

**TOWARDS IMPROVED IMPLEMENTATION OF FEE-FREE EDUCATION
IN TANZANIA: THE MANAGERIAL CHALLENGES FACING EDUCATION
MANAGERS IN KIGAMBONI DISTRICT IN TANZANIA**

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**A DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE
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CERTIFICATION

The undersigned certify that he/she has read and hereby recommend for acceptance by the Open University of Tanzania a Thesis entitled: **“Towards Improved Implementation of Fee-Free Education in Tanzania: Challenges Facing Education Managers in Kigamboni District”** in partial full fulfilment of the requirements for the Degree of Master of Education in Administration, Planning and Policy Studies of The Open University of Tanzania.

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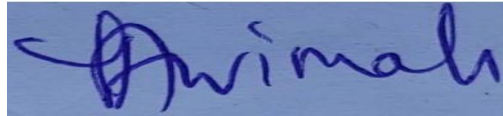
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I, **Twidike Aaron Ntwima**, declare that, the work presented in this dissertation is original. It has never been presented to any other university or institution. Where other people's works have been used, references have been provided. It is in this regard that I declare this work as originally mine. It is hereby presented in partial fulfillment of the requirement for the Degree of Master of Education in Administration, Planning and Policy Studies (MED APPS).



.....

Signature

.....

Date

DEDICATION

I dedicate this work to my beloved late mother Margareta Ayumwi Lyimo, My young sisters Ambwene A. Ntwima, Amye A. Ntwima and Salvina Mtikire. To my daughters Easter and Evelyn and my aunt Margeth D. Lyimo without whose great help and sacrifices during my learning I would not have gone to school. May God Bless You All.

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ABSTRACT

This study examined the implementation processes of fee-free primary education through the management of challenges facing educational managers in Tanzania. The objectives were to: examine stakeholders' perception on the fee-free education policy, examine the implementation status of fee-free education in primary schools in Tanzania, assess challenges impeding educational managers in the implementation of fee-free education, and determine managerial measures to improve the implementation of fee-free education. The study employed descriptive design and mixed research approach and with a sample of 65 participants. The findings revealed that stakeholders held negative perception of the fee-free education policy. It was also found that fee-free education has been implemented were 27 (42%) and 22 (34%) respondents agree and strongly agree that implementation of fee free education is leading of inadequate disbursed government subsidies. The findings revealed challenges related to the fee-free education policy include; shortage of teachers, shortage of classrooms, shortage of toilets and parent cooperation over their children performance is school. The findings posited managerial measures related to implementation of fee-free education policy led to increase of student's enrolment in schools. It is recommended that for effective implementation of fee-free education there should be mutual understanding among education stakeholders, cooperation between teachers, pupils and parents.

Keywords: Fee-Free Education, Public Primary Schools and Educational Managers

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LIST OF ABBREVIATIONS AND ACRONYMS

AIDS	Acquired Immunodeficiency Syndrome
BFR	Big Fast Results
BRN	Big Results Now
bpr	book-pupil ratio
CSEE	Secondary Exams
EFA	Education for All
ETP	Education and Training Policy
FPE	Free Primary Education
HIV	Human Immunodeficiency Virus
MDGs	Millennium Development Goals
PEDP	Primary Education Development Plan
PSLE	Primary School Leaving Examination
ptr	pupil-teacher ratio
SPSS	Statistical Package for Social Sciences
UNESCO	The United Nations Educational, Scientific and Cultural Organisation
UN	United Nations
UPE	Universal Primary Education
URT	The United Republic of Tanzania

CHAPTER ONE

INTRODUCTION AND BACKGROUND OF THE PROBLEM

1.1 Introduction

According to the United Nations (UN) charter, it is stated that “everyone has a right to Education Basing on the declaration of human rights article 28 of 1979, Education should be at least free in the elementary and fundamental stage”. This chapter introduces the study on the implementation and challenges of fee-free education in public primary schools. The background section of this chapter will cover background information of the problem, followed by the statement of the problem, objectives of the study, research questions, scope of the study, the significance of the study, limitations of the study, operational definitions of key terms of this study and, organization of the study. This chapter provides insights into what this study is all about and will lead to determining the gap from other studies.

1.2 Background to the Problem

Key roles of education are to promote human dignity, facilitate equal opportunities and equity in wealth distribution (Koskei, 2004). For this importance, primary education is the necessary education that has remained high on the global agenda for education. Therefore, primary education has been the basic right for every child due to its economic and social development (Koskei, 2004). Primary education intends to instil learners with self-expression abilities, logical and critical thinking and it also provides the groundwork for further education, training and work (UNESCO, 1992). It has been shown that there is a positive correlation between economic growth and the level of primary education of a particular country (Orodho, 2015).

According to the United Nations (UN) charter, it is stated that “everyone has a right to Education Basing on the declaration of human rights article 28 of 1979, Education should be at least free in the elementary and fundamental stage”. Then education and learning have a strong connection in supporting social change and transforming lives by reducing poverty, improvement of health, the advancement of technology and increasing social cohesion (UNESCO, 2013; UNESCO, 2014b).

The emphasis for primary education was laid by many developed countries during their early stages of development. For instance, in 1824, Denmark had achieved Universal Primary Education (UPE), on the other hand, Sweden and Japan achieved UPE in 1842 and 1875 respectively. Many developed countries have shown a consistent increase in per capital income due to increased levels of primary literacy (Orodho, 2015).

In developing countries, priority was given to UPE in the early sixties, by this time many developing countries consisted of a mass of illiteracy rate. The adoption of UPE in developing countries was a result of the historic model of the developed countries, where UPE pyramids had been built from the ground up. Therefore, ministers of education from developing governments of Africa, Latin America, and Asia adopted the uniform goal of attaining UPE (UNICEF, 2007).

In order to achieve Education for All (EFA) and Millennium Development Goals (MDGs), Free Primary Education (FPE) has been widely implemented in sub-Saharan Africa (Oketch, 2007). Kenya and Uganda adopted FPE since their independence in the 1960s. In Uganda, FPE was introduced in 1997 and has largely been successful in

improving access to education, Ministry of Education and Sports (Uganda, 1999). Kenya, on the other hand, FPE has achieved greatly by increasing enrolment in primary schools (Ngugi *et al.*, 2015).

1.2.1 Fee-Free Education

Fee free education is not a new phenomenon in different countries of the world. Every country and states have been struggling to ensure quality and accessible education to all citizens (Orodho, 2015). All countries, which are providing free education, have their history, success and failure in financing the free education.

In Kenya, The Kenya government has since independence in 1963 made several appraisals on the need to expand educational opportunities as reflected in various policy documents like the (Ominde, Report of 1964) the Mackay Report of 1981, the (Kamunge Report of 1988 and Koech Report of 1992) and all national development plans. As a result, the introduction of Free Primary Education in Kenya in 2003 was hailed by many because it was seen as a milestone in providing children from poor backgrounds with basic education (Sifuna, 2005).

In 2003, Kenya introduced the Free Primary Education (FPE) program with a view to meeting the goal of Universal Primary Education (UPE). Having fairly successfully implemented this policy, the government has now turned to widening access to and improving the quality of secondary education. However, the country faces constraints in mobilizing additional public and private resources to meet the high cost of expanding access to quality primary education (KIPPRA, 2006). An assessment of the achievements of FPE in the Kenya Economic Survey of 2010 noted that the program

had increased primary school enrolment by almost 50% from 5.9 million to 8.8 million in a period of 7 years (Itunga, 2011).

On the other hand, the World Bank (2004) notes that when fees were abolished in Malawi in 1994 and in Uganda in 1996, pupil enrolment went up by 51% and 70% respectively. Similar policy initiatives in Cameroon in 1999 saw the country's primary school enrolment increase from 88% to 105%.

Tanzania has a long history with free education. For the first time, fees in social services (education inclusive) were abolished in 1963. This was in order to reduce disparity on family abilities to afford to pay fees. By this time, Tanzanian children could study from primary through to university level without paying any fees, (Cameron & Dodd, 1970). Despite this effort to ensure every Tanzanian child has access to education, major economic changes forced the country to re-introduce the fee in 1970s.

This was specifically due to economic instability following higher prices of oil among other factors which faced many sub-Saharan African countries (Daven, 2008). Tanzania has made major efforts to ensure that children get access to education. This has been facilitated by two major developments in the education system in Tanzania. These include; the Primary Education Development Plan (PEDP) and Big Results Now (BRN) Programmes, they are discussed as follows.

1.2.2 The Primary Education Development Plan (PEDP)

Primary Education Development Program (PEDP) programme was initiated in the year 2000 by the government through donor support. The programme was initiated

following the government's realization that the payment of school fees and other contributions led to poor school enrolment rate and pupil's drop out, (Chediell, 2009).

The first phase of PEDP started from 2002 to 2006 and the second one started in 2007 to 2011. The main objectives of PEDP to expand of pupil enrolment rates, build capacity, improve quality and strengthening institutional arrangements. PEDP managed to increase primary school enrolments, to improve Primary School Leaving Examinations pass rates, to improve book-pupil ratio, and to increase number of primary schools (URT, 2006), however, a number of challenges impeding an effective implementation were faced.

