents said that through capitation grants, the teaching aids such as globe and atlas, books for geography subject have facilitated the teaching of geography because students had enough books to make reference.

On the other hand about 13(39.3%) respondents said that the capitation grants did not improve teaching learning process at all. The respondents in this category maintained that although capitation grants increased the number of classrooms who were responsible for making teaching-learning smooth and successful were not facilitated. It was learned from the respondents in this category that however good the other resources could be, qualities and quantities and motivational levels of teachers were much more important than all. Commenting on this one of the respondents was quoted as saying

I believe that availability of quality and well- facilitated teacher's counts a lot in making teaching learning process successful in school. Thus, increased number of textbooks and classrooms alone cannot bring about changes expected. I know a good number of schools where a number of new classes and textbooks were added, yet their academic performances in the

final examinations were still poor.

The citation above indicates that some teachers do not agree only in increasing the number of school resources as a way of making better the teaching and learning process without improving qualities and commitment on the part of the teachers. In addition, the researcher wanted to know whether teaching/ learning practices were improved after disbursing capitation grants to schools. In response, the following teaching/learning practices were mentioned to be improved as they were summarized in Table 4.4.

Table 4.4: The Teaching and Learning Practices that were Improved N= 34

Capitation	Frequency	N (%)
Reading from textbooks	2	22(65%)
Homework assignments Reference for group and	3	15(43%)
Individual work/assignment	4	13(38)
Map work lessons	2	18(51%)

Source: field data, 2014

Table 4.4 indicates that more than half 22(65%) of the respondents mentioned that culture of reading books among the students was improved because students could now make several reading attempts and after getting books. As a result, respondents in most schools said that the number of literate students increased tremendously. They added that before capitation grants were provided to schools, reading lessons were only written on the blackboards able disbursement of capitation affects academic performance because sometimes schools are not meeting the intended objectives due to the unreliable capitation grants disbursements.

As regards timely disbursement of capitation some teachers (15(43%) said it made it possible for variety of textbooks and reference books to be available in schools. By using capitation grants schools planned to establish libraries, laboratories for intensive studies. Heads of schools commented that capitation grants should be provided timely and should be enough so that can be used to improve academic performance in public secondary schools. Commenting on that one teacher had this to say.

Through capitation grants, teaching and learning resources such as textbooks and other reference books especially for stories are now available in our school. We have established a temporary library to keep these resources. Teachers and students can access the resources and even borrow them for their personal studies (head of teacher – school C)

This expression suggests that teachers were now giving their students homework assignments which required students to borrow books from the school libraries. It was learnt that only a few parents could afford to buy books for their children some parents expect to get them from school and when capitations grants is unevenly distributed, it affects students' academic performance negatively. It was, therefore, easy for students to borrow text books and use them for their homework assignments.

Some teachers said that, giving students homework assignment was a useful strategy in promoting students' reading skills and general academic performance of the students - especially for the slow learners. Other respondents 13(38%) said that

capitation grants had facilitated the availability of resources material for individual and group assignments especially for students in higher levels making them to work under minimum teacher supervision compared to students in lower levels. It was observed that the availability of teaching and learning resources - such as textbooks, globes and atlases, made both teaching and learning much easier. The teachers said that were now providing their students with individual and group assignments due to availability of resources. For example, if capitation was sufficient and could be disbursed in time, it could be easier for students to do individual assignments (exercises) given during the lessons because textbooks could be available for their reference.

4.4 The Management of Capitation Grants as Related To Corruption and Fraud at Ministerial, District and School Levels

In task three, the researcher wanted to investigate the management of capitation grants as related to corruption and fraud at ministerial, district and school levels. To address this objective, three research questions were asked, namely: “How is the management of capitation grants as related to corruption and fraud on capitation grants at ministerial, district and school levels?” “How do the corruption and fraud on capitation grants at ministerial district and school levels affect delivery of education services?” and finally, “What measures should be taken to address corruption and fraud in the management of capitation grants related at ministerial district and school levels?” The data were collected from the PMO- RALG officials, district educational office and from schools. The following sections discusses the findings in details].

