

**CHALLENGES OF FEE-FREE EDUCATION POLICY IN TEACHING AND  
LEARNING ENVIRONMENT IN PUBLIC PRIMARY SCHOOLS IN  
BUKOBIA MUNICIPALITY KAGERA REGION**

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**A DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE  
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**2024**

**CERTIFICATION**

The undersigned certifies that she has read and hereby recommends for acceptance by the Open University of Tanzania the dissertation titled “**Challenges of Fee-Free Education Policy in teaching and learning environments in public primary schools in Bukoba Municipality, Kagera Region**” in partial fulfillment of the requirements for the degree of Master of Education, Administration Planning and Policy Studies.

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Date

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I, **Anatory Alistidia Kokuhumbya**, declare that, the work presented in this dissertation is original. It has never been presented to any other University or Institution. Where other peoples 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, Administration Planning and Policy Studies

.....

Signature

.....

Date

**DEDICATION**

This dissertation is dedicated to my children Ariston Selecha, Annagrace Alinda and Adronick Rwongezibwa; to my sister Alphoncina Anatory; and to my young brother Aloyse Anatory. I sincerely thank them for their support and encouragement.

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## ABSTRACT

This study investigated challenges encountered in the implementation of the Fee-Free Education Policy in teaching and learning environment of public primary schools in Bukoba Municipality, Kagera Region. Specifically, the study sought to analyze the state of teaching and learning facilities; measure the challenges encountered by primary schools in executing fee-free education; and assess effectiveness of strategies implemented at the municipal, ward, and school levels in alleviating the challenges associated with the fee-free education policy. The study adopted a mixed-methods research approach and cross-sectional survey design. Primary data were collected from 216 respondents using questionnaires and interviews while secondary data were collected through documentary review. Study findings showed that, subsequent to the adoption of fee-free primary education, parents and students adjusted their perspectives in line with Education Circular No. 5 of 2015. In addition, stakeholders expressed uncertainty regarding the actual conditions of teaching and learning environments. This resulted to various challenges faced by schools, such as infrastructure shortages, overcrowded classrooms, insufficient teaching staff, and limited parental involvement. Based on the findings, the study suggests a need for collaboration between the Ministry of Education and stakeholders to mobilize resources and raise awareness within communities about the significance of primary education. In view of the aforementioned, there is necessity for proactive measures to tackle identified obstacles to ensure effective implementation of fee-free education policies in Bukoba Municipality.

**Keywords:** *Fee, Free Education, Teaching, Primary Schools.*

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## **LIST OF ABBREVIATION AND ACRONYMS**

CCM	Chama Cha Mapinduzi
CIDA	Canadian International Development Agency
DED	District Executive Director
DFID	Department for International Development
FPE	Free Primary Education
EAC	East African Community
GTZ	German Agency for Technical Cooperation
JICA	Japan International Cooperation Agency
KADETFU	Kagera Development and Credit Revolving Fund
MD	Municipal Director
MDGs	Millennium Development Goals
MOE	Ministry Of Education
MOEST	Ministry Of Education, Science and Technology
PEDP	Primary Education development Plan
PO- RALG	President's Regional Administration and Local Government
SGDs	Sustainable Development Goals
SIDA	Sweden International Development Cooperation Agency
SME	Subject Matter Experts
SPSS	Statistical Package for Social Science
UNESCO	United Nations Educational, Scientific and Cultural Organization
URT	United Republic of Tanzania
CVI	Content validity index

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 Overview**

This introductory chapter presents background to the study, statement of the problem, objectives of the study, significance of the study as well as limitations and scope of the study.

#### **1.2 Background to the Study**

Globally, education is believed to be a major contributor of sustainable transformation through change in human behavior, support decision making and provision of ability to respond to sustainability challenges (Tri, 2023). In order to realise the desired social transformation, global community has been committed to provide fee-free education as one of the key strategies to achieve investment in human capital (Spiteri, 2023).

Fee-free education policies have been introduced in many countries with the aim of removing tuition fees at primary and secondary levels in public schools. Although fee-free education policy resulted in increased attendance as well as expansion of access to education, however quality of the same seemed to be negatively affected (Bhuwania, Huh, & Heymann, 2023). For instance, (Yodpet et al., 2023) argues that Southeast Asian countries that adopted fee-free education policy (e.g. Indonesia, Japan, India, Philippines, Korea, Thailand and Viet Nam) experienced large class sizes which resulted in poor quality in education. Leaders in those nations perceived free basic education as a process that requires careful planning of resources in order to ensure countries expand access to education without compromising quality of

provided education (Saini, Sengupta, Singh, Singh, & Singh, 2023).

In Latin America, basic education is an investment that has no immediate returns and is therefore part of public laws. Christine (2019) points-out that countries like Brazil, Costa Rica, Mexico, Venezuela and Haiti, among others provide subsidies to make and keep basic education free so that children can go to school. However, high enrolment accompanied by inadequate teachers' preparation, funding and poor infrastructure consequently resulted in poor education quality.

The main challenge is that charges are levied even when such normally free education exists in majority of Latin American states. Supplement to inadequate public funding, examination charges, health services and insurance, meals, transport and uniforms remain the responsibilities of parents. Hence, parents' inability to meet these charges decreases their children's attendance and leads to low quality of their educational results (Tembo, 2022).

In Brazil, fee-free education faced challenges including high teacher-student ratio, poor resources and infrastructure, insufficient financial resources and inadequate teachers. Consequently, there has been classroom congestion which resulted to distortions which were related to bad quality instruction. Under such circumstances, the government of Brazil had to struggle in order to recruit new teachers and provide new infrastructure although with limited sources of funds (Ron Balsera, Klees, and Archer, 2018). In a similar vein, Thomas, Alfonso, Gabriela, and Pablo,( 2018) report that, free education in Columbia was accompanied by many challenges that hindered attainment of quality education. The challenges included inadequate

facilities, poor involvement of stakeholders and poor funding. Against such backdrop, the Columbian government had to encourage the participation of parents, community and policy makers in the process of improving quality education in primary and secondary schools. In Burundi, it is reported that free education policy generated problems of quality of learning due to the fact that it occurred within the context of limited material and human resources and with inadequate infrastructure (Knowledge, 2019). Reportedly, by 2012 teachers in Burundi had to handle overcrowded classes with a national average of 81 pupils per classroom being ineffective for quality learning.

The Department for International Development (DFID, 202) also reported that the quality of education which is being provided to children under free education policy in countries of Rwanda, Tanzania, Uganda and Ethiopia being relatively very low. Despite a remarkable increased enrolment, a larger majority of learners are failing to attain the basic level of literacy, numeracy and basic skills. According to Moussa and Omoeva (2020), low literacy and the need to fight illiteracy, ignorance and diseases were the factors that motivated Kenya, Tanzania and Uganda to adopt Universal free basic education.