These include:

.....inadequate in-service teacher training, inadequate qualified teachers for pre-primary classes and primary schools, undesirable book-pupil ratio (bpr) of 1:3, inadequate orientation of teachers on the improved curriculum and examinations and assessment system, poor working environment of districts school inspectorates, shortage of teachers leading to undesirable pupil-teacher ratio (ptr) of 1:52, inadequate classrooms, teachers houses, toilets and furniture, shortage of pre-primary classes and facilities, inadequate inclusive facilities for pupils with special learning needs, inadequate capacity in governance, management, monitoring and evaluation, inadequate capacity of existing education system to address crosscutting issues including gender, HIV and AIDS and environment, to establish and sustain care and support services to AIDS victims in order to enable them effectively participate in the teaching and learning processes, inadequate attention to promote gender responsive pedagogy, undeveloped performance assessment mechanism, and financing gaps due to unfulfilled commitments (URT, 2006; p.8).

This quote presents a number of challenges facing the education system in Tanzania.

The challenges were such as inadequate in-service teacher training, inadequate qualified teachers for pre-primary classes and primary schools, undesirable book-pupil ratio (bpr) of 1:3, inadequate orientation of teachers on the improved curriculum and

examinations and assessment system, poor working environment of districts school inspectorates, shortage of teachers leading to undesirable pupil-teacher ratio (ptr) of 1:52, inadequate classrooms, teachers houses, toilets and furniture, shortage of pre-primary classes and facilities, inadequate inclusive facilities for pupils with special learning needs, inadequate capacity in governance, management, monitoring and evaluation, inadequate capacity of existing education system to address crosscutting issues including gender, HIV and AIDS and environment, to establish and sustain care and support services to AIDS victims in order to enable them effectively participate in the teaching and learning processes, inadequate attention to promote gender responsive pedagogy, undeveloped performance assessment mechanism, and financing gaps due to unfulfilled commitments.

1.2.3 Big Results Now (BRN) Programme in Education

This programme was launched by His Excellence President Jakaya Kikwete in 2013. This was a transformational local programme, which was designed to deliver on Development Vision 2025. BRN was inspired by Malaysian approach of 2009 known as “Big Fast Results” (BFR), which was introduced to realize its vision of becoming a high-income country by 2020 through prioritisation; detailed monitoring tools; and accountability for performance. BRN initially focused on achieving a set of specific objectives by 2015 in six sectors:

Education, Energy, Agriculture, Water, Transport and Resource Mobilisation. BRN aimed at establishing a strong and effective system to oversee, monitor and evaluate the implementation of its development plans and programmes (Lugenge, 2015); (Mtessigwa, 2013).

Big Results Now in education sector (BRNEd) was expected to fast track the improvement of quality of basic education service delivery. BRNEd had been designed with the specific objective of producing tangible improvements in student learning outcomes at primary education levels in the short-term in a bid to become a middle-income economy by 2025 (URT, 2013). BRNEd achieving three targets by 2016 and 2016; these were to create transparency on 3R (Reading writing and arithmetic) skills levels in Standard II, to achieve 80%+ pass rates in Primary PSLE Exams and to achieve 80%+ pass rates in Secondary CSEE Exams. BRN helped to transform education system in Tanzanian by increasing passes at primary schools, enabling resource mobilization in schools, increasing funds to schools and providing in-service teacher training.

1.2.4 Current School Funding Mechanism in Tanzania

In order to meet Education for All goals, the current Education and Training Policy (ETP) of 2014 in Tanzania committed to ensure to provide fee-free basic education in the country. Therefore, the current government provided three circulars of provision of fee-free education to replace the former education funding system and implement the ETP of 2014. The circulars are:

- (i) Education Circular No 5 of 2015. This circular was issued on 27 November 2015 (URT, 2015a),
- (ii) Education Circular No. 6 of 2015. This circular was issued on 10 December 2015 (URT, 2015b),
- (iii) Education Circular No. 3 of 2016. This circular was issued on 25 May 2016 (URT, 2016).

These circulars formalized the government's commitment to ensure that education is provided for free and removed all forms of contributions and fees. Implementation of fee-free primary education in Tanzania is a major step in expanding access to education to the majority of pupils from poor backgrounds. The government provided subsidies towards the funding of primary education in public schools.

Effective implementation of this programme can be compromised due to shortage of human, physical and financial resources, inadequate or delayed disbursement of subsidies to schools and the private costs of education such as cost of extra tuition, uniform, books and transport. The study intends to look at the extent to which these factors affect the implementation of fee-free education among public primary schools in Tanzania. The study is expected to be conducted in Dar es Salaam Region, specifically at Kigamboni District which is newly established District in Dar es Salaam.

1.3 Statement of the Problem

The new Education and Training Policy version of 2014 extends the removal of fees from primary to lower secondary education - Basic Education. The policy has been put into action following the Education Circulars (number 5 and 6 of 2015 and 6 of 2016) which directed the implementation of Fee Free Basic Education (FFBE) implementation in Tanzania. The circulars made clear that the Government is financing textbooks, lab chemicals and equipment, furniture, sports gear, repair of machines, construction and repair of school infrastructures, provision of meals in boarding schools and subsidies to each student. Parents are obliged to bear costs of school uniforms, sports gear, exercise books, pay medical, and meals expenses of day

students, pay travel charges, buy mattresses and bed covers as well as personal hygiene properties for residential students of government schools (HakiElimu, 2017).

Despite the government's clarification about the FFBE policy, some education stakeholders appear to believe that they are not required to bear any cost for their children. According to (HakiElimu, 2017), report 51.3% of parents and guardians believed that fee free education excludes them from all costs of raising education of their children in public schools. Only 23% and 32% had a feeling that parents should contribute part of their children's education total costs. Based on the beliefs, enrolment rate increases by 37% leading to larger class sizes, high teacher-student ratio and reduced teacher motivation towards work performance.

Statistically, the implementation of FFBE seems to be insignificant in promoting quality education and more efforts are needed from stakeholders to solve the problem. Implementation of fee-free primary education in Tanzania is a major step in expanding access to education to the majority of pupils from poor backgrounds. The provision of fee-free primary education is important as it can increase primary schools' enrolments and hence resulting into over clouded classrooms. The Tanzanian government is providing subsidies towards the funding of primary education in public schools.

However, effective implementation is not possible if there are shortage of human, physical and financial resources, inadequate or delayed disbursement of subsidies to schools and the private costs of education such as cost of extra tuition, uniform, books and transport. This study, therefore, intended to find out how the current government funding system is implemented in the country and the challenges that are impeding an

effective implantation of the fee-free education in the country. The study was conducted in Dar es Salaam Region, specifically at Kigamboni District, which is newly established District in Dar es Salaam.

1.4 Purpose of the Study

The general objective of this study was to investigate the managerial challenges facing the implementation of fee-free education in public primary schools.

1.5 Specific Objectives of the Study

This study was guided by the following specific objectives:

- (i) To assess stakeholders' perception on fee-free primary education
- (ii) To examine the implementation processes of fee-free primary education by educational managers.
- (iii) To determine managerial challenges impeding proper implementation of fee-free primary education.

1.6 Research Questions

This study was guided by the following research questions;

- (i) What are the stakeholders' perceptions on fee-free primary education?
- (ii) How is fee-free primary education implemented by education managers?
- (iii) What are the managerial challenges in the implementation of fee-free primary education?

1.7 The Scope of the Study

The study was conducted in Kigamboni District in Dar es Salaam region. The study investigated on how fee-free education is implemented. The study specifically

gathered information on the perceptions stakeholders have over on fee-free education in Tanzania, assessment of how fee-free education is implemented in Tanzania, examine the challenges impeding an efficient implementation of fee-free education in the country and finally, finding out measures that can be used to effectively implement fee-free education policy in the country. The study was delimited to six public primary schools. The sample of this study involved District Education Officer (n=1), District Logistical and Statistical Officer (n= 1) Ward Education Officers (n= 3), Heads of Schools (n=6), School accountants (n=6), Teachers (n=12), Parents (n=24), and Pupils (n=12).

1.8 Significance of the Study

The study findings help policy makers, because it offers information about Tanzania's Fee -Free Education, thus suggesting mechanisms for better implementation of the policy to increase students' performance. Also, analysis and gaps that are identified for further research are useful reference points because the methodology, findings and discussions can be replicated by other intellectuals that may be taking a similar study. Ministry of Education and Vocational Training and its Institutions, particular by those tasked with primary education, the study provide information to improve implementation of fee free education, and how to deal with related challenges.

1.9 Limitation of the Study

First, respondents who agreed to provide information and to be interviewed were 65, however this sample size is small, compare with the number of schools in Kigamboni District. Additionally, most respondents were parents. As a result, this limited the interpretation of data because information from other stakeholders was not enough.

Second, time for data collection was limited; usually respondents were reluctant to provide information on the spot, which compelled the researcher to seek for appointments.

1.10 Operational Definition of Key Terms

1.10.1 Free Primary Education (FPE)

This is an education that involves no financial burden to the parents of the pupils. This means no fees or levies charged; there should be no hidden costs to hinder any pupil from benefiting. Free Primary Education (FPE) according to the Kenya Education Commission report (1964) is that education which shifts the burden of fees from the parents to the community as a whole.

It is intended to allow all children to access education without discrimination. Tanzania defines fee free education as: “Provision of free education means pupils or students will not pay any fee or other contributions that were being provided by parents or guardians before the release of new circular.” *voided by governments to their citizens* (URT, 2014).