4.4.1 The Management of Capitations Grants at Ministerial Level

In this case, the study intended to investigate how capitation grants were managed at ministerial levels. The head of school B lamented that the modes of financing the education sectors in Tanzania is such that the government is the main source and contributes a large share of all recurrent and capital expenditures in education said that from 2002, the government has been providing capitation grants to schools through the three ministries which are ministry of education and vocation training, prime minister's office regional administration and local government and ministry of finance it was learnt therefore that management of capitation grants was done by three ministries playing different roles.

The ministry of education and vocation training is responsible for collaborative planning monitoring and evaluation, determining policy, providing regulations and quality assurance standards said for example, the ministry was responsible for setting standards for the construction of class rooms and quality of textbooks. It was argued that the prime minister's office regional administration and local government to be responsible for overseeing the decentralization of government functions to local levels, including the delivery of primary and secondary education by district authorities.

PMO- RALG provides technical support and guidance to the regional secretaries - for example, DEOs and DEDs and other council officials provide both administrative and technical support towards the management of capitation grants at council level. The funds for capitation grants are solicited by the Ministry of Finances from different sources. The ministry also provides guidelines and regulations on

financial management and procurement for the implementation of SEDP program and projects. The Ministry of Finance in collaboration with MOEVT, PMO – RALG and CAG ensure timely auditing of education funds at all levels the amount of the capitation grants issued by the prime minister’s office regional administration and local government to all councils are summarized in Table 4.5.

Table 4.5: Capitation Grants Provided from 2009 to 2013

Schools Sample	Years	Capitation grants provided by the Ministry Education (At National Level) in TSHS
A	2008/9	79,702,000,000/=
D	2009/10	80,000,000,000/=
F	2010/11	11,865,918,000/=
G	2011/12	5,475,339,000/=
H	2012/2013	58,214,804,200/=

Source: PMO-RALG (2014)

Table 4.5 indicates that there are fluctuations in the provision of capitation grants to a level that threatens the implementation of the PEDP and achievement of its goals, for example statistics show that the capitation grants allocations and disbursement dropped from a maximum of Tshs. 80,000,000,000/= (2009/2010) to the minimum of Tshs. 5,475,339,000/= (2011/2012). This suggests that ability of schools to implement projects were also affected negatively.

Although in the year 2013 there was an abrupt increase in the allocation of the CG. Generally, the amount allocated in the budget for capitation grant has systematically been lower than the amount stated in the PEDP project policy as adopted by the

cabinet. In 2011/2012 for example the deficit in the Capitation grants allocation was Tshs. 9,686.67 as government allocated Tshs 682.73 per pupil compared Tshs 10,369 per pupils as stated in the policy. When respondents were asked explain why these amounts varied from the amount stated in the policy responses given were neither genuine nor consistent. For example, the Education Officer from PMO-RALG said that the fluctuations were due to the fact that some donors did not honor their promises in contributions of funds and the value of the shillings - as expressed in us dollars, dropped sharply between 2009 and 2012. Thus the uneven distribution of capitation grants affects academic performance as school could not implement their funding plans resulting in negative performance.

4.4.2 The Management of Capitation Grants at District Levels

In this case the study, when head of school C asked how does capitation managed in District level responded that the funds were released by the PMO-RALG to the councils account responsible for secondary development. It was learnt that the DEO on behalf of the councils prepare budget and finally allocated funds for both development and capitation grants to needy schools into their account number. The respondents argued that education office did not have any chance to influence corruptions and frauds in the disbursement and allocation of capitation grants to schools.

It was noted that the DEOs were responsible for budgeting at the council level and they prepared plans for allocating funds to schools through their account numbers. The plans and budget from the district educational office are finally sent to the committees responsible for social services for approval before they are tabled at the

full council committee meetings. The head of school A responded that the procedure was usually open and transparent to the district council to avoid loop holes for corruptions and fraud; in addition the researcher wanted to know the total amount of capitation grants that was given to school A from the councils for the period of five years (2010-2014).