The respective governments had to take charge of the provision of education as the majority of the population had limited monetary income (Bazilio, 2019). The removal of fees was accompanied by substantial increases in enrolment rates. For instance, Uganda increased its enrolment rate by 68% in 1997 and Malawi by 49% in 2006, whereas in Kenya enrollments increased by 18% from 5.9 million in 2002 to 7.2 million in 2004 (Kibriya & Jones, 2021). Governments further experienced



increased funding for education. The removal of fees was believed to improve equitable access to education especially the ability to reach the poor and the disadvantaged groups. However, fee-free education policy posed other challenges including limited resources, few teachers, high student-teacher ratio, limited infrastructure and insufficient funds, among others. In turn, the quality of education was affected.

According to United Republic of Tanzania (2001) under the Primary Education Development Programme, (PEDP), free education implied abolition of school fees and other mandatory cash contribution. The programme is in line with world commitment to net enrolment ratio in primary education as per Jomtien Declaration and the Sustainable Development Goal number four which focuses on quality education target (Social Evaluation and History, 2015). This is in line with Tanzania vision 2025 which aims at the total elimination of poverty through the creation of a better-educated nation with a high quality of life for all Tanzanians by ensuring that education is treated as a strategic agent for mindset transformation and for the creation of a well-educated national; sufficiently equipped with the knowledge needed to competently and competitively solve the development challenges which face the nation (URT, 1999).

Often, the provision of free education is associated with improvement of available structures of learning resources to enhance learning environments. Learning environment refers to the diverse physical locations, contexts, and cultures in which pupils learn ([www.edglossary.org](http://www.edglossary.org)). It also refers to an educational approach, cultural context, or physical setting in which teaching and learning occur (Lansdown, 2020).

In most cases, learning environment is commonly used as a more definitive alternative to classroom. However, it typically refers to the context of educational philosophy or knowledge experienced by the learner. It may also include a variety of learning cultures, presiding ethos and characteristics, how individuals interact, governing structures, and philosophy(Lansdown, 2020).

Over the past decade, several countries in sub-Saharan Africa have abolished primary school tuition fees. The initiatives have been done as part of renewed attempts to bring back to life their education systems which have been in decline and which also suffered reduced enrolments after the initial growth following independence (Riddell, 2003). In Tanzania, free primary education was reintroduced in 2001 as part of the Education Sector Development Program. It was just one component of the Poverty Reduction Strategy Paper (PRSP) process and the Millennium Development Goals (MDGs), which provided the framework for partnerships with the international development community (Riddell, 2003). In essence, PEDP was associated with abolition of tuition fees and other compulsory cash contributions to schools (UNESCO, 2006).

The implementation of PEDP aimed at expanding enrolment, improving the quality of teaching and learning processes, building capacity within the education system in public and private sectors and also lengthening the institutional arrangements that support the planning and delivery of education services. The passion for free education in Tanzania is enforced by the Education Circular No. 5 of 2015, which stipulated that pupils are supposed to attend schooling without parents being obliged to pay tuition fees and other compulsory cash contributions (Ministry of Education,

MOE, 2016). The circular emerged as part and parcel of the implementation of the ruling party, CCM election manifesto which propagated free education despite the new Education and Training Policy being silent on it.

The abolition of tuition fees and compulsory cash contribution in primary and secondary schools has led to acute deficit in school budgets. In turn, schools fail to implement some of their plans. This comes due to fact that either the amount released by the central and local governments does not suffice schools' demands or caters only few aspects of their budget. For instances, the Ministry of education under local government, provides only 40% for book publishing. Whilst, the District Councils (DCs) provide subsidies for school running including 60% of costs for special needs education, security, electricity, water, teaching and learning materials, tests and examinations funds, furniture, school infrastructure building and rehabilitation and food for special education. Often, the amounts released by District Councils are not adequate. A study by Godda (2018) identified a number of challenges associated with provision of free education including unwillingness of parents to make any payments to schools, increased teachers' workload, teachers' shortage, and inadequate teaching and learning materials.

In order to address the problem, the President's Office Regional Administration and Local Government (PO-RALG) issued another Education Circular No. 3 of 2016 which established the responsibilities of the central, local government, school committees and parents in order to achieve free education goal (Ministry of Education, 2016). Not only did the circular demand collaboration between teachers, school committees and District Executive Director (DED) on identification of

challenges facing implementation of free Education, but it also instructed the school committees to involve community in voluntary contributions. In some cases, the contradictions as perceived by the parents have made them reluctant to implement even the projects which were established prior to introduction of free education. It is against this background that this study seeks to investigate the challenges of the fee-free education policy in teaching and learning environment in public primary schools in Bukoba Municipality, Kagera Region.

### **1.3 Statement of the Problem**

While empirical studies applaud the achievements of fee-free education initiatives in enhancing pupils' enrollment across various educational ranks (Leachman et al., 2016; Lindsjo, 2018; Magesa & Mtebe, 2015; Mbwala, 2017), a potential gap persists in understanding potential challenges facing effective implementation of such policies. Despite the existence of plenty of studies in this domain, however less has been reported in literature on the challenges facing the fee-free education policy (Muhuri and Nyaoga, 2016) and specifically focusing in teaching and learning environments. Against that background, the present study therefore sought to investigate the key challenges impeding effective implementation of fee-free education with a specific focus on the teaching and learning environments within primary schools in Bukoba Municipality in Kagera region.

### **1.4 Research Objectives**

#### **1.4.1 General Objective**

To investigate challenges posed by the Fee-Free Education Policy in public primary schools' teaching and learning environments in Bukoba Municipality, Kagera Region.

#### **1.4.2 Specific Objectives**

- i. To analyse the state of teaching and learning facilities in public primary schools in Bukoba Municipal Council.
- ii. To measure the challenges encountered by primary schools in the execution of fee-free primary education in Bukoba Municipal Council.
- iii. To assess the effectiveness of strategies implemented at the municipal, ward, and school levels in alleviating the challenges associated with the fee-free education policy in Bukoba Municipal Council.

#### **1.5 Research Questions**

- i. What is the state of teaching and learning facilities in public primary schools in Bukoba municipal council?
- ii. What are challenges encountered by primary schools in the execution of fee-free primary education in Bukoba Municipal Council?
- iii. How effective are the strategies implemented at the municipal, ward and school levels in alleviating the challenges associated with fee-free education policy in Bukoba Municipal Council?

#### **1.6 Significance of the Study**

The present study aligns with the sustainable Development Goal 4 which seeks to ensure inclusive and equitable education and promote lifelong learning opportunities for all by 2030. Findings of this study are expected to provide a better understanding to policy makers, central government, local government, municipal director, municipal education officer, teachers, pupils and parents regarding the challenges faced by primary schools in the implementation of fee-free primary education in

teaching and learning environments. For administrative and practical applications, the findings will be useful to school managers, heads of public primary schools, teachers, school inspectors, pupils, parents and society as they are expected to provide them with an opportunity to measure the acceptability, commitment and willingness to participate in the implementation of fee free education.

Study findings on school infrastructures such as toilets, classrooms, desks are essential to head of schools and quality assurance officers in determination of adequacy of available facilities to the needs of public schools. Furthermore, the findings on the extent of change on teacher workload due to the rate of enrolment will help to determine the preparedness of Bukoba Municipality in implementation of free education policy. Similar studies can be replicated to other parts of the country.