1.10.2 Primary Education

Basing on the Education and Training Policy (1995), primary education refers to the first seven years of formal learning in primary' school preceding secondary education.

1.10.3 Education Managers

The educational managers are government personnel who are responsible in managing the funds for fee free education from the government. They include ward education officers, heads of schools and school accountants.

1.11 Organization of the Study

This study examines the implementation of fee-free education in Tanzania. It is organised into five different chapters. Chapter one which presents the problem and its context and chapter two presents literature review. Chapter three discusses methodology of the study, chapter four presents' findings obtained from the field and discussion while chapter five focuses on the summary of the findings, conclusion and recommendations.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviews theoretical and empirical literature on free education in Tanzania and worldwide. In this chapter, important aspects related to this study are discussed and organized into specific objectives. Moreover, in this chapter study present and analyses research gap and conceptual framework.

2.2 The Concept of Fee-Free Education

Fee-free education refers to making education more accessible by making parents not to pay tuition fees. In other words, free education refers to education that is funded through taxation, or charitable organizations rather than tuition fees. Although primary school and other comprehensive or compulsory education is free in many countries, it excludes provision of textbooks and a number of administrative and sundry fees.

Tanzania has a long history with free education. For the first time, fees were abolished in 1963 in order to reduce disparity on family abilities to afford to pay fees. By this time Tanzanian children could study from primary through to university level without paying any fees, (Cameron and Dodd 1970). Despite this effort to ensure every Tanzanian child has access to education, the fee was re-introduced by 1970s following economic instability due to higher prices of oil among other factors, which faced many sub-Saharan African countries (Daven, 2008). Tanzania has made major efforts to ensure that children get access to education. This has been facilitated by two major

developments in the education system in Tanzania. These include; the Primary Education Development Plan (PEDP) and Big Results Now (BRN) Programmes.

The UN charter states in part that, every child has a right to education. According to the declaration of human rights article 28 of 1979, education should be at least free in the elementary stage. As a consequence, the UN has put concerted effort towards the attainment of this endeavour by its member states through various world conferences. In 1990 the world conference on Education for All (EFA) was held in Jomtien Thailand. Ten years later in the year 2000, the World Education Forum was held in Dakar, Senegal as a follow up to the Jomtien meeting. The recommendations of these two meetings consider the attainment of UPE as a development strategy and consider a literate population as key to the overall development of any nation (Republic of Kenya, 2003).

2.3 Rationale of Fee-Free Education

Fee Free Education is a One Strategy to Eliminate the Problem of Exclusion and marginalisation of the children, youths and adults to have access in education (UNESCO, 2009). The strategy responds to the global declaration of human rights and opportunities to have access in education. For example, the strategy is one of the 2000 Dakar's objectives to achieve universal primary education and the development and education strategy reforms of Millennium Development Goal focus on poverty alleviation. Thus, the emphasis is on inclusion education that responds to different learning needs and removing exclusion to ensure equity and equality for children from the poor and disadvantaged communities for quality education.

The main goal of the School Fee Abolition Initiative (SFAI) is to accelerate progress toward quality education for all children by supporting policies that remove cost barriers, preventing parents from enrolling and maintaining their children at school. The SFAI was launched by the United Nations Children's Fund (UNICEF) and the World Bank in 2005 as an instrument to ensure that existing Education for All (EFA) commitments were met (UNICEF, 2009).

The abolition of school fee is not a new attempt by many countries of the world. For example, in Ghana, school fee for primary schools was abolished in 1961. In Kenya and Tanzania, the school fees for primary schools were abolished in 1974; however, many initiatives faced setbacks and were abandoned while others are being reversed. The campaign to establish fee free education is essential to the government strategy for many reasons such as reduction of poverty. Fee free education plays a vital role to the alleviation of poverty.

This is because the acquisition of skills and knowledge expand peoples' access to employment opportunities and increases sustainable livelihoods. Similarly, universal access to primary school education is the most effective strategy for creating equity in education and in opportunities for survival and development. Ensuring that all children are able to enrol in school presents new opportunities for disadvantaged children, including children from underprivileged regions and communities and girls (UNICEF, 2009).

2.4 The Role of Educational Managers in Implementing Fee free Education

Management entails the activities of planning controlling; organising, appraising and leading the procurement and utilization of both human and material resources at the

disposal of an organisation in order to achieve the organisations defined ends. (Okumbe, 1998) defines educational management as the process of designing, developing and effecting educational objectives and resources so as to achieve predetermined goals.

Functions of managers are primarily the same whether they are frontline managers or top executives of an organisation. The managers are needed to convert disorganised resources of people, machines and money into useful plan leading to achievement of organisational goals and objectives (ibid). (Maranga 1992) observes that, an educational manager in an institution has many functions he must perform in order to keep the system coordinated. The various sections of the institution require a manager who possesses relevant skills attained through formal training, which can be further beefed up by experience gained in service.

In the past experience was considered more important than training in management. Effective classroom teachers were considered fit to transform automatically into managers without requiring any training in the new field (Maranga 1992). This has contributed significantly to the current erosion in the quality of education.

The main role of education managers in fee free education is to is to supervise financial budgeting, financial accounting and auditing. With regard to budgeting, education managers are involved with planning and directing school activities to determine, mobilize and acquire financial resources. (Koskei, 2004) highlights that one of the main responsibilities of head teachers in fee free education is to control expenditure.

Accounting provides a means for a head teacher to monitor, supervise and control the school funds in close liaison with the school treasurer.

The financial accounting system should provide a complete history of all the transactions to the school committee and should provide the information necessary for the management operation of the school. Effective accounting procedures call for the head teacher to keep safely various books of accounts such as receipt books, payment vouchers, cash books, log books, financial ledgers, monthly statements and cash analysis (Koskei, 2004).

Auditing is an important final stage of managing school finances. Books of accounts should be presented to auditors at the end of every financial year. However, members of the school committee should conduct internal auditing. The audited report is useful in establishing the financial standing of the school, credibility of accounting records and help to detect errors and prevent their future occurrence, (Olembo, 1992). Since most head teachers are appointed from classroom teachers, financial management may prove very difficult for them unless they get some back up through in-service courses in financial management.

Magak, E. O. in his research findings on the administrative training needs of secondary school head teachers reported that accounting procedures, auditing budget preparation, resource acquisition, purchasing and allocation of resources, investments, inventory control, banking, receipting book keeping and acquisition of public and non-public funds has more to do with training than experience.

2.5 The Education Production Function Theory

This study is underpinned by the education production function theory that estimates determinants of learning outcomes. This theory specifies the output of a firm or an industry or an entire economy for all combinations of inputs (Hanushek, 2007). Education is a production process using scarce human, financial and physical resources in the production of educated persons. Since those resources have alternative uses, economic concepts of production theory can be applied to its operations and planning.

Thus, in resource allocation at macro and micro levels efficiency should be deliberately pursued to enable the maximization of the consumption and the investment objectives of education. Although schools are not profit-maximizing firms, the framework treats them as production units on the supply side. Production function studies have been used extensively to identify factors that “produce” good learning outcomes. Funding education is an input of production that must produce desirable outcome in education.

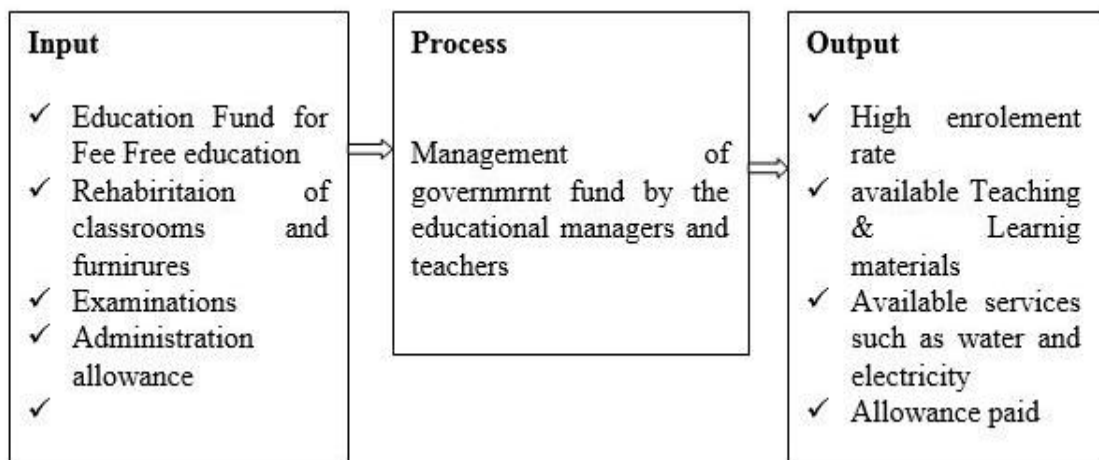


Figure 2.1: Production Function in Education

The education production function theory underpins this study by providing insights on the production system that requires inputs in order to produce outputs (products) just like any other industry that requires raw materials (inputs) including finances in order to produce desirable outcomes.

2.6 Stakeholders' Perception on Fee-Free Education Policy

A study by Daven (2008) explored if there was implementation of fee -free primary education or not Babati district. The study explored stakeholders' perceptions regarding the costs and challenges that inhibited children's access in education.

Through semi-structured interviews with households, primary school children, and teachers the data the results showed parents contributed significantly for their children's primary education. There were costs of school uniform, teaching materials and different contributions to support operation. Children experienced regular harassment by school leaders who sent them home to collect fees from their parents.