4.4.3 The Management of Capitation Grants at School Level

Under this, the study was also interested to investigate how capitation grants were managed at school level. The head of schools were asked to provide descriptions how funds were being managed at the school level in Kinondoni district. The heads of school B said that allocations of capitations grants were made by the district council and sent them to schools through school account numbers. It was the responsibility of the school/ committee to budget the funds as one of the heads of school/committee as follows:

“The school committee in which I am the secretary is responsible for the planning and management of the capitation grants once the funds are released by the council through our school account number. The school committee choses the signatories responsible for withdraw of school funds. But the funds are only withdraw only when school committee members satisfied with the planning on it” (Head of School B)

The quotation above suggests that the school committees play a watch dog role for the use of all school funds for projects such as construction projects and purchasing of teaching-learning resources such as textbooks, desks and other teaching aids. The researcher also asked the Heads of school C if the Capitation grants were disbursed

on time and if was enough all head of schools said that the capitation grants were uneven distributed and it was not enough and this situation lead to block their school plans in academic improvement. They said that they plan and budget well the fund but the problems are only that it is not enough and not disbursed on time.

The respondents said that there was no such as specific mention in the capitation grants which identified the resources for the children with disability such as visually impaired children as one of the head of school commented; In my school we have 05 children with disability (visually impaired pupils) who demand such facilities as Braille machines and other facilities which are not available. It has been difficult even to use normal teachers who can manage teaching in inclusive classrooms without necessary skills or without supportive facilities Heads of school-C it can be noted from the quotation above that capitation grants have limited concerns with the availability of the teaching and learning resources for the children with disability. It was learnt that, the way the funds were allocated in the capitation grants no specific, mention has been made for the children with specific needs. It was therefore, concluded that is lack for concern to the children with special needs in the capitation grants, it would jeopardize the efforts, to a achieve quality education for all it was proclaimed by the United Nations declarations through UNESCO on quality education for all.

When the researcher asked he respondents to comment on what can be done to address the challenges in uneven disbursement of capitation grants he respondents raised several issues. More than half of the respondents 09 of ten suggested that schools had to make effects to find other alternative sources of finance to support

school programs and top up the insufficient capitation grants that schools received it was noted in one of the schools surveyed that through public campaigns the parents, guardians and other stakeholders were requested to financially support the capitation grants which were both insufficient in their amount and delay of disbursing. To emphasize the importance of this idea one of the head of schools had this to say;

“The given capitation grants were too little to make our school meet all of our demands interim of teaching learning facilities. We passed a special request to the local government authority the parents and other stakeholders to support from some donors which we used to receive some financial support and some textbooks (head of school – B).

It was found that the response was a bit positive - especially from the parents in some schools located in Kinondoni town, different from the response from parents in some schools located in Kinondoni-shamba.

The study revealed that there were two major challenges facing financial management of capitation grants in schools.

- i. First, The majority of respondents 71% mentioned the limited amount of capitation grants received by schools and secondary the delay of the funds to reach the schools. These respondents maintained that their schools never received appropriate amount of capitation grants allocated to each student also mentioned the challenge on disbursement delays against due time. It was learnt that these two challenges affected timely completion of school programs and purchasing of teaching and learning resources in an attempt to maintain the quality of secondary education performance. It was also mentioned that some

construction projects (such as classrooms, libraries, latrines and laboratories) in some schools were not completed, which as a result forced schools to look for other sources of financing school requirements.

- ii. Also said that limited availability of capitation grants affected the availability of capitation grants affected the availability of textbooks which in some schools the BSR was higher whereby in some schools was 1=g in some subjects such as English, mathematics and history. This indicates that capitation grants only helped to facilitate teaching- learning process in some subjects while resources were not made available in other subjects.

It was also mentioned that teaching and learning resources for students with special needs had not been given due priority in the allocations through the capitation grants. said that there was no such specific mentioned in the capitation grants which identified the resources for the children with disability such as visual impairment children as one of the heads of schools commented:

In my school we have 32 children with disability (visually impaired) students who demand such facilities as Braille machines and other facilities which are not available. It has been difficult even to use normal teachers who can manage teaching inclusive classrooms. As a result, normal teachers are teaching inclusive classrooms without necessary skills or without supportive facilities (head of school – C)

One can simply note from the quotation above that capitation grants have limited number concerning with the availability of the teaching and learning resources for the children with disability. It was learnt that, the way the funds were allocated in the

capitation grants no specific mention has been made for the children with special needs in the capitation grants it was proclaimed by the United Nations declarations through UNESCO on quality education for all.