### **1.7 Scope of the Study**

The study focused on the challenges faced by primary schools in the implementation of fee-free primary education on teaching and learning environments in Bukoba Municipality by assessing the stakeholders' perception on the concept of fee free primary education investigate the status of teaching and learning environments, establish the consequences of fee free primary education on teaching and learning environments.

### **1.8 Limitations of the Study**

The study focused on challenges encountered by primary schools in implementing fee-free education, particularly in teaching and learning environments. However, the

study faced limitations whereby some respondents were reluctant to share confidential information. Limited time and funding also posed other potential limitations to the study. To address limited cooperation on the side of respondents, the researcher emphasized respondent anonymity and confidentiality, fostering trust and encouraging open sharing. Respondents were assured that findings would be purely for academic purposes, highlighting transparency and the broader educational purpose. Despite acknowledged time and funding constraints, efforts to address challenges were crucial for reliable data collection. Emphasis on confidentiality, assurance of anonymity, and education about research significance helped mitigate potential hindrances, ensuring data validity and reliability.

### **1.9 Organization of the Study**

Chapter one, being an introductory chapter, presents detailed background information to the research problem. A brief review of empirical literature on the study's independent and dependent variables is presented in this section prior the actual problem statement. The chapter also presents sub sections on study objectives, research questions, significance and limitations of the study as well as scope of the study.

Chapter two which is on literature review commences with definition of key concepts used in the study and then proceeds to provide a thorough review of theoretical and empirical literature related to the study. In addition, research gap and conceptual framework are also presented in this chapter. Chapter Three presents methodology employed by the study. It clearly describes the study area; the sample size of the study together with the sampling procedures; data collection as well as

data analysis methods; validity and reliability aspects of the collected data as well as the ethical considerations which were put in place.

Chapter Four is on presentation and discussion of the research findings. In this chapter, findings of the study are presented and discussed in line with the specific research objective of the study. The author engages empirical literature in discussing the study findings in the context of other empirical studies. Lastly, chapter five essentially presents the conclusions drawn from the study findings together with the recommendations as well as suggested areas for further studies. Both conclusions and recommendations are provided per the presented study findings in chapter four.



## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter presents a review of theoretical and empirical literature related to the present study. It also presents definitions of the key concepts used in the study, research gap, as well as conceptual framework of the study.

#### **2.2 Definitions of Key Terms**

##### **2.2.1 Implementation**

Implementation refers to the process of making something active or effective. It is the act of putting a decision or plan into action of stating to use something (Merriam Webster).

##### **2.2.2 Fee-free Education**

Free education refers to the education funded through government spending or charitable organizations rather than tuition funding. Fee-free education is fundamental in guaranteeing access to education.

##### **2.2.3 Learning**

Learning is the process of acquiring new understanding, knowledge, behaviors, skills, values, attitude, and preferences.

##### **2.2.4 Learning Environment**

Learning environment refers to the diverse physical locations, contexts and cultures in which students learn. It is what makes teaching interesting.

### **2.2.5 Perception**

Perception refers to the ability to see, hear or become aware of something through the senses. In other words, it can be defined as the way in which something is regarded, understood or interpreted. Perception is the sensory experience of the world. It involves both recognizing environmental stimuli and actions in response to these stimuli. Through the perceptual process, we gain information about the properties and elements of the environment that are critical to our survival. Stakeholders' perception therefore links individual experiences together into a collective experience. Key informants are often selected for their deep knowledge or unique experiences, and ability to communicate their knowledge to the researcher.

### **2.3 Theoretical Literature Review**

The present study is guided by the theory of Human Capital (1961) by an American named Theodore William Schultz. The central focus of this theory is that, the role of schools is to teach pupils. In other words, schools offer pupils with knowledge and skills that will be fundamental transformation in their later lifetime (Burnett, 2023). According to the theory, as with other investments, a foregone of present income (the goods and services that teachers and pupils may produce if they do not preoccupy with education) is recognized so that to produce monetary and non-monetary returns in later.

The theory underscores that an individual person and the society obtain socio-economic benefits from investing in people. The costs incurred to education have regarded as capital investment not consumption expenditure (Fix, 2021). A number of major assumptions underpin human capital approaches to education includes: the

higher the level of individual education in a society, generally the richer the society will be; the education makes an individual observance of the law, hence unlawful behaviors reduced which also is benefit accrued from investing in people (Marginson, 2019). As the general level of formal education in society rises, inequality in the range of incomes tends to be reduced. Education is perceived as drive engine that contribute to other social aspects such as law, health, nutrition and agricultural improvements.

In the context of this study, the implementation of fee-free primary education strategy through disbursement of capitation and development subsidies by the government of Tanzania has relevance to the adopted human capital theory where a nation invest for her future generation. Therefore, investigation on the perception of stakeholders on fee-free primary education, the examination of adequacy of teaching and learning facilities, and the assessment of challenges facing implementation of fee free primary education are vital in order to gain understanding of the expected outcomes from the investment made by the government.

## **2.4 The Empirical Literature Review**

### **2.4.1 The Conditions of Teaching and Learning Facilities in Public Primary Schools**

The reviewed literature provides a comprehensive overview of the significance of physical facilities in the context of education, particularly in sub-Saharan Africa, with a specific focus on Tanzania and Kenya. The studies cited highlight the integral role that the quantity and quality of physical resources play in shaping the learning experiences of students. Eric and Ezeugo (2019) emphasize the importance of adequate physical resources for fruitful learning experiences. They reveal a

correlation between unattractive school buildings, crowded classrooms, and a lack of recreational spaces with poor academic performance. This underscores the crucial role that the physical environment plays in creating conducive learning spaces.

Wokadala, Ogawa, and Kizito (2019) strengthen this argument by emphasizing that the development of appropriate physical facilities is essential for realizing quality education. Their perspective aligns with the notion that policy guidelines alone are insufficient for effective educational program implementation, especially without the presence of essential facilities such as classrooms, toilets, and playgrounds. Tembo's study in Kenya (2022) provides a practical illustration of the impact of inadequate classrooms on the learning process. Schools lacking sufficient classrooms often resort to holding lessons outdoors, exposing students to weather-related disruptions. This not only interferes with syllabus coverage but also adversely affects students' performance in examinations. The findings align with UNESCO's characterization of Kenya's schools, highlighting issues related to the size, quality, and maintenance of educational facilities.

MOEST (2005) emphasizes the importance of ensuring adequate and appropriate facilities for effective educational program implementation. The literature indicates that Tanzania has made efforts to address the need for expanded infrastructure, with initiatives like the construction of new classrooms, teachers' houses, and the provision of furniture. However, challenges persist, as reported by the study on subsidy adequacy and a study by Daven (2018) on the challenges faced in implementing free primary education, including inadequate resources.

In the context of this study, the reviewed literature emphasizes the need for a thorough assessment of teaching and learning facilities. The existing body of knowledge suggests that an understanding of the current status of infrastructure is essential for informing policies and interventions that aim to improve the overall quality of education in the region. The challenges faced in neighboring regions and countries serve as valuable insights, urging a closer examination of the unique context within Bukoba Municipal Council.