This practice was contributing to students' drop out and some poor parents not sending children to school. Such situation led to the conclusion that 'primary education is not free in Tanzania'. Despite this study being done before the current policy, this study adopted same methodology to assess the stakeholders' perceptions on the new fee free education in Tanzania under the current funding mechanisms.

Moreover, the school's management appreciated the new approaches of spending the money (HakiElimu, 2017). However, they appeared disagreed that the education policy provided guideline that had limited items for the schools and it restricted them

from seeking support from parents. For example, the schools cultivated some crops, which provided mid-day meals for children, and sold them to obtain money for buying files, stationeries, and paying water and electricity bills. The capitation grant does not consider some of these important operational charges. Adding, the report indicated that stakeholders including parents and teachers were supporting the fee free education policy. However, they raised the argument there were limited participation of stakeholders prior to the onset of the education policy that created misinterpretation of the policy.

(Mbawala, 2017), investigated the effectiveness of fee free basic education provision in Tanzania Ruangwa District, Lindi region in Tanzania. A sample of 130 participants was involved in the study where data were collected through questionnaires, semi-structured interviews and documentary reviews. Data analysis employed NVIVO 10 for qualitative data and Statistical Packages for Social Science (SPSS) version 20 for some quantitative data.

Analysed data were presented in different formats such as graphs, quotes and tables. Results indicated that stakeholders were involved in the implementation of FFE in many ways including educating parents, pupils, and the community on, encouraging parents to send their children to school, and making sure that fee is not paid in schools, improving academic performance of pupils.

2.7 The Implementation of Fee-Free Education

(HakiElimu 2017) surveyed 910 participants in seven districts including Njombe, Mpwapwa, Korogwe, Kilosa, Sumbawanga, Muleba, and Tabora Urban in Mainland

Tanzania to explore stakeholders' views about the merits and demerits of implementing fee free education policy and practices of spending grants and subsidies to facilitate the policy. There were primary and secondary randomly sampled schools for which teachers, heads of schools, School committees and boards were interviewed about the implementation of the policy. Likewise, different views were obtained from.

Studies in Kenya by Loudon (2009) show that since 2003 the fees were abolished in state schools to allow poor families have access to education. Kenyan Government in collaboration with the Centre for study of African Economies carried out research in 2008 regarding the implementation of free education in Kenya and the results indicated that a large number of children from poor families went to school, enrolment tripled in private primary schools, and gross enrolment rates and school results declined in some state primary schools because of increased demand of resources. The study recommended the need for a study to explore the reason whether the developments due to centralization and free education initiatives have affected the local control in the provision of education.

In Kenya, (Koskei, 2004) investigated the constraints affecting the implementation of Free Primary Education in Nairobi province in Kenya. A number of 32 public primary schools participated in the study. Data were collected by using questionnaires administered to head teachers and class one and two class teachers of the participating schools. Analysis was done using statistical package for social sciences (SPSS) and presentation done in frequencies and percentages. The major findings of this study indicated that most of the head teachers, had undertaken courses in financial management. Hence this may not be a major constraint in implementation of the Free

Primary Education programme. The current study, in assessing how fee free education is implemented, will assess if head teachers are having opportunities to attend a course or any professional development programme regarding the implementation of FFE in Tanzania.

In Kenya, (Muindi 2011) investigated the impact of the introduction of FSE on the quality of secondary education in Katangi Division, Yatta District. The study adopted an exploratory approach using a descriptive survey to achieve its objectives in six public secondary schools. The sample size comprised of 6 head teachers, 36 teachers, 192 students and 1 education officer from the district. Questionnaires surveys and interview schedules were used to collect data. SPSS application was used to analyse data by editing, coding, classification and tabulation. Pie-charts and histograms were also used to form the basis of report. The study found that there is high enrolment in secondary schools as a result of FSE.

2.8 Challenges Impeding Effective Implementation of Fee-Free Education

In Kenya (Koskei, 2004) investigated the constraints affecting the implementation of Free Primary Education in Nairobi province in Kenya. A number of 32 public primary schools participated in the study. Data were collected by using questionnaires administered to head teachers and class one and two class teachers of the participating schools. Analysis was done using statistical package for social sciences (SPSS) and presentation done in frequencies and percentages.

The study revealed that the area was hampered by lack of trained teachers for special education and lack of special education facilities. Besides availing pupils in school,

the community had not been very supportive in implementation of the programme in schools. The facilities and materials have not been sufficient for the implementation of the programme. The study revealed that the classroom space, toilet facilities, field and Physical Education (P.E) facilities, desks, and textbooks were in short supply. Besides pre-service training, the research revealed that most teachers had not undertaken any in-service courses.

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The study revealed that Government funding as well as facilities and teaching learning materials for implementation of FSE are inadequate. The study also found that FSE led to understaffing, poor teaching, overcrowded classes, inadequate books, heavy workload due to understaffing and student indiscipline. The study concluded that the school environment in Katanga Division is presently under pressure from the high number of learners.

The methodology currently used in secondary schools' education in the division is not suitable in delivering knowledge to the students this is as result of a high percentage

of untrained teachers in the division. In Kenya, Chacha and Zani (2015) assessed how the introduction of Free Primary Education program affected pupils' enrolment in public primary schools in Kuria East Constituency and how the resulting pupil - teacher ratio affected teacher effectiveness in the area between 1998 and 2008.

The study was anchored on social systems theory especially on how it is essential to plan a program so as to achieve desirable results. Simple random sampling technique was used to identify 100 teacher respondents and 25 head teachers from 25 schools that were identified through stratified sampling of a total 68 schools in the area. The study established that enrolment in schools increased by more than 30% in 2003 and the pupil-teacher ratio increased from 42:1 in 1998 to 53:1 in 2003 and rose again to 60:1 in 2006 and remained the same until 2008.

The study recommended that the government should set a minimum threshold of the pupil-teacher ratio by recruiting more teachers to meet the shortfall; that parent should collaborate with teachers in ensuring that children complete their homework, and also monitor their performances in order to reduce indiscipline arising from the enrolment of older pupils; and that teacher should be taken through in-service courses for training on how to handle large and heterogeneous classes.

HakiElimu (2017) surveyed 910 participants in seven districts including Njombe, Mpwawa, Korogwe, Kilosa, Sumbawanga, Muleba, and Tabora Urban in Mainland Tanzania to explore stakeholders' views about the merits and demerits of implementing fee free education policy and practices of spending grants and subsidies to facilitate the policy. There were primary and secondary randomly sampled schools

for which teachers; heads of schools, School committees and boards were interviewed about the implementation of the policy. Likewise, different views were obtained from.

Regarding challenges of implementing the fee free education policy included the ways school management use the received capitation funds. It was noted that, although the government issued the funds to districts with guidelines, the report showed that there are not clear ways to ensure the funds are not misused at the level of a school. However, in practice the heads of schools have the problem on how to operate activities, which in the past relied on the fund's allocation and parents' contributions, citing examples of the missing allowances for school committees and boards (Haki Elimu, 2017).

2.9 Research Gap

Through the analysis of past empirical literatures Mbawala (2017), investigated the effectiveness of fee free basic education provision in Tanzania Ruangwa District, Lindi region in Tanzania. A sample of 130 participants was involved in the study where data were collected through questionnaires, semi-structured interviews and documentary reviews. Data analysis employed NVIVO 10 for qualitative data and Statistical Packages for Social Science (SPSS) version 20 for some quantitative data. Analysed data were presented in different formats such as graphs, quotes and tables. The study revealed challenges due to the implementation of FFE in Ruangwa. For example, it noted an increase in pupils' enrolment, attendance in schools, demands of capitation grants in schools, supply of teaching materials than before, school services and buildings, opportunities for parents and guardian to engage in social and economic activities.

Despite availability of many literatures on school funding, there is however scant knowledge of the strategies that can effectively improve implementation of fee free education. On the other hand, scant knowledge about the challenges facing fee-free education exist. Therefore, there is dearth of information on the improvement of the implementation of fee-free education and how challenges can be addressed in order to effectively improve the implementation of fee free education. This study therefore, investigated the implementation and challenges facing fee-free education in order to fulfil this gap.

2.10 Conceptual Framework

A conceptual framework is a set of broad idea and principles taken from the relevant fields of enquiry and used to structure a subsequent presentation (Kombo & Tromp, 2006). It is a research tool intended to assist a researcher to develop awareness and understanding of the situation under scrutiny and to communicate it. Based on the theory of management using Fayol principles effective schools mobilize their funds and resources to achieve desired educational outcomes of intellectual and moral excellence. The framework shows the role of educational managers towards the effective implementation of fee-free education. The framework also shows the challenges that face educational managers towards the implementation of fee free education policy.

One of the key roles of educational managers in fee free education is to control funds in terms of budgeting, accounting, auditing, monitoring and evaluation. The financial management responsibilities of school heads include among others preparation and use of budget for decision making, and keeping inventory of school assets (Njeru,

2004). As financial management determines whether or not schools will achieve its objectives (Orlosky, 2004) it was then necessary to investigate the capacity of school heads in the manage school financial resources.