When the researcher asked the respondents to comment on what could be done to address the challenges in the management of the capitation grants, the respondents raised several issues. More than half of the finance to support school programs and top up the limited (insufficient) capitation grants that school received it was noted in one of the surveyed schools that through public campaigns the parents guardians and other stake holders were ready to financially support of the capitation grants which were both insufficient in their amount and delayed. To emphasize the importance of his idea one of the head of schools had this to say:

We come to realize that capitation grants were too little to make our school meet all of our demands in terms of teaching learning facilities. We pressed a special request to the village government, the parents and other stake holders to support our school financially, we were lucky enough to receive some financial support from some donors which we used complete teachers houses new classrooms and some textbooks (head teacher in school D).

It was found that the response was a little bit positive - especially from the parents in some schools located in urban areas. These parents support their children with textbooks to support their studies especially where schools do not have such books as in English mathematics history whose book student's rations were quite higher for example, in one school a new classroom was built by the efforts from the UNICEF with collaboration with their members of parliament. In another school, financial

support for the construction of the school programs and projects was coming from the domestic donors known as KIDS CARE.

PEDP and SEDP projects were expected to reduce educational problems but unfortunately projects are not being implemented ostensibly due to lack of funds by the government. Moreover only 3% of PEDP I goals were implemented in the area of infrastructure in our schools said head teacher in both the 2013 /14 minis of education and vocational training and the general government budget speeches that were ready in parliament in June 2013 respective ministers respected pointed out that the education sector is one among the key six sectors that the government of Tanzania has prioritized through the “Big results now strategy” this according to the government, complements the existing governments efforts that have always given the education sectors prominence above other sectors. The question is are these notions genuine or were political statements that aim at deep freezing public demands? If the government claims are true, why is the education sector not performing well? To answer these questions, Hakielimu has dug deep into the 2013 /2014 ministry of education and vocational training budget which was tabled and approved in parliament in June 2013 and has now come up with this brief analysis that maps out political statements versus the facts on the grounds.

A critical analysis of the situation on the ground however shows that the sector is given less attention. This analysis has shown that the sector is not assigned the attention it deserves. It shows that the nation or ministry might have good plans and ambitious policies and rules. However, if those who are entrusted with responsibility to ensure those plans, policies and rules are executed are not ready to do so, no

positive results should be expected. The education sector is now run by people who are politically not willing to take the sector from where it is to a safe place.

The findings show that ministers permanent secretarial and other officials are not bothered by the fact that the sector is going astray officials are told to consider public priorities and needs when budgeting for education they have been told to consider motivation teachers if they aim for better results and have also been advised to invest more on education but they have chosen to give priority to recurrent expenditures that development and expect things to improve. This is day dreaming which will never come to be true. Educationalists must make up measures to revamp the sector, or else the education sector is doomed. One of the head teachers (school D) argued that: “logically one would expect that if the education sector is allocated with little resources or budget, then respective duty bearer would be ken on the management of expenditures. (49%) of Tsh. 92.5 billion shillings allocated to the education development budget was spent, leaving 51% of the allocated funds unspent up to march 30, 2013. This is literally under pending which in a different context (development budget) under pending is clean”.

4.4.4. Mismanagement of Funds and under Performance

Analysis from the field shows that spending weaknesses within the sector are either intentional or are a manifestation of lack of capacity in expenditure management and performance. This situation has been there for quite a while now. The situation in the field shows that the sectors recurrent budget spending trend one would be convinced that actually lack of seriousness or accountability is affection spending on development budget. For instance, in the 2012/2013 budget, the ministry is reported

to have spent up to 82% of its recurrent budget expenditures as of March 20, 2013. This is equal to Tshs518.8 billion of the allocated Tshs631.8bn.

This is an alarming situation and a weakness that should not be allowed to persist; there is no way the education sector in Tanzania will be revamped from the current mess if development budget is under spent at that level. Spending estimate budget should always take into consideration the youth population who constitute 64% of the total population seeking the quality education in schools and who will be fed with poor education services due to such under spending.