#### **2.4.2 The Challenges Facing Public Primary Schools in the Implementation of Fee Free In Primary Education**

The presented literature provides insights into the impact of class size and enrollment changes on the educational landscape, particularly in the United States of America and East Africa, with a focus on Tanzania. The reviewed empirical studies explore the relationship between class size, enrollment, and the effectiveness of fee-free education policies. Studies by Schanzenbach (2014), Shin & Chung (2009), and Zyngier (2014) underscore the significance of class size reduction in improving academic achievement. The student-to-teacher ratio is highlighted as a crucial factor, with evidence suggesting that increasing class sizes over time can lead to a decline in academic performance. This insight sets the stage for understanding the importance of optimal class sizes in educational settings.

Studies by Kan & Klasen (2021) and Moussa & Omoeva (2020) provide an overview of enrollment changes following the implementation of Free Primary Education (FPE) policies in the East Africa region. These policies resulted in significant increases in student enrollment, with positive implications for access to

education. However, Nguru's (1986) observation about the crowding of classes emphasizes the potential drawbacks of rapid enrollment growth, such as difficulties in maintaining proper learning conditions. Magesa and Mtebe (2022) examined the impact of the fee-free education policy on basic education. Their findings contribute to an understanding of the challenges faced, including misconceptions within communities, inadequate resources such as teachers, furniture, classrooms, and toilets. However, the policy's positive impact on increased enrollment rates in secondary schools is acknowledged.

A study by Mwangota (2019) focusing on the perception of educational stakeholders in Tanzania aligns with the theme of challenges in fee-free education implementation. The study identifies issues such as community misconceptions, insufficient teachers, and inadequate infrastructure, echoing concerns raised by Magesa and Mtebe (2022). Despite these challenges, the study highlights the policy's success in boosting enrollment rates in secondary schools.

Mashala (2019) examined the impact of free education policy in Tanzania. While acknowledging the wisdom of implementing free secondary education, the study points out that the policy's impact has been modest in certain areas, affecting enrollment rates, the number of teachers, student pass rates, and dropout rates. In the context of this study, which focuses on challenges facing public primary school in Bukoba Municipal Council, the literature underscores the interconnected factors influencing education quality. Class sizes, enrollment changes, and the successful implementation of fee-free education policies all play a role. The challenges identified in East African contexts resonate with potential issues that may be

encountered in the Bukoba Municipal Council. The need for a delicate balance between policy implementation, infrastructure development, and maintaining educational quality is evident from the literature, urging a closer examination of these dynamics within the specific local context.

#### **2.4.3 Strategies Undertaken to Mitigate the Challenges of Fee Free Education Policy in Public Primary Schools**

The literature presented highlights the complexities and challenges associated with the implementation of fee-free education policies, drawing insights from experiences in Kenya, Malawi, and Tanzania. The overarching theme revolves around the perception of parents and stakeholders regarding fee abolition, the subsequent impact on parental involvement, and the need for effective communication and consultation in policy implementation.

Mashala (2019) emphasizes the concept of free primary education as the abolishment of school fees, freeing parents from funding educational requirements in the Kenyan context. According to the study, the positive attitudes of parents toward fee abolition were evident, viewing it as an opportunity for their children to attend school. However, the study notes that once fee abolition was underway, there was confusion regarding the policy details and the roles of stakeholders. This confusion led to reports of declining parental involvement, with some parents refusing to pay for exams and projects initiated before fee abolition left unfinished.

Similar observations were made by Zubairi (2021) who reports that following fee abolition in Malawi, local communities equated Free Primary Education (FPE) to the

government taking over responsibility for providing facilities to schools. Some parents no longer felt responsible for their child's education and blamed teachers for discipline problems. Erlendsdóttir et al. (2022) noted that despite education being compulsory, some Malawian parents interpreted "free" to mean that they were free to decide if their children would attend school.

In Tanzania, a study by Mwangota (2019) revealed positive understanding and efforts by stakeholders to improve implementation. However, there were indications that some parents were withdrawing their support, potentially due to a perception that education expenses were now entirely the government's responsibility. Shibuya (2022) emphasizes the importance of effective policy implementation through considerable consultation with key stakeholders and a baseline survey for systematic implementation and equity considerations. The study underscores the need for mutual accountability and a responsibility mechanism between the government and parents/communities for the sustainability of Universal Primary Education (UPE) policies. However, it also notes a limitation in focusing on mutual accountability between the government and parents, with other stakeholders' participation not falling within the scope of the study.

In the context of this study, these findings underscore the critical importance of clear communication, effective consultation, and mutual accountability among all stakeholders. Understanding the perceptions of parents and stakeholders regarding fee-free education policies is crucial for the successful implementation and sustainability of such initiatives. This study explored mitigation to be undertaken and how to address stakeholders' recommendations.



## 2.5 Knowledge Gap

The existing literature offers valuable insights into fee-free education policies, covering various dimensions such as physical resources, program evaluation, and implementation challenges. However, a significant knowledge gap persists concerning the specific implementation and impacts of fee-free primary education specifically in the context of Bukoba Municipality. While Shukia (2020) and Luvanga, et al., (2020) contributed to an understanding fee-free education in Tanzania, studies by Lorton *et al*; (2019) and Moussa and Omoeva (2021) focused on sub-Saharan countries, Kenya, and Malawi. Despite diverse focuses and methodologies in these global and regional studies, none of them directly focused on exploring the challenges of fee-free education policy in teaching and learning environment in public primary schools of Bukoba Municipality in Kagera region.

The existing empirical literature explores challenges faced in other facets, such as inadequate resources, implementation confusion, and insufficient subsidies. However, these findings may not accurately reflect the specific conditions and dynamics in Bukoba Municipality. Consequently, a research gap exists in the absence of dedicated studies comprehensively assessing the implementation and outcomes of fee-free primary education in this locality. The present study aimed to fill this gap by exploring the local context, evaluating the extent of fee-free primary education implementation in Bukoba Municipality, and assessing its direct impacts on the teaching and learning environment. The present study sought to address this gap by providing localized insights to contribute to a more nuanced and context-specific understanding of fee-free education policies in this region.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter presents the research approach, research design, sampling procedures, research methods, data collection procedure, data recording and analysis techniques used in doing this work. It also includes piloting and ethical implications adhered to in carrying out the research.

#### **3.2 Area of the Study**

The study was conducted in Bukoba Municipality, situated in the northwestern part of Tanzania on the shores of Lake Victoria. Selection of the study area was based on its similarity in education administration and funding systems across Tanzania, as well as comparable socioeconomic contexts (UN Habitat, 2013; Bucknall, Kraus, and Pillai, 2000).

#### **3.3 Research Approach**

Mixed research approach may be defined as research in which the investigator collects and analyses data integrates the findings and draws inferences using both qualitative and quantitative approaches and methods in a single study (Rutberg & Bouikidis, 2018). According to Dawadi, Shrestha & Giri, (2021) mixed methods approach enable triangulation to take place, help gain complementary between quantitative results and qualitative data, allow use of different methods for different purposes in a study, and provide better understanding of the problem. Research is not restricted by the use of traditional approaches to data collection but guided by foundation of inquiry that underlies the research activity (Mackey & Bryfonski,

2018). Mixed methods are guided by philosophical assumptions that enable the mixing of qualitative and quantitative approaches throughout the research process (Kumatongo & Muzata, 2021). This study used quantitative and qualitative research approach.