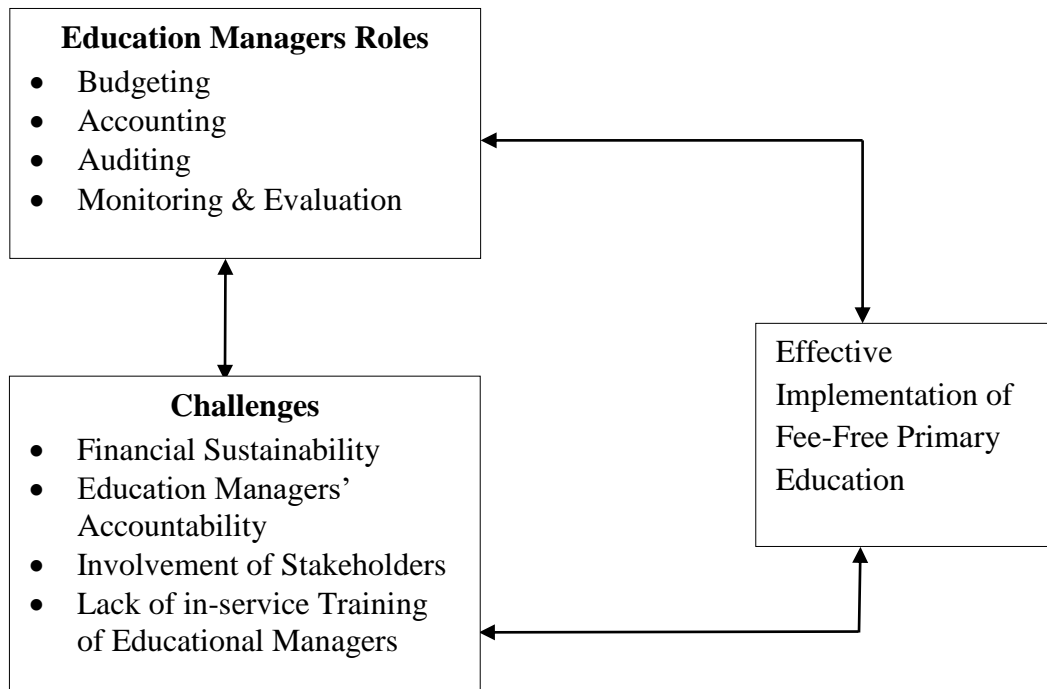


Figure 2.2: Conceptual Framework

Source: Researcher's Compilation

Barasa (2009) recognizes that efficient management of financial resources is an important task for head teachers. Without adequate financial resources, institutions cannot carry out their defined tasks effectively. Money must be available to run the different departments of the school. The available funds will be used to purchase the required teaching and learning apparatus such as chalks, textbooks, paying of the support staff and building and improvement of infrastructures. Financial management in education is concerned with the cost of education, sources of income to meet the educational costs and the spending of the income in an objective manner in order to achieve the educational objectives (Okumbe, 2001).

However, educational managers are being challenged to justify their financial requests in terms of educational programs rather than the costs, if education has to compete equitably for public funds (Okumbe, 2001). In the preparation of the budget, the principal or head teacher must seek the cooperation of the school stakeholders including teachers, parents, and civil societies. By enlisting the cooperation of these people, the principal ensures a comprehensive view of the budget and a feeling of partnership which contributes to the much needed spirit de corps (Okumbe, 2001).

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the methods, which was used in this study. The chapter entails research the research approach and the design to be employed. It also presents area of the study, target population, sample and sampling techniques, data collection methods, data analysis plan and research ethics.

3.2 Research Approach

The study used mixed research approach in which both qualitative and quantitative were used. Bryman (2016) defines a research approach as a way of thinking about conducting the research. Qualitative research refers to the collection and analysing of non-numerical data such as text, video, or audio to understand the concepts, opinions or experiences. On the other hand, quantitative research design is the systematic investigation of phenomena by gathering quantifiable data and performing statistical or computation techniques (Creswell, 2014).

3.3 Research Design

The study employed descriptive research design and with concurrent embedded research in data collection. This is whereby qualitative and quantitative data will be simultaneously collected and analysed to complement each other as described by Creswell (2014). This design is very powerful as it allowed the researcher to study the selected schools in depth simultaneously (Frankel, Wallen & Hyun, 2012; Cohen, Manion & Morrison, 2011). The design will help to balance out the limitation of each method and will provide stronger evidence and more confidence of the findings.

3.4 Study Area

The study was conducted in Kigamboni municipality, which is one of the five municipalities of Dar es Salaam region. This municipality originated from Temeke municipality in 2016. It covers an area of approximately 416 square kilometres. The municipality is located eastern part of Dar es Salaam city. It borders with Indian Ocean on the north and south parts. In the south it is bordered with Mkuranga district and Temeke Municipality on the west. Based on the 2012 census Kigamboni municipality had a population of approximately 154, 000 residents. However, due to population increase this number is estimated to be high at present (Wolff, Kuch & Chipman, 2018).

Administratively, the municipality is organized into nine wards which are Tungi, Kigamboni, Vijibweni, Pemba mnazi, Somangila, Kisarawe II, Mjimwema, Kimbiji and Kibada (Nauja, Bugoye & Rongo, 2019). Residents of Kigamboni municipality are involved in various social economic status including agriculture, quarry, fishing, transport and communication, animal keeping and business. The crops cultivated include potatoes, rice, tomatoes, maize and beans. Such crops are cultivated at small scale and household levels.

On the other hand, the residents also are engaged in animal husbandry such as cows, goats, sheep and chickens. Furthermore, the residents of Kigamboni municipality are engaged in small to large scale business for beaches, hotels, and houses for renting.

3.5 Study Population

The population of this study constitutes six public primary schools, district educational officers, heads of schools, school accountants, teachers, parents and pupils

in Kigamboni district. The public primary schools were selected because they are receiving fee free fund form the government. The district educational officers, heads of school and schools' accountants are the managers of the of the government funds for fee free education.

On the other hand, parents and teachers are among the key stakeholders of the fee free education funds. These participants are useful in providing opinions and perception and the challenges of the fee free education policy. Lastly, pupils in the public primary schools are the main beneficiaries of the fee free education fund. Therefore, they provided experiences how they benefit with fee free education and the challenges they experience on the same.

3.5.1 Sample and Sampling Techniques

The sampling process was done at two levels. The first level involved sampling of six public primary schools from Kigamboni municipality. The second level involved selection of participants from district level including district education officers for primary schools and Logistic and Statistical Officer (SLO). The other participants to select are heads of school, school accountant, teachers and pupils. Finally, selection of parents of pupils from the sampled six public primary schools.

3.5.2 Selection of Primary Schools

In this study, stratified and purposive sampling was used to select six public primary schools in Kigamboni Municipality for data collection and analysis. Stratified sampling was used to categorize public primary schools into three groups. These were primary schools with high, moderate and low number or pupils because the number of

pupils in the school determines the total amount of fee free education fund from the government.

Therefore, it is expected that such categories provided rich information on the experience, perception and challenges faced in managing fee free education funds from the government. After grouping schools into three groups then, purposive sampling was employed in selecting two primary schools from each category. The six sampled primary schools constitute 18.8 per cent of 32 public primary school in Kigamboni Municipality. The six sampled primary school were thought appropriate as Marshall (2013) recommend that a sample 10 to 20 per cent of the study. Apart from the number of pupils in the school, selection of schools also considered other variables such as location, in which both rural and urban secondary schools were sampled (Cohen, Manion & Morrison, 2011).

3.5.3 Selection of Educational Officers

In the current study, District Education Officer for primary school, Statistical and Logistic Officer, and the Wards Education Coordinator were purposively selected for data collection and analysis. These participants were selected because of their education administrative role they possess at the district and wards levels including implementing the fee free education policy and management of physical, human and financial resources under their jurisdiction. In that regard, such participants provided in-depth information that addressed the research questions of this study. It is anticipated that these participants provided information on perception about fee free education, management and challenges facing the implementation of the policy at the district, ward, school and community levels (Bryman & Bell, 2011).

3.5.4 Selection of Heads of School

At this stage, six heads of school, six school accountants, and twelve teachers were sampled for data collection and analysis. The heads of schools were purposively sampled from the six selected primary schools based on the administrative and teaching roles they occupy in schools. Such roles engage them in all administrative matters related to teaching and learning, management and supervision of physical, human and fiscal resources allocated in their schools. Therefore, it is expected that heads of schools had rich information on perception that teachers, parents and pupils have possess about fee free education. Such teachers are also expected to be more knowledgeable on the management of the fee free education funds and the challenges they are facing in the management of such funds.

3.5.5 Selection of School Accounts

In the current practice particularly after introduction of fee free education each primary and secondary school has appointed one teacher who is acting as a school accountant. The primary responsibilities of these teachers are teaching pupils in their respective schools. However, such teachers are also given the responsibility of being school accountant specifically for handling all financial matters within the school.

Given their teaching and administrative responsibilities of provides such teachers were expected to have rich experience on management of fee free education fund and other financial resources within the school. Therefore, the school accountant teachers provided information on teachers, parents and students perception of fee free education, challenges facing the implementation process and suggest the measures to be taken to enhance effective implementation of the fee free education policy.

3.5.6 Selection of Other Teachers

In this study, two teachers from each selected primary school were selected for data collection and analysis. These teachers were purposively sampled on the basis of teaching experience they have in schools. In that regard, one female and other male teacher with the highest teaching experience was sampled. The highly experienced teachers are expected to provide data on experience on the teachers' perception, the implementation of fee free education policy, and suggest on the measures to be taken to enhance effective implementation of fee free education policy.