The findings show that the challenges facing capitation grants disbursement show that according to the 2013/2014 education budget speech, during the 2012/2013 fiscal year, an average of only Tshs. 13,266/= per student per year reached secondary schools instead of the 25,000/= planned a capitation grants while only an average of tshs. 6,025/= out of 10,000/= reached each primary school pupil per head per annum. Capitation grants are vital funds for running public schools. They are much more important now that the government has lowered the school fees in schools. Disbursing less than the allocated capitation in schools is leading into serious miscarriage of development activities to schools in terms of management planning and eventually affects learning and teaching programs which translates into poor performance. Capitation grants were meant to help learners to improve learning by providing them with adequate books, and other teaching and learning materials.

Other findings from the field that affects the capitation grants disbursement include the education budget that did not come up with specific plans to address issues of

failing students in final examinations in public secondary schools. The budget was also criticized for not addressing the concerns of teachers and their head of school – B argued that if teacher's demands and concerns are not addressed, all the efforts made to improve academic performance in public secondary schools will be in vain and the objectives won't be attained. The critical analysis from the ground findings show that the situation on the education sector is given less attention it deserves. The respondent from school – C argued that the nation or ministry might have good plans and ambitious policies and rules. However, if those who are entrusted with responsibility to ensure those plans, policies and rules are executed are not ready to do so no positive results should be expected. The education sector is now run by people who are politically not willing to take the sector from where it is to a safe place. The Ministry of Education and Vocation Training should adhere to SEDP II goals by ensuring that each students get 25,000/= as the Capitation Grants.

CHAPTER FIVE

5.0 SUMMARY CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter presents a summary of the study findings, conclusions and the recommendations for administrative action and for further research. The purpose of this study was to investigate the effects of unreliable and poor provision of capitation by the government to public secondary schools has led to poor student performance. The capitation is used to enhance teaching and learning in terms of acquiring facilities like books, desk, laboratory equipment and for maintaining the school infrastructure to in order to meet the intended national educational goals and objectives.

5.2. Summary of the Study Findings

Generally, the findings showed that the use of capitation grants helped to improve the quality in some aspects towards delivery of public secondary education in Kinondoni district based on the objectives, the study indicate the following results. Actual capitation grant disbursements were less than what was allocated in the budget. The establishment of PEDP and SEDP in 2000 in Tanzania forced the government to provide financial support in the form of capitation grants and development grants.. The primary aim of the grants were to replace revenue lost to school because of the abolition of fees and improve the quality of education by making real resources available at the school level. Another grant provided in schools is the development grant which caters for construction of new classrooms and rehabilitation of infrastructure as noted by Urwick *et al.* (1991).

5.2.1. The Effect of Capitation Grants on the Availability of Teaching and Learning Resources in Public Secondary Schools

This study has revealed that all schools received capitation grants from the central government for different usage. And the capitation grants are the sole and reliable source of finance to all government schools. The capitation grants are used for the purchase of teaching and learning materials, examinations, administration and rehabilitation of infrastructure. However it was observed that the capitation grants was insufficiently provided to cater for school requirements. The lowest and the highest amount allocated to schools from 2010/12 to 2012/13 ranged from Tshs. 997/= to 6,593 instead of from Tshs. 25,000.

Thus, the funds from the capitation grants were both insufficient and they were delaying to reach schools. The changes in the demographic data in schools were explained as one of the reasons for insufficiency. This as a result negatively affected school plans implementation and learning resources increased in most subjects except in few subjects such as English, Mathematics and History subjects to make the pupil- book ratios as high as 1:10 in some schools. Despite the provision of capitation grants to schools there were inadequate physical infrastructures such as classrooms and pupils latrines. Some schools - especially those located in urban areas, adopted double shift SYSTEM as alternative option to address the gap.

The head teacher from school J lamented by saying it was acknowledge that progress has made improving secondary education but then there are many challenges so as to make good thing even better, and we still have some questions like: Are our goals clear, consistent and are they most important? Will our goals head to the results we

seek? Are our priorities the most Strategic? The enrolment of pupils in primary school requires the improvement of infrastructures to both primary and secondary schools. But unfortunately the government is not taking this situation into consideration. This situation discourages students to attend school as the environment is not conducive for learning thus causing student dropouts and poor school attendance. All these lead to poor performance in academic.