### **3.4 Research Design**

Research design is the management of conditions and for collection and analysis of data in a manner that aims to combine the relevance to the research purpose with economy and procedure. A research design provides a framework for the collection and analysis of data (Abutabenjeh & Jaradat (2018); Salkind, 2010). Cross-sectional survey design collects data to make inferences about a population of interest (universe) at one point in time. The cross-sectional surveys have been described as snapshots of the population about which they gather data (Sileyew, 2019).

Cross-sectional survey determines the frequency of a particular attribute in terms of its exposure and outcome. That is how many are affected by a condition such as free education and whether the frequency of the operation of free education vary across various school (Bangdiwala, 2019). The researcher adopted a cross-sectional survey design to undertake this study due to its suitability of generating the information in limited time that was available to completion of work.

### **3.5 Sample Size and Sampling Procedures**

#### **3.5.1 Target Population**

The target population included all education stakeholders in public primary schools in Bukoba Municipal. Namely, The District Education Officer, 14 ward Education

Officers; 25 head teachers, 1 Quality education assurers and 200 School Board Members.

### 3.5.2 Sample Size

A sample is a selected portion of the individuals or items which represent the aggregate of the population for the study (Cresswell, 2012). The final sample size for each of the category or group will be determined with De Vaus(,2002) formula below: -

$$= \frac{N}{1 + N (0.05)^2}$$

$$n = N / 1 + N (0.05)^2$$

Where; N= population, n =sample size, 1= Constant, e =Degree of confidence level at 95%

The findings are therefore as follows;

$$n = \frac{216}{1 + 216(0.05)^2}$$

$$n = \frac{216}{1 + 0.54}$$

$$n = \frac{216}{1.54}$$

$$n = 140.25$$

$$n = 141$$

For the sake of getting the sample size for each category (strata), the researcher computed the sample size by dividing the total population of each stratum by target population and multiplied it by the total sample size in order get the representative allocation of sample as shown in Table 3.1.

**Table 3.1: Sample Size**

Category	Stratum Size	Stratum proportional	Percentage
Municipal Education Officer	1	1	0.7
Quality Education Assurance Officer	1	1	0.7
Ward Education Officers	14	9	6.3
Head Teachers	25	16	11.3
School Board Members	175	114	81.0
<b>Total</b>	<b>216</b>	<b>141</b>	<b>100</b>

**Source:** Bukoba Municipal Council

### 3.5.3 Sampling Procedures

Sampling is a definite procedure of obtaining individuals or items to comprise the sample from a given population (Kothari, 2004). The sample for this research trailed from the population by utilizing simple random and purposive sampling procedures.

#### 3.5.3.1 Purposive sampling

Purposive sampling technique employed intentionally in selection of Municipal Education Officer, Quality Education Assurance Officer, Head teachers and Ward Education Officers. This was due to by virtue of positions they hold in the schools and education offices of the sample, since provided important information on the studied on free education implementation on learning environment in Bukoba Municipality which cannot be obtained from other members of the population.

#### 3.5.3.2 Simple random sampling

Bukoba Municipality has 14 wards; the study employed simple random method to select thirteen from fourteen wards. Lottery technique used to list 14 wards on small pieces of paper, thoroughly mixed together in box and the (n=9) picked by chance as the sample wards. Again, Wards Education Officers from the sample area involved as respondents. The same method was employed to select the Head teachers (n=16)

and Members of the School Committees (n= 114). A simple random sample was chosen because it meant to be an unbiased representation of a group of officials responsible in the implementation of fee-free education programme.

### **3.6 Data Collection Methods**

The study was qualitative and both primary and secondary data were collected. Primary data was obtained using interviews, observation, and focused group discussions. Secondary data were through previous related studies, official statistics and government reports. Data collection instruments included interview guide and observation checklist.

#### **3.6.1 Interview Guide**

The interview guide was used to gather information from Municipal Education Officers and Quality Education Assurance Officers on the challenges of implementing free education in Bukoba Municipal underwent a rigorous validation process. To ensure clarity and appropriateness, the guide underwent pilot testing involving a small group of individuals similar to the target respondents. Feedback from this test helped identify any ambiguities and refine the questions for improved effectiveness.

Additionally, the interview guide benefited from an expert review, which was shared with specialists in education, researchers and individuals familiar with the challenges of implementing free education. Their insights contributed to further refinement, ensuring the questions were relevant and aligned with the study's objectives. The guide's cultural and contextual appropriateness for Bukoba Municipal was confirmed

through assessments of face validity and relevance to the local setting, enhancing the overall reliability of the data collection tool.

### **3.6.2 Documentary Review**

Documentary review comprised written official documents, including schools' timetable, curriculum, syllabus, the scheme of work, teachers' lesson plans, parents meeting report, school admission book and pupils' attendance book. The reviewed documents helped to complement views obtained from interviews and observation checklists. The validation of the documentary review employed in this study involved several key steps to ensure the reliability and credibility of the collected data. Firstly, a document review guide was meticulously developed to establish clear criteria for perusing various written official documents. This guide underwent a pilot testing phase, where a subset of documents was reviewed using the established criteria. The feedback obtained from this pilot test was crucial in refining the document review guide, ensuring that it effectively captured the relevant information and limitations of the physical sources.

Secondly, the researcher applied the documentary method as a technique, following the guidelines provided by Mogalakwe (2009). This involved categorizing, investigating, interpreting, and identifying limitations within the reviewed documents. The use of a standardized method helped enhance the consistency and objectivity of the data collection process. Additionally, to corroborate the findings from the document review, the information obtained from this method was compared with data gathered through other means, such as interviews and observation checklists. This triangulation of data from multiple sources added robustness to the

study, contributing to the overall validation of the documentary review as a reliable and comprehensive data collection tool.

### **3.6.3 Observation Checklist**

The researcher also utilized an observation checklist to record all that have observed as relevant to the study during the data collection process. In this study the following were observed; classrooms, toilets, desks ratio with number of pupils, availability of playing fields, teachers offices, chairs and tables, library for pupils to read themselves (Chacón-Moscoso et al., 2018). The validation of the observation checklist in this study involved several key steps to ensure the reliability and accuracy of the data collected through this method. Firstly, the behaviors to be observed were clearly defined and a detailed list of specific behaviors was developed beforehand, in line with the recommendation by Kawulich (2012). This step helped establish clear criteria for the observations, ensuring that the data collected were focused on relevant aspects related to the study, such as the condition of classrooms, toilets, desks, playing fields, teachers' offices, and library facilities.

To enhance the validity of the observation checklist, the researcher conducted a pilot observation session, where a subset of the identified behaviors was observed using the checklist. This pilot test allowed the researcher to refine and adjust the checklist based on practical insights gained during the initial observation. Feedback from this pilot phase was valuable in improving the clarity and effectiveness of the observation checklist. Furthermore, to ensure objectivity and inter-rater reliability, if applicable, multiple observers might have been involved in the data collection process. The consistency of observations and interpretations across different



observers was monitored and addressed through training and discussions to minimize bias and enhance the reliability of the observation checklist. The utilization of established guidelines, pre-defined behaviors, and a pilot testing phase collectively contributed to the validation of the observation checklist, ensuring that it effectively captured the relevant information pertaining to the learning environments in the study.