3.5.7 Selection of Parents

In this study, a total of 24 parents with pupils in the selected primary schools were purposively selected for data collection and analysis. In each school four parents who constitute the school committee were purposively selected as participants of the current study. Selection of parents from school committee was thought vital because such parents possess administrative roles in schools and parental roles at home. For instance, the school committee members are the major stakeholders and signatory of the school income and expenditures. Such role provides parents who are also committee members rich experience in perception, implementation of the policy, challenges that schools face in the implementation process. These parents also can suggest measures to be taken for effective implementation of the fee free policy.

3.5.8 Selection of Pupils

On the part of pupils, two pupils were selected from each sampled primary school. These pupils included head prefect and deputy head prefect. It is expected that in each school one among the two pupils were male and the other one was a female. These

participants were important the study because they are the recipient of the funds for fee free education from the government. Pupil who was also prefects possess that administrative role in schools and are sometimes involved in the decision making concerning the management of the fee free funds from the government. Hence, such pupils are expected to have enough knowledge and experience on pupils' perception of fee free education, challenges and the effective implantation measures (Cohen, Manion & Morrison, 2011).

3.6 Sample Size

The sample size of this study constituted 65 participants, of whom one district education officer for primary school, one district logistic and statistical officer, and three ward education coordinators. Other participants also included six heads of school, six school accountants, twelve teachers, twenty-four parents and twelve pupils. It was expected that such participants would provide enough information to the study. Frankel, Wallen and Hyun (2012) state that the main function of sampling is to enable the researcher to gather in depth information for the study that will also help in the transferability of the findings. The sample composition is summarized in table 3.1.

Table 3.1: Sample Composition

SN	Participants	Number
1	District education officer	1
2	District logistic and statistical officer	1
3	Wards Education Officer	3
4	Heads of schools	6
5	School accountants	6
6	Teachers	12
7	Parents	24
8	Pupils	12
Total		65

3.7 Data Collection Methods

This study used semi-structured interviews, questionnaire, Focus Group Discussions (FGDs) and documentary review as the main sources of data collection on fee free education and its challenges.

3.7.1 Semi Structured Interview

Interview provides the researcher and the participants' the opportunity to discuss their interpretations of the world they live or work in and to express how they regard the situations from their point of view. In this study, semi structured interviews will be conducted with district education officers, ward education coordinators, heads of school, school accountants, and other teachers to gather data for the study as discussed in the sampling sections.

During data collection process the researcher visit the district and ward education officers in their respective areas for report building and make necessary arrangements for interviews. The researcher will also visit and decide with teachers, parents and pupils in their receptive primary schools for familiarization and arrangement of time and venue for interviews. It is expected that each interview sessions will take place between 45 to 60 minutes.

The sampled participants who will be interviewed will provide necessary information that will address the objectives of the study. The interviews will be conducted in Kiswahili as this is a national language in which the researcher are participants will be fluent and confident dosing interview sessions. Later, the recorded and written data will be transcribed in English for analysis and discussion (Creamer, 2018).

3.7.3 Questionnaire

The questionnaire was divided into three parts that is respondent's bio data, independent variables (stakeholder perception on fee free primary education, implementation processes of fee-free primary education, managerial challenges impeding proper implementation); and dependent variable (implementation of fee free education). The questions were formulated in a horizontal 5-point Likert scale, which is simple to compose and administer in terms of coding and data analysis (Churchill, 2002; Pamela and Seettle, 2004). The Likert scale was assumed to communicate interval scale properties to respondents.

3.7.4 Focus Group Discussion (FGD)

This is conversation, which brings together the researcher and a group of participants normally three to ten to discuss the topic supplied by the researcher (Fraenkel, Wallen & Hyun, 2012). The discussion is guided by the researcher in this context called *moderator* who make sure that that conversation is focused and fruitful on the matter under scrutiny. In this study, six focus group discussions were be conducted with school committee members. Each FGD will last between forty-five minutes and one hour and each group will have a combination of males and female participants during discussion.

In any scientific study particularly, qualitative research trustworthiness should be carefully observed. In ensuring validity of the findings the researcher will choose appropriate design, participants, and instruments, analyse and interpret them based of participants point of view (Cohen, Manion & Morrison, 2011; Fraenkel, Wallen & Hyun, 2012). Equally important, in ensuring trustworthiness of the findings the

researcher will collect data herself using interview, focus group discussion. These instruments will be reviewed by supervisor and fellow students to increase their accuracy.

Prior to the actual study pilot study will be conducted in few identified public primary schools in the study area. The pilot study was be done to detect any problem such as clarity of the language; the actual time that was be spent in each instrument, correctness of questions, and misunderstanding of the questions in the instruments in relation to the objectives of the study during the main study (Cohen, Manion & Morrison, 2011). Pilot study will also increase the dependability and trustworthiness of the instruments and thereafter research findings (Lodico, Spaulding, & Voegtle, 2010). Pilot study may also unfold unforeseen related problems in sampling, design and suggest certain ethical issues, which should be considered during the main study. The information was be transcribed in English into and will be used in analysing the collected data.

3.7.5 Documentary Review

A review of both primary and secondary documents will be done in gathering the data for this study. The researcher will review documents such as government and school-based documents that are related to fee free education funds. The reviewed documents will provide additional information on management of fee free education.

3.8 Data Analysis Plan

In this study all qualitative data were analysed in text format because they were generated from interview, focus group discussion and documentary reviews. While

quantitative data were analysed by using the SPSS. The software generated descriptive statistics such as percentages, means, frequency and standard deviation.

3.9 Trustworthiness of The Study/ Validity and Reliability of The Study

In any scientific study particularly, qualitative research trustworthiness should be carefully observed. In ensuring validity of the findings the researcher was choose appropriate design, participants, and instruments, analyse and interpret them based of participants point of view (Cohen, Manion & Morrison, 2011; Fraenkel, Wallen & Hyun, 2012). Equally important, in ensuring trustworthiness of the findings the researcher will collect data herself using interview, focus group discussion. These instruments will be reviewed by supervisor and fellow students to increase their accuracy.

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3.10 Ethical Considerations

Consideration of ethical issues is one of key concerns in any scientific enquiry. A research study is the one that considers ethical issues from the beginning

(identification of the problem) to the final stage (dissemination of findings). The current study will adhere to ethical issues including as institutional approval for from the university, municipals and school levels where the study was be conducted. In the identification of the problem the researcher had identified a problem that is beneficial to students', teachers' and government as explained in the significance of the study section (Creswell, 2014).

During data collection the researcher will explain the purpose of the study to participants and request their written consent to participate in the study and to record the conversation during interview and focus group discussions. Written and voiced recorded will be read and played back to participants for clarification and create sense of ownership of the data. Apart from that, all collected information will be handled confidential to ensure participants confidentiality and anonymity including concealing names and other attribute that may breach confidentiality and anonymity of the study (Cohen Manion & Morrison 2011).

CHAPTER FOUR

PRESENTATION OF THE FINDINGS AND DISCUSSION

4.1 Introduction

This chapter presents findings of the study that have been obtained from the field. This chapter will involve presentation of the findings of the study, which will be shown according to this study's objectives, and discussion of those findings. This study addresses three objectives including to:

- (i) Assess stakeholders' perception on fee-free primary education,
- (ii) Examine the implementation processes of fee-free primary education by education managers, and
- (iii) Explore challenges impeding proper implementation of fee-free primary education.

The discussion part presents what has been found from the findings in relation to what other studies have discovered. Hereunder, Table 4.1 contains demographic information of participants in this study.

4.2 Demographic Information of Participants

This section presents demographic information about respondents. The researchers had one category in this section namely: i.e., respondent's gender.

4.2.1 Respondents' Gender

The aspect of gender was taken into consideration during data collection. Respondents were asked to indicate their sex. Findings as represented under Table 4.1 show that, 40 (61.5%) respondents were males, while 25 (38.5%) were females.

Table 4.1: Respondent by Gender

		Frequency	Percent	Cumulative Percent
Valid	Male	40	61.5	61.5
	Female	25	38.5	100.0
Total		65	100.0	

Source: Field Data (2021)

The distribution indicates a high gender imbalance, which reflects small proportion of females who are involved in education sector.

4.3 Stakeholders' Perception of Fee-Free Primary Education

This study sought to assess stakeholders' perceptions on fee-free education. The assessment involved education stakeholders; these were teachers (n= 12), parents (n= 24), district education officer (n=1) district logistic and statistical officer (n=1), wards educational officer (n=3), head of schools (n=6), school accountants (n=6), and pupils (n= 12). Comprising of closed-ended questions were used to test stakeholders' perceptions on fee-free education in Tanzania using Likert scale. Respondent were asked to indicate their degree of agreement or disagreement, Disagreement Strongly Disagree, Disagree, Uncertain, Agree, and Strongly Agree, Agree,).