The quote above is showing that if at all capitation grants is enough and disbursed in right time all those problems of infrastructure could not be there but due to unequal and insufficient capitation disbursement which lead to poor academic performance as noted by the head teacher of school J. Due to the increased enrolments, there was a need to improve schools infrastructure like adding new classrooms and to build and new schools The increase in primary school enrolment further increased pressure up the pipeline at the secondary level. Increases in enrolments do not match by the infrastructure improvements. New classrooms have to be built and new schools have to be constructed too. Another challenge which lead to the poor academic performance in public secondary schools due to uneven capitation disbursement include toilets (pit latrines) and teachers house have been a big problem in many public schools and this situation discourage good attendance to teachers and students.

The findings from the field also has noticed that books and teachers are not enough due to the fact that uneven disbursement of capitation grants not enabling to have enough books and other teaching and learning materials like desks laboratory equipment, library, global, chalks discourage the sufficient and intensive teaching

and learning process. Teachers also are running out of their field due to uncondusive working environments. The finding has shown that due to uneven capitation grants to schools some teachers who are posted to some working station. Another findings in the field due to poor academic performance uneven capitation grants disbursement lead to in public secondary schools in focusing on quantitative and not qualitative.

The education expectation is becoming negative as its not achieving its intended goal and objectives. There is no connection between the promise of education and its expectations. Education is expected to produce graduates who are able to thrive in a fast changing world, meet challenges and solve problems; be entrepreneurial and create jobs, and be critical and active citizens but unfortunately those outcomes of education do not meet as no enough resources placed on this education sectors.

Another head of school H lamented that:

“The recent rapid expansion of both primary and secondary schools has affected education quality in public schools due to the fact that the capitation grants which was set the same amount of money regardless price fluctuation in all these passed years.”

This shows that the disbursed capitation grants is not sufficient hence making it impossible to achieve the intended education goals and objectives. The expected sort of education outcomes is not the tension between quantity and quality in education is seriously affecting quality education. The decision made of taking care of the quantity and enrolment first without thinking of the quality. The field findings showed that there were no parity between expansion of school enrollment and the

quality of educational outcomes. When focusing on outcomes, the most important aspect of education is the capability of its graduates.

The most important question to ask ABOUT the education systems - as found in the field, is: What are the capabilities they have in mind? The ability seems to be very low, some of the head of schools were not able to read and write fluently to analyze, ask questions and think critical, be creative and solve problems surrounding their environment and even when facing new challenges; lack of self-confidence ability to think out of the box and literacy. The findings from the field show that lack of quality education due to unequal and insufficient capitation grants disbursement. The government should therefore be clear about what should be the prime focus of education so as to deliver quality education. Once the government clarifies the vision and the purpose of education, it will be possible to guide the development of the entire education system.

The finding from the field also show the need for the government to disburse sufficient capitation grants to public schools so as to be able to deliver quality education which will produce quality and capable learners with good skills, abilities and aptitude because this is what which will enable the students to thrive in the world and contribute more effectively to national development. Another is teacher support over the required infrastructure make them discouraged hence run- out of the field searching for other job opportunities. Priority should be given building teachers house as is of a great importance to ensure that the teachers are comfortable and can work affectively. This will help to produce graduates who have quality education.

The findings from the field show that teachers are not motivated. Therefore education budget should have more capitation funds so as to create good environment for teaching. It was found that most of the teachers were not interacting with the students. If the teachers' welfare is improved together with their working conditions, the teacher will have good morale to work effectively thus enabling public secondary school to perform better academically. In order to meet the intended educational goals and objectives, the capitation grants should be disbursed timely and enough so as to make good plan and meet all the requirement of teaching and learning process. In doing so, the education provided will be quality and hence will produce students who are capable, aptitude and skills that will enable them to thrive in further education and be competent worldwide.

Head teachers are responsible for managing and overseeing capitation grant expenditures. Thus, there should be a systematic way of nurturing the financial management skills of head teachers and developing the monitoring capabilities of schools committee. The findings show that, if the government will follow the recommended points above, it will be possible to change the poor academic performance in public secondary schools which result from uneven capitation grants disbursement by the government.