### 3.7 Validity and Reliability

**Validity** refers to the degree to which the study accurately reflects or assesses the specific concepts the researcher is attempting to measure. It is also the extent to which an instrument measures what it is supposed to measure and performs as it is designed to perform.

$$\text{CVI} = \frac{\text{No of items rated valid}}{\text{All items in the questionnaire}}$$

**Table 3.2: Validity of Data**

Valid items		Not valid items	Total
Expert 1	25	5	30
Expert 2	23	7	30
Total	48	12	60

The CVI for the questionnaire for teachers was  $48/60=0.8$  which was equal to 0.7 the recommended validity Devaus, Eds (2012). Hence the questionnaires were considered valid for data collection.

**Reliability** of an instrument is the credibility or trustworthiness of an instrument. In other words is the degree to which the tool steadily measures what it presumed to

measure (Mugenda & Mugenda, 2003). In order to establish the reliability of the items in the questionnaires, the researcher used a split-half method to calculate the reliability using Spearman-Brown formula.

$$r_{tt} = \frac{2r_{gh}}{1 + r_{gh}}$$

Where  $r_{tt}$  denote estimated reliability of the entire test

$r_{gh}$  is the correlation between two halves which are assumed to be strictly parallel  
1 is constant

### 3.8 Data Analysis Methods

The collected qualitative data were analysed using thematic analysis method. Thematic data analyses involved the selection of themes from the objectives, which guided the discussion of findings. The analysis involved series of procedures such as transcription, translations, coding, categorisation and case presentations that resulted to themes (Theofanidis & Fountouki, 2018). The data in this study mainly consisted of individual interview transcripts, and participant observations. The quantitative data from the questionnaires were analysed using descriptive statistics (mean frequencies and percentages) (Elliott, 2018).

### 3.9 Ethical Issue Considerations

Ethics as a branch of philosophy which deals with one's standard of behavior of people and relationship with each other. Research ethics gives rules and guidelines to researchers that guide their conduct in research process. The ethical issues considered in this study were: informed consent, professionalism writing (plagiarism and fraud), confidentiality and privacy and anonymity (Ngozwana, 2018).

These were as follows: First, the researcher was given a research clearance letter from the Open University of Tanzania and the introduction letter from Bukoba Municipal Council for conducting research. And before conducting the research the researcher explained to the participants the intention of the research so as to clarify and avoid expectation of direct benefit and thereafter and asked their consent to participate to the study. Finally, in order to address the issue of anonymity, the research requested respondents not mention their names and names of their school on questionnaire.

## **CHAPTER FOUR**

### **PRESENTATION AND DISCUSSION OF RESEARCH FINDINGS**

#### **4.1 Introduction**

This chapter presents findings of the study as well as discussion of the same. Findings of the study are presented as per the specific objectives of the study.

#### **4.2 The Condition of Teaching and Learning Facilities in Public Primary Schools**

This study sought to find out status of teaching and learning facilities upon introduction of fee free primary education strategy. The survey involved Ward Education Officer, Head Teachers and Members of School Committee in order to measure the adequacy of teaching and learning facilities during the fee free primary education strategy implementation. Apart from pupils' basic learning materials (Books, Pens/pencils and rulers) most of the respondents had opinion that the teaching and learning facilities available in schools are either inadequate and/or in poor conditions. In many schools it happens that there is inadequate teaching and learning materials comparing to numbers of pupils in classes. For instance, in appropriateness between pupils and text book ratio, lack of library to facilitate students better learning, weak use of interactive teaching methods like role play, focus group discussion, field trip just to mention the few. To add value from what it was mentioned during in depth interview one of the heads of schools from school B had the following opinions:

*“In our school we have the challenge of books especially for subject teachers as you may find four books of social studies being used by 83 pupils. We also lack libraries for pupils to enjoy private reading. Nevertheless, learners are not interested in borrowing books since they lack reading culture. Even if you encourage them to borrow, they claim to be scared of having the books stolen by others. (Interview with school head from school B, 2022).”*

The provided quote from the school head at schools B highlights a multifaceted challenge concerning the availability and utilization of educational resources. The school faces a shortage of books, particularly for subject teachers, with only four social studies books available to 83 pupils. This scarcity raises concerns about the adequacy of learning materials to support effective teaching and individual student engagement. In addition, the absence of a dedicated library forms another potential challenge, depriving pupils of a friendly environment for private reading. The school head also delves into the cultural aspect, noting a lack of interest and reluctance among learners to borrow books due to fears of theft. This sheds light on broader challenges related to fostering a reading culture and ensuring equitable access to educational resources, underscoring the need for comprehensive strategies to address both material shortages and cultural barriers to enhance the overall learning experience.

It implies that despite having fee-free education programme, pupils are prone to poor academic performance as various factors one being the issues of inadequate teaching and learning materials in most of primary schools. For instance, it was found that, pupils had to share books in a group of not less than five students per each book. Library was also found to be one of the challenges in some schools and in some education facilities there were libraries while no books or even there were books which are outdated thus had no value to students' academic performances. These study findings align with those of Tembo (2022), who reports inadequate monitoring of head teachers, poor prior preparation for teachers to teach, lack of motivation for teachers, large teaching load, absenteeism by both teachers and students, students' lateness to school, contribute to poor academic performance.

On the other hand, Inambao (2022) argues that overcrowding of classes interferes with learners' sitting positions and make it difficult for children to write, while teachers find difficult to move round to help needy children or mark students' work while lesson is going on. This also concurs with Shin & Chung, (2009) who revealed that unattractive school buildings, crowded classrooms, non-availability of playing ground and surroundings that have no aesthetic beauty can contribute to poor academic performance. Again, this emphasized by Zyngier (2014) who argues that the size of class should be smaller hence boost achievement though it is difficult to sustain when schools are cutting spending and enrollment are high. These weaken schools' capacity to develop the intelligence and creativity of the next generation of workers and entrepreneurs.

Study findings also revealed that, sending pupils home for various reasons such as school fees and indiscipline cases make students miss valuable learning time, sporadic and chronic absenteeism, shortage of teachers and libraries are some of the factors that contribute to poor academic performance for students do not get a full dose of the subject content. During an interview with the quality assurance officer, the following were asserted:

*“There are no libraries and books for pupils to study; there are also no books for some of the subjects. Teachers have only four books from which they have to move with them from one class to another; pupils are also short of reference books. (Interview with school C, 2023).”*

The interviewee from school C outlines a critical deficit in educational resources, particularly focusing on the absence of libraries and books for pupils. The statement underscores a profound challenge where both teachers and students lack access to essential learning materials. The limited availability of books for certain subjects,

coupled with teachers having only four books that they must carry from one class to another, suggests a severe scarcity of resources that can impede effective teaching and learning. Also, the mention of pupils being short of reference books indicates a broader deficiency in supplementary materials crucial for enhancing students' understanding and academic performance. This finding emphasizes the urgent need for investment in educational infrastructure and resources to create a conducive learning environment that promotes comprehensive and quality education in the school.