Table 4.2: Stakeholders' Perception on Fee-Free Primary Education (N = 65)

S/N	Stakeholders' Perceptions	SD		D		U		A		SA		Total	
		f	%	f	%	f	%	f	%	f	%	f	%
1.	Disbursed Government Subsidies is adequate	11	17	20	31	13	20	12	18	9	14	65	100
2.	Government's subsidies are disbursed in time	23	35	13	20	12	18	9	14	8	12	65	100
3.	Provision of FFE led to the increase of students in schools and classrooms	10	15	9	14	6	9	19	29	21	32	65	100
4.	Allocations per Vote Head is adequate	22	34	20	31	12	18	3	5	8	12	65	100
5.	Teaching and learning facilities are available and adequate in schools	21	32	19	29	0	0	15	23	10	15	65	100

Source: Field Data, (2021)

(Acronym's description: SD - Strongly Disagree, D – Disagree, U – Uncertain, AS - Strongly Agree, A- Agree)

The findings above indicate negative perceptions of stakeholders about fee-free education. The study indicated a high percent of disagreement on adequacy of disbursed government subsidies where 11 (17%) and 20 (31%) of all respondents strongly disagree and disagree on the item that disbursed government subsidies is adequate.

This indicates that government subsidies are relatively inadequate. Similarly, the subsidies is not disbursed on time as indicated in table 1 above where about 23 (35%) and 13(20%) of respondents strongly disagree and disagree on the item government subsidies are disbursed in time. Also, the study has shown that provision of FFE has led to the increase of students in schools and classrooms where 21(32%) and 19 (29%) of all respondents strongly agree and agree, indicate that the provision of fee-free education has increased school pupil enrolment, a thing that increases pressure to the few resources available. The study has indicated that the allocation per vote head is inadequate as shown that 22(34%) and 20 (31%) have strongly disagreed and disagreed respectively. Lastly, that teaching and learning facilities are available and adequate in schools.

As per above findings, 21(32%) and 19 (29%) have strongly disagreed and disagreed respectively. Diminished parents' cooperation. The results above conform to vast of literature (Daven, 2008; HakiElimu, 2017; Mbawala, 2017), which have indicated that fee-free education is perceived negatively by stakeholders. Most of the common problems related to fee-free education in existing researches include inadequacy of Disbursed Government Subsidies; Government subsidies are not disbursed in time; Provision of FFE led to the increase of students in schools and classrooms;

inadequacy of Allocations per Vote Head and inadequacy of Teaching and learning facilities in schools (Daven, 2008; HakiElimu, 2017; Mbawala, 2017).

4.3 The Implementation of Fee-free Primary Education by Education Managers

The study sought to identify implementation of Fee Free Education by Education Manager (Table 4.3).

Table 4.3: Implementation of Fee Free Education (N = 65)

S/N	Implementation of fee free education primary education by Education Managers	SD		D		U		D		SA		Total	
		F	%	f	%	f	%	f	%	f	%	f	%
1.	Disbursed Government Subsidies is adequate	5	8	4	6	7	11	27	42	22	34	65	100
2.	Government's subsidies are disbursed in time	22	34	21	32	5	8	10	15	7	11	65	100
3.	Provision of FFE led to the increase of students in schools and classrooms	6	9	9	14	6	9	20	31	24	37	65	100
4.	Allocations per Vote Head is adequate	5	8	11	17	11	17	19	29	19	29	65	100

The results above have indicated the implementation of fee-free education by education managers. The study has revealed the findings in table 4.3 shows that out of 65 respondents, 27 (42%) and 22 (34%) agree and strongly agree implementation of fee free education is affected inadequate disbursed government subsidies, 22 (34%) and 21 (32%) strongly disagree and disagree that government subsidies are disbursed on time, 20 (31%) and 24 (37%) agree and strongly agree that provision of fee free education led to increase in students in schools and classrooms. Lastly, 19 (29%) and 19 (29%) agree and strongly agree that allocation per vote head is adequate.

4.4 Challenges Impeding the Effective Implementation of Fee-Free Education

The study sought to identify challenges impeding the effectiveness of the implementation of Fee Free Education. The study reveals that Fee Free Education faces a number of challenges (Table 4.4).

Table 4.4 Challenges Facing Fee-Free Education

S/N	Challenges Facing Fee-Free education	SD		D		U		D		SA		Total	
		F	%	f	%	f	%	f	%	f	%	f	%
1.	Meager amount of capitation grants in schools	6	9	2	3	6	9	26	40	25	38	65	100
2.	Lack of education on FFE to the community	8	12	8	12	10	15	22	34	17	26	65	100
3.	Diminished parents' cooperation with the school and responsibilities to their children	8	12	9	14	12	18	17	26	19	29	65	100
4.	Limited infrastructure leading to a few classrooms and toilets to bare the increase in enrolment	5	8	11	17	11	17	19	29	19	29	65	100
5.	Shortage of teachers	8	12	5	8	12	18	8	12	32	49	65	100
6.	Combining development agenda with political issues	16	25	14	22	12	18	9	14	14	22	65	100
7.	Shortage of teaching and learning recourses	12	18	14	22	11	17	16	25	12	18	65	100

Source: Field Research, (2020)

(Acronym's description: SD – Strongly Disagree, D – Disagree, U – Uncertain, A – Agree, SA - Strongly Agree,

The results above have indicated the challenges facing fee-free education. The study has revealed the following as key challenges of fee-free education. Findings in table 4.8 shows that out of 65 respondents, 26 (40%) and 25(38%) agree and strongly agree on the indicated a high percent of agreement on meagre amount of capitation grants in schools, 17(26%) and 22 (34%) agree and strongly agree lack of education on Fee Free Education to the community is a challenge, 19 (29%) and 17 (26%) agree and strongly agree that diminished parents cooperation with the school and responsibilities to their children is a challenge, 19 (29%) and 19 (29%) agree and strongly agree that limited infrastructure leads to few classrooms and toilets to bare the increase in enrolment, 8 (12%) and, 32 (49%) agree and strongly agree shortage of teachers is one of the challenges, 16 (25%) and 14 (22%) strongly disagree and disagree that combining development with political issues is a challenge. Lastly, 16 (25%) and 12 (18%) agree and strongly agree that shortage of teaching and learning resources is a challenge to fee free education.

Results from interviews with stakeholders also have revealed same concern on the challenges impeding proper implementation of fee-free education.

As one head of school argued:

My school receives the grant, which is not adequate as compared to the number of pupils I have in this school. On the other hand, there is a delay in receiving the money from the government. The situation has changed. Before this policy we used to collect contributions from parents, although it was hard to get all the money, we used at least to get some on time so that we could run our services (Interview 21.07.2021).

The results above conform to different researchers that have been conducted in different areas. For example, A researcher in Kenya, Koskei (2004) investigated the constraints affecting the implementation of Free Primary Education in Nairobi province in Kenya. The study revealed that the area was hampered by lack of trained teachers for special education and lack of special education facilities. Besides availing pupils in school, the community had not been very supportive in implementation of the programme in schools. The facilities and materials have not been sufficient for the implementation of the programme. The study revealed that the classroom space, toilet facilities, field and Physical Education (P.E) facilities, desks, and textbooks were in short supply. Besides pre-service training, the research revealed that most teachers had not undertaken any in-service courses.

In Kenya, Muindi (2011) investigated the impact of the introduction of FSE on the quality of secondary education in Katangi Division, Yatta District. The study revealed that Government funding as well as facilities and teaching learning materials for implementation of FSE are inadequate. The study also found that FSE led to

understaffing, poor teaching, overcrowded classes, inadequate books, heavy workload due to understaffing and student indiscipline. The study concluded that the school environment in Katangi Division is presently under pressure from the high number of learners. The methodology currently used in secondary schools' education in the division is not suitable in delivering knowledge to the students this is as result of a high percentage of untrained teachers in the division.

Chacha and Zani (2015) assessed how the introduction of Free Primary Education program affected pupils' enrolment in public primary schools in Kuria East Constituency and how the resulting pupil - teacher ratio affected teacher effectiveness in the area between 1998 and 2008. The study recommended that the government should set a minimum threshold of the pupil-teacher ratio by recruiting more teachers to meet the shortfall; that parent should collaborate with teachers in ensuring that children complete their homework, and also monitor their performances in order to reduce indiscipline arising from the enrolment of older pupils; and that teacher should be taken through in-service courses for training on how to handle large and heterogeneous classes.

Mbawala (2017), investigated the effectiveness of fee free basic education provision in Tanzania Ruangwa District, Lindi region in Tanzania. The study revealed challenges due to the implementation of FFE in Ruangwa. For example, it noted an increase in pupils' enrolment, attendance in schools, demands of capitation grants in schools, supply of teaching materials than before, school services and buildings, opportunities for parents and guardian to engage in social and economic activities.

HakiElimu (2017) revealed that government issued the funds to districts with guidelines, the report showed that there are not clear ways to ensure the funds are not misused at the level of a school. However, in practice the heads of schools have the problem on how to operate activities, which in the past relied on the fund's allocation and parents' contributions, citing examples of the missing allowances for school committees and boards (HakiElimu, 2017).

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter presents the summary of findings, conclusion and recommendations for this study. They are presented as follows:

5.2 Summary of the Study

This study intended to improve the implementation processes of free primary education through examining the challenges educational managers face in Tanzania. It was guided by three specific objectives namely: to examine stakeholders' perception of the fee-free education policy, to examine the implementation status of fee-free education in primary schools in Tanzania, to assess challenges obstructing educational managers in the implementation of fee-free education. The study employed mixed research approach. The sample comprised 65 participants including District Education Officer; District Logistic and Statistical Officer; Wards Education Officer; Heads of Schools; School Accountants; teachers; Parents and Pupils in Kigamboni Municipality. Through interviews and questionnaires, the data were collected from this group. Qualitative analysis was done using content analysis and presented through description and mixed-research approach.