5.3 Conclusions

Based on the study findings the following issues emerged. The provision of the capitation grants increased the availability of teaching and learning resources in some aspects and subjects while other subjects were without adequate resources. Thus, capitation grants did not address all the problems in the availability of teaching

and learning resources. The provision of capitations grants did little to address the problem of the availability of classrooms which increased the congestions in classrooms especially in urban schools.

This affected the adaption of participatory methods of teaching as suggested in the current teachers training institutions. Thus, capitation grants led more to more quantitative results than qualitative results. For example, a large number of pupils do not have desks which affect their learning processes Schools lacked sport gear and other facilities to influence sports programs in schools. Some students especially those who enjoyed games and sports stop from attending school when sports and games were given little priority. This caused dropouts and absenteeism in schools. The provision of capitation grants in schools resulted into increased pupil's academic performance in many schools including increased numbers of literates in schools.

In some schools the academic performance rise from 50% to 70%.f in School B and F. The capitation grants in schools were poorly managed at the school level - especially in rural schools, because the members of school committees were less skilled and less knowledgeable - especially in financial management. Teaching and learning resources like books for some subjects such as English, Mathematics and History subjects were not sufficient in most schools. This situation negatively affected the quality of teaching and learning in schools. For example, although some facilities such as computers and internets were required for teaching some topics in schools but they were not available in most of the schools. Capitation grants provided to schools were inadequate and were delayed to reach schools. As a result, some schools could not conduct regular monthly examinations with neighboring

schools as they used to do in the past because they could not afford its costs due to limited finance. Thus, schools projects and programs were not suitable because most schools had no alternative sources of finance to top up the gap in the capitation grants.

5.4 Recommendations

In the light of the findings of the study, conclusion and the limitations of the study, the following recommendations were made for administrative actions and for further research.

5.4.1 Recommendations for Administrative Action

It is recommended that the provision of the capitations grants should be provided equitably to schools because most of the schools had no reliable sources of the funds other than the grants from the control government. The Ministry Of Education And Vocational Training should honour the SEDP II goals of providing 25,000/= per students in order to meet the national intended goals and objectives of education in order fight disease, poverty and ignorance. This will enable the provision of education to all people. The government should continue to conduct a public expenditure tracking survey (PETS) in order to determine the amount of money received by each school By doing so, the government will ensure that social accountability on matters pertaining to public expenditure are followed.

Since capitation grants are limited, schools need to find other sources of funds - including the domestic and international donors and stakeholders - to supplement the central government grants which are both inadequate and not sustainably provided.

This would help to make schools projects and programs. Sustainable and effective capitation grants cannot address all the problems in teaching and learning resources in schools. The school-led initiatives - especially in the mobilization of funds - such as campaigns, (self-help contribution from the local communities) would help school to mobilize additional financial resources for their schools.

In order to provide quality education and improve academic performance in public secondary schools the capitation grants provisions to these schools should be taken into consideration the concerns of the children with disability. These students with impairment need special and unique requirements and demands that were not adequately addressed in the capitation grants. Thus, planning in the needs of the students with special needs. For proper management of the capitation grants in schools, MSCs need to be retrained especially in financial management of school funds. This would help them to increase their practical skills and knowledge. This would stop using school committees as, rubber stamps to pass out teacher's priorities and decisions. Teaching and learning of some topics in some subjects like science, IT demand some facilities such as computers and internets which must be made available especially in rural schools – this would automatically demand electricity power facility in schools as well.

5.4.2 Recommendations for Further Research

Taking into account the limitation of this study, further research studies are recommended in the following challenging areas. It is recommended to conduct a mixture of quantitative and qualitative study in order to test the correlation and the effect of the capitation grants on students' academic performance achievement to

statistically prove it especially for generalization purposes. There is a need to conduct a study for wider areas in different districts from different regions in order to involve larger samples for the purpose of generalizing results in Tanzania.