As the topmost mentioned challenges by almost respondents in schools, teachers were of the view that since there are no enough teaching and learning materials, it is difficult to implement fee-free education policy. Not only that, there are not enough books and desks, but also the nature of the classes is unsupportive. It was further found that there are serious problems since most students cannot access laboratories and libraries. Under such a situation, teaching science subjects becomes a mere dream. (Wokadala, Ogawa, & Kizito, 2019) agrees that we live in a world where science and technology have become an integral part of world culture; therefore, the role of science and technology should not be overlooked.

Magesa & Mtebe, (2022) observed that there is a direct link between the availability of basic teaching/learning facilities and students' academic performance. Through observation, researchers identified some laboratories with insufficient equipment. On the other hand, Shibuya, (2022) argues that educational programs cannot be effectively implemented using only policy guidelines. Despite teachers being trained and committed to perform their duties, without adequate and appropriate physical facilities such as classrooms, toilets, and playgrounds, it would be impossible to be

implemented. This is contrary to Ntwima, (2022) who argued that there are changes in teaching and learning materials due to an increase in the supply of teaching materials than before, school services and buildings, opportunities for parents and guardians to engage in social and economic activities.

#### **4.3 The Challenges Facing Primary Schools in the Implementation of Fee-Free Primary Education**

The study sought to find out the challenges associated with the implementation of fee free primary education strategy. The study gathered the data from Ward Education Officer, Head Teachers and Members of School Committee in order to examine the challenges that existed in school in the course of implementation of this strategy. In addition to that, the information was collected from Municipal Education Officer and Quality Education Assurance Officer. The subsequent rating method for questionnaire for teachers in this question was. *1= Strongly Disagree, 2= Disagree, 3= No Option, 4= Agree, 5= Strongly Agree*. The findings are presented through Table 4.1.

**Table 4.1: Challenges Associated with Implementation of Fee Free Primary Education**

Challenge	Responses (N=130)					Total
	Strong Disagree	Disagree	Neutral	Agree	Strong Agree	
Delay disbursement of Capitation Grant	1.5%	9.2%	2.3%	29.2%	57.7%	100%
High number of pupils enrolled	3.8%	4.6%	2.3%	22.3%	66.9%	100%
Insufficient teaching and learning materials	34.1%	48.1%	1.6%	8.5%	7.8%	100%
Scarcity of school infrastructure	10.9%	6.2%	7.0%	8.5%	67.4%	100%
Poor participation of parents	1.5%	6.6%	3.1%	33.8%	54.6%	100%
Insufficient Capitation Grant	3.8%	8.5%	1.5%	43.1%	43.1%	100%
Overcrowded of pupils in classroom	3.8%	6.9%	0.8%	12.3%	72.2%	100%
Burdensome workload for teachers	3.8%	4.6%	4.6%	10.8%	76.2%	100%
Acute shortage of teachers	3.8%	8.5%	20.8%	8.5%	58.5%	100%
Parents' misinterpretations over fee-free primary education strategy	7.7%	4.6%	5.4%	29.2%	53.1%	100%

**Source:** Field Study (2023).



Findings in Table 4.1 indicate that the grand mean score of ten items employed to answer research question three is 3.52 which is greater than the cut-off point of 2.5, therefore it is agreed that participants was of the opinion that there are the numbers of challenges emanating from implementation of fee free education strategy. Besides, the results (Table 4.1) are in agreement with stakeholders' view on the status of teaching and learning facilities (Table 4.11) which indicated that free primary education enabled the availability of basic pupils' learning materials.

Stakeholders' view on challenges facing the implementation of fee free primary education are supported by the in-depth interview with the Municipal Education Officer on the issue pertaining to the consequences of implementation on the concept fee free primary education, who had this to say:

*“Our schools are facing many consequences, including scarcity of school infrastructures, overcrowded classes, shortage of teachers due to the fact that some teachers are retired, deceased and terminated due to different reasons. So, we demand new recruitment of employees”. (Field survey, 2023).*

This quote underscores the multifaceted challenges confronting schools, revealing significant consequences arising from the implementation of fee-free education. The enumerated issues include a scarcity of school infrastructures, suggesting inadequate physical facilities for effective learning. The mention of overcrowded classes signals a strain on the educational environment, hindering the quality of teaching and learning experiences. Additionally, the shortage of teachers emerges as a critical concern, attributed to factors such as retirements, fatalities, and dismissals. The need for replacements to address these staffing gaps is highlighted, emphasizing the necessity for comprehensive strategies to overcome the challenges posed by the fee-free education policy, ensuring a conducive and sustainable educational landscape.

The challenge of overcrowded classes identified by both stakeholders and municipal staff is also confirmed by the documentary records on enrollment trends provided by the head teachers as shown in Table 4.2.

**Table 4.2: Enrollment Trends in the Study Schools (2014-2018)**

Schools	Enrolment per academic year				
	2014	2015	2016	2017	2018
A	102	117	147	157	169
B	–	–	–	108	189
C	172	197	219	238	298
D	207	211	254	298	321
E	115	123	168	217	298
F	67	80	100	118	135
G	46	59	70	98	105
H	68	76	86	105	162
I	80	96	108	119	140

**Source:** Field Study (2023).

Findings in Table 4.2 show that the admission of eligible pupils abruptly increased in 2016 following proclamation of Education Circular No. 5 of 2015. There was large increase in enrollment especially for some studied schools; this was due to the demolition of one of the study School which led to skip new registrants for three years. Describe the results - a school has doubled its registrants/ enrolment or tripled. The trends of pupils' enrollment as found in documentation are also shared by teachers involved in the survey. The survey results indicated that all 45 teachers acknowledged increase in number of pupils registered following introduction of free education. When the researcher asked the Quality Education assurer on the issue pertaining to the status of teaching and learning environment on the concept fee free

primary education and the following were the responses given as some the understanding of the strategy:

*In some schools it's difficult to monitor the class due to the number of pupils in a single room, sometimes it's hard for them to write neatly. (Field survey, 2020) UNESCO (2016) Education 2030:*

Study findings show mixed feelings from parents on what fee free education policy meant. Some believed that the government will pay for all the expenses, including food for the children. There was a misconception about what it takes to study free without paying any fees. Some parents presumed to have been given lee ways not even to buy school uniforms for their children, others went extra mile to ask for the government to offer foods and shelter for school going children from low-income families. It was noted in the study that politics had played its part in construing the free education programme among implementers in which some Councilors had ordered head teachers not to send homes pupils who had come to school without proper uniforms.

The majority of respondents (150), about 69.4%, who were interviewed, agreed to have seen some challenges in the implementation of fee-free education programme. Study findings show that, it was unclear why some capitation funds got delayed while the budget had already been passed to foot all the bills for the programme. One of the respondents from the municipal council had this to say:

*"We are suprised to imagine why the high enrollment rate had failed to go in tandem with the increase in number of classrooms and desks. A good number of pupils sit down to follow lessons, something which inhibit the key purpose of free education programme and masterly learning. We are grateful to the Covid 19 funds that had at least reduced the shortage of classrooms. If one takes trouble to visit some schools around the municipality, the learning condition is pathetic. It is time we also thought of embarking on birth control programme. The kind of infrastructure in our schools and the number of pupils it is heaven and earth, so to speak."* (Interview with a respondent from Municipal Council, 2023).