The study revealed that stakeholders had negative perception of fee-free education. A number of problems were identified as factors that interferes the proper and effective implementation of the fee-free education. These include, increased enrolment of pupils, inadequate resources both human and physical resources to cater for the

necessary needs of students, teachers and schools in general, inadequacy of the disbursed funds and untimely delivery of the funds in schools.

The study also identified challenges facing the education system with regard to fee-free education policy in the country. Through interviews, and questionnaire methods, several challenges were identified such as meagre amount of capitation grants in schools lack of education on FFE to the community diminished. Likewise, parents' cooperation with the school and responsibilities to their children limited infrastructure leading to a few classrooms and toilets to, bare the increase in enrolment shortage of teachers combining development agenda with political issues, shortage of teaching and learning recourses.

5.3 Conclusions

Findings of the study had shown that provision of fee free primary school education faced with different challenges such as overcrowded classrooms, insufficient funds and shortage of teaching and learning materials. All these hinder students from getting quality education. However, the government has tried to do different efforts in order to address poor implementation of fee free education like provision of capitation grants, provision of teaching and learning materials, construction of classrooms and employing new teachers but the problem still exists.

5.4 Recommendations

5.4.1 Recommendations for Action

- (i) It is recommended that the Government consider allowing the volunteer contribution from parents and other sponsors to fund in case of shortage.

- (ii) It is high time for all public schools Management to establish workable and effective strategies, which reveal the earlier limit where self-reliance was compulsory among the public schools in the country. The school management should have self-reliant missions realized in their schools to provide for miscellaneous expenses.
- (iii) Ministry of Education, Science and Technology should carry out a needs assessment to know the actual costs of running schools so that the government to allocate sufficient capitation grants per student to address the challenges of the limited fund.
- (iv) There is a need for the government of Tanzania to include stakeholders of different talent in the educational modifications through workshops, seminars and training. The free educational improvement had left out the heads of schools and teachers, also to provide encouragements to teachers to stir up their working spirit.

5.4.2 Recommendations for Further Studies

The researcher recommends the following areas for further study:

The study recommends that free educational implementation to happen there should be mutual understanding among education stakeholders, cooperation between teachers, pupils and parents. The government should be an overseer in the harmonious cooperation and provide sufficient funds in schools. Also, the study recommends the following;

- (i) A training needs assessment be done for the primary schools' head teachers to establish the task areas that they require training.

- (ii) This study be replicated after two or three years to establish new constraints.
- (iii) A similar study should be carried out in a rural setting to present a balanced view of the findings.

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APPENDICES

Appendix 1 Questionnaire

Dear respondent

My name is TWIDIKE AARON NTWIMA, I am a student of Open University of Tanzania pursuing Master of Education in Administration, planning and Policy Studies (MEDAPPS). I am currently doing my research titled “*Towards Improved Implementation of Fee-Free Education in Tanzania: Challenges Facing Education Managers in Kigamboni District*”. It is for academic purpose only, your assistance in providing the information is kindly requested by completing the attached questionnaire.

Please be assured that the information that you provided in survey will be treated confidential

Thank you for your assistance.

Respondents' Biodata

School:

Gender

Age

Level of education

Years of teaching experience

Stakeholders' Perception on Fee-Free Primary Education

- i. Do you know the meaning of fee free primary education? Yes () No ()
- ii. If the answer to question 13 is yes, explain please?

- iii. Do you think primary education in Kigamboni schools is provided for free?
Yes (),No ()

- iv. What is your perception on fee-free education?

.....

.....

.....

- v. How do you participate to implement the fee free primary education in the school?

.....

.....

.....

.....

- vi. Are there any challenges in the implementation of fee free primary education policyin Kigamboni?

.....

.....

.....

.....

- vii. What do you think should be done to improve the implementation of fee free primary education for future benefits of primary schools in Kigamboni District?

Stakeholders' Perception on Fee-Free Primary Education

Please put a tick (✓) in the space for your response against each item in the below.

Read elaboration of acronyms for the response, as

[SA: Strongly Agree; A: Agree; U: Uncertain D: Disagree; SD: Strongly Disagree]

Stakeholders' Perceptions	SD	D	U	A	SA
Disbursed Government Subsidies is adequate					
Government subsidies are disbursed in time					
Provision of FFE led to the increase of students in schools and classrooms					
Allocations per Vote Head is adequate					
Teaching and learning facilities are available and adequate in schools					

Implementation of Fee-Free Primary Education

Please put a tick (✓) in the space for your response against each item in the below.

Read elaboration of acronyms for the response, as

[SA: Strongly Agree; A: Agree; U: Uncertain D: Disagree; SD: Strongly Disagree]

Implementation of Fee-Free Primary Education	SD	D	U	A	SA
Disbursed Government Subsidies is adequate					
Government subsidies are disbursed in time					
Provision of FFE led to the increase of students in schools and classrooms					
Allocations per Vote Head is adequate					

Challenges Facing Fee-Free education

Please put a tick (✓) in the space for your response against each item in the below.

Read elaboration of acronyms for the response, as [**SA**: *Strongly Agree*; **A**: *Agree*; **U**: *Uncertain* **D**: *Disagree*; **SD**: *Strongly Disagree*]

Challenges Facing Fee-Free education	SD	D	U	A	SA
Meager amount of capitation grants in schools					
Lack of education on FFE to the community					
Diminished parents' cooperation with the school and responsibilities to their children					
Limited infrastructure leading to a few classrooms and toilets to bare the increase in enrolment					
Shortage of teachers					
Combining development agenda with political issues					
Shortage of teaching and learning recourses					

Appendix 2: Research Clearance Letter (OUT)

THE OPEN UNIVERSITY OF TANZANIA
DIRECTORATE OF POSTGRADUATE STUDIES

P.O. Box 23409
Dar es Salaam, Tanzania
<http://www.openuniversity.ac.tz>



Tel: 255-22-2668992/2668445
ext.2101
Fax: 255-22-2668759
E-mail: dpgs@out.ac.tz

Our Ref: PG201801558

Date: July 20th, 2021.

**District Executive Director
Kigamboni District
P.O.Box 36009
DAR ES SALAAM**

RE: RESEARCH CLEARANCE

The Open University of Tanzania was established by an Act of Parliament No. 17 of 1992, which became operational on the 1st March 1993 by public notice No.55 in the official Gazette. The Act was however replaced by the Open University of Tanzania Charter of 2005, which became operational on 1st January 2007. In line with the Charter, the Open University of Tanzania mission is to generate and apply knowledge through research.

To facilitate and to simplify research process therefore, the act empowers the Vice Chancellor of the Open University of Tanzania to issue research clearance, on behalf of the Government of Tanzania and Tanzania Commission for Science and Technology, to both its staff and students who are doing research in Tanzania. With this brief background, the purpose of this letter is to introduce to you **Ms. Twidike Aaron Ntwima RegNo: PG201801558** pursuing **Master of Education in Administration Planning and Policy Studies (MED APPS)**. We here by grant this clearance to conduct a research titled **"Towards Improved Implementation of Fee- Free Education in Tanzania: The Management of Challenges Facing Education Managers in Kigamboni District."** She will collect her data at your area from July 20th, 2021 to 24th, August, 2021.

In case you need any further information, kindly do not hesitate to contact the Deputy Vice Chancellor (Academic) of the Open University of Tanzania, P.O.Box 23409, Dar es Salaam. Tel: 022-2-2668820. We lastly thank you in advance for your assumed cooperation and facilitation of this research academic activity.

With kind regards,


Prof. Magreth Bushesha

DIRECTOR OF POSTGRADUATE STUDIES

Appendix 3: Research Clearance Letter (Kigamboni DC)

HALMASHAURI YA MANISPAA KIGAMBONI
(Mwami wa Mtaa wa Kigamboni)

Simu: +255 22 2928468
Fax: +255 22 2928469
Barua: mpwamankigamboni.go.tz
Tovuti: mtaa. Kigamboni go.tz



S.E.P. 3/09
KIGAMBONI
DAR ES SALAAM,
TANZANIA

Kumb. Na. Tarehe 20/07/2021


Mkuu wa Shule
JUNGI, PIMNOZI, BUXUNI, MJIWEMA
KIGAMBONI, DAR ES SALAAM

YAH: RUHUSA YA BW/BI. TWILIKE A. NJIWIWA KUFANYA
PROJECT/ FIELD/ RESEARCH KWA KIPINDI CHA KUENZIA
20/07/2021 HADI 24/08/2021

Taradhiati rejea na mada tajwa hapo juu.

Mtajwa hapo juu ni mwanachuo kutoka
THE OPEN UNIVERSITY OF TANZANIA ambaye amekubaliwa kufanya
Project/ Field/ Research juu ya
Towards Improved Implementation of free free education in
Tanzania: The Management of challenges facing education
managers in Kigamboni District
katika ofisi yako kuanzia tarehe 20/07/2021 hadi 24/08/2021
Hivyo mpokee na kumpa ushirikiano kulingana na mahitaji yake.

Nakutakia kazi njema.


Kny. MKURUGENZI WA MANISPAA
HALMASHAURI YA MANISPAA YA KIGAMBONI.

Nakala:
Mkurugenzi wa Manispaa
MANISPAA YA KIGAMBONI

- Aione kwenye jalada