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APPENDICES

Appendix A: Questionnaires for Head of Schools

Dear Participants,

My name is Flora Leyaro Ngowi, a Master's Student at the Open University of Tanzania. This questionnaire is designed to collect data from head of schools that will help in a research about "The negative impacts of unreliable capitation disbursement to academic performance in public secondary schools" This research project is part of requirement for completion of my degree program. You are therefore chosen to be part of this research. Be honest in giving your responses. In case you will provide your identity it will not be included in the final report. The information you provide will be treated confidentially.

1. How many students were enrolled in 2013/2014?
-
2. Does the school receive the Capitation grants fund?
 - Yes ()
 - No ()
3. What is the amount of Capitation grants did your schools receive in 2014?
 -
4. Show the amount received for 3 years back for each student
 - 2011
 - 2012
 - 2013
5. Availability of teaching and learning materials in your school
 - a) In adequate ()

b) Enough ()

c) Adequate ()

d) Very adequate ()

e) If your answer in above is no.1, what are measures do you take to improve the situation?.....

6. Is Capitation grants help purchasing of learning and teaching materials in your school?

7. Which months do your school receive Capitation grant?

8. How much CG did you receive in the year

2011

2012

2013

9. What are positive changes in your school after receiving C.G and purchase learning and teaching materials like text books?

10. Is teaching and learning process affected by unreliable capitation disbursement? Say how

11. Which criteria is used to disburse capitation grants in Kinondoni district to public secondary schools?

12. Does capitation grants disbursed on time and enough at your school? If not what do you do to overcome this problem?

.....
13. To what extent the funds provided meet the teaching and learning requirement?
.....
.....

14. What is the negative impact of unreliable and insufficient disbursement of Capitation grant to public secondary schools?

.....
15. What should the government do so that it can disburse capitation grants on time and enough in order to improve academic performance

Appendix B: In Depth Interview for head of School

Dear Participants,

My name is Flora Leyaro Ngowi, a master's student at the Open University of Tanzania. This in depth interview is designer to collect data from Head of School of Public Secondary Schools in Kinondoni district that will help in research about "The Unreliable government disbursement of Capitation to public secondary schools its negative impact to academic performance. This research project is part of requirement for completion of my degree program. You are therefore chosen to be part of this research. Be honest in giving your response in case you provide your identity it will be treated confidentially.

1. Did your school receive capitation grants in 2013/2014?
2. If yes in no.1, how much capitation grants did your school get in 2013/2014?
.....
3. Which criteria used to disburse capitation grants in Kinondoni Municipal?
.....
4. Is capitation grants disbursed timely and enough at your school?
.....
5. If the answer is no in no.4, then what is the negative impact in academic performance to public secondary schools due to unreliable disbursement of Capitation?
.....
6. To what extent funds provided meet the teaching and learning requirements?

-
7. What is the cost of purchasing teaching and learning materials in your school?
.....
 8. What is the difference between the Capitation grants provided and the amount needed to purchase teaching and learning materials?
.....
 9. What strategies used to cope with the shortage and unreliable capitation grant disbursement to education process at your school?
 10. What do you think government should do so that it can disburse capitation grants timely and enough?

Questionnaires for head of schools

1. How many students were enrolled in 2013/2014?.....
2. Does the school receive the Capitation grants fund?
 - Yes ()
 - No ()
3. What is the amount of Capitation grants did your schools receive in 2014?.....
4. Show the amount received for 3 years back for each student
 - 2011
 - 2012
 - 2013
5. Are availability of teaching and learning materials in your school
 - a) Very Adequate ()
 - b) Adequate ()
 - c) Inadequate ()
6. If your answer is “C” above what are two measures do you take to overcome the situation.....
7. State the month in which your schools receive capitation grants.....
8. Name three changes you have noted after receiving capitation grants at your schools
 - i).....
 - ii).....
 - iii).....

9. Mention 2 areas mostly affected in teaching and learning process due to unreliable capitation disbursement

i).....

ii).....

10. In two sentences, give your views what do you propose that the government should do so that the capitation grants can be disbursed on time and enough

i).....

ii).....

11. What is the cost of purchasing teaching and learning materials in your school?

12. What is the difference between the capitation grants presided and the amount needed to purchase them?.....

.....

Where are the other tools for data collection? You must append them all. Also appendices should come after references