The quote conveys a deep concern over the discrepancy between the surge in enrollment rates and the inadequate expansion of classrooms and desks in response. The respondent's concern of pupils having to sit down during lessons due to insufficient seating underscores the challenges posed by overcrowded classrooms, which hinder effective teaching and learning. The reference to Covid-19 funds providing some relief suggests a temporary measure to address the shortage of classrooms. The respondent goes further to suggest the necessity of contemplating a birth control program, implying that the current infrastructure and pupil numbers create an overwhelming and challenging educational scenario. This voice calls attention to the urgent need for strategic planning and resource allocation to align the growth in student enrollment with the essential expansion of educational facilities, ensuring a conducive and quality learning environment.

Majority of respondents mentioned quality of education as one of the challenges facing schools towards the implementation of fee-free education policy, over 75% of respondents mentioned overcrowding in the classes, 20% mentioned inadequate teaching and learning material, 5% mentioned equity and equality, alongside low motivation among teachers as well as community and parents' participation as challenges facing schools towards the implementation of fee-free education policy. This is in line with the findings by Zubairi (2021), who explained that some parents in Malawi interpreted the term "free" to imply that parents were free to decide if their children would attend school.

A similar finding was reported by Zubairi (2021), in Malawi soon after fee abolition in 1994; local communities equated from its responsibility and left alone the

government takeover of responsibility of providing all facilities to schools. As the topmost mentioned challenges by almost respondents in schools, teachers were of the view that, since there are not enough teaching and learning materials, it is difficult to implement fee-free education policy, not only that there are not enough books and desks, but also the nature of the classes is unsupportive. It was further found that, there are serious problems since most students cannot access laboratories and libraries. Under such a situation teaching science subjects becomes a mere dream. In that regard, teachers proposed the availability of teaching and learning materials.

In the same way Tembo (2022), found out that, it is the question of teaching and learning resources. For instance, classes are big up to 100 students with limited classes, textbooks, computers, and limited school surrounding resources while scholars emphasize the importance of learning resources in making a student active and constructor of ideas. Thus, learning resources are important to make the teaching and learning process successful.

Unlike the aforementioned proposition Ntwima (2022), reported that those stakeholders at Sumbawanga Tanzania community had a positive understanding of fee-free education; stakeholders have taken several steps to improve the implementation of Fee-free Education policy through educating the society on Fee-free Education, voluntary contributions on improving the quality of education provision, and introducing some of the school projects to support income generation.

#### **4.4 Strategies Undertaken to Mitigate the Challenges of Fee Free Education Policy at the Municipal, Wards and School Level**

The study sought to find out the strategies put in place to mitigate challenges of fee free primary education policy. The study gathered the data from Ward Education Officer, Head Teachers and Members of School Committee in order to examine the challenges that existed in school in the course of implementation of this strategy. In addition to that, the information was collected from Municipal Education Officer and Quality Education Assurance Officer. Study findings show that, the removal of fees in schools has led to challenges related to issues of sustainability, persistent of disparities – equity and equality, informal collection of school and other related fees, issues related to availability and quality of teachers, and tradeoffs in expanding access and improving the quality of education.

Majority of respondents argued that, there was a challenge to maintain the quality of education with the increase of enrolment, repetition and dropout rates. The question of continued disparity creates gender and equity gaps between remote and urban populations. Briefly, the findings revealed that due to the implementation of FFE policy in Bukoba Municipal Council reduced students' drop out and attendance, abolition of fees and contributions, increased demands of funding for school functions, engagement of parents in social and economic activities, and supply of teaching materials. These results appeared contrary in literature that indicated lack of guidelines in issuing and monitoring use of school funds and that parents' costs were ten times government capitation grants to schools per child annually, harassment of pupils due to fees led to drop out.

However, the study findings indicated that, there were charges which were covered by parents in various public secondary schools, as it was evident that one of the charges was text book charges where parents were requested to contribute direct to schools. Therefore, this was reported to be the challenges to most parents as normally parents were supposed to contribute on text book. For instance, the chief district education inspector reported the following:

*“We have not seen the circular (No.6 of 2015) but what we know is what the head master has told us, we make decisions based on what the head master informs us”. The cost of photocopying the circulars and sharing those, at least with teachers, would be minimal but the benefits would have been immense”. (Interview with Chief District Education Inspector, 2023).*

This finding reflects a significant gap in communication and information dissemination regarding education policies at the school level. The respondent expresses a lack of awareness about Circular No. 6 of 2015, indicating that crucial policy documents might not have reached the intended audience. The reliance on information from the headmaster suggests a centralized decision-making process, where key policy details are disseminated through a single channel. The respondent also highlights the potential benefits of wider distribution of policy circulars, emphasizing the minimal cost associated with photocopying and sharing these documents. The finding underscores the importance of transparent and accessible communication channels within educational institutions, ensuring that all stakeholders, including teachers, are well-informed about policy changes that impact the school environment. Improved communication strategies could enhance collaboration and understanding among school staff, contributing to more effective policy implementation.

In supporting the above findings, one of the school heads from school F had the following to say:

*“Before the implementation of fee-free education policy, there were different charges which in deed frustrated parents and made the entire community develop negative attitudes on education. Charges like textbook was seen a bottleneck to parents as parents were forced to pay on that, but the re-introduction of fee free education has made things easy parents and the entire community is happy”. (Interview with head of schools F, 2023)*

This finding captures the transformative impact of the fee-free education policy on the community's perception and financial burden. The speaker highlights the challenges faced by parents due to various charges, particularly mentioning textbooks as a significant financial hurdle. The removal of these charges through the implementation of the fee-free education policy is portrayed as a positive change that has alleviated financial stress for parents and fostered a positive attitude toward education within the community. The speaker suggests that the policy has successfully addressed the previously perceived bottleneck of textbook costs, making education more accessible and enjoyable for students and families. This reflects the potential of fee-free education initiatives to not only eliminate financial barriers but also to positively reshape community attitudes towards education.

Findings indicate that there were strong agreements among respondents that the government pays more on education costs. The results further revealed other means that head teachers used to implement the policy, for example, to disseminate the government circulars and guides on FFE for the people to know and stop any kind of contributions from the parents and students, to participate in teaching and facilitating implementation of interschool examinations for students, chairing staff and school



meetings for different agenda, participating in different parents' and community meetings on the implementation of FFE.

One of the respondents asserted that:

*“Many countries attempted to implement the education policy of fee free basic education faced the shortage of teachers. They had problems of recruiting new staff, and running in-service training. The school fees were the major obstacle for millions of children to enroll and complete primary education globally. It reported the caution for countries intending to abolish school fees based on Malawi and Uganda experiences that the policy needs serious planning to avoid the overwhelming impact to the system of education. The limited knowledge about the link between education and industry among parents, the walking distance to and from school as well as to the exposure to job opportunities contribute are the major challenges that stifle the fee-free education plan”.* (Interview with respondent X, 2023)

This finding underscores the challenges faced by countries aiming to implement fee-free basic education policies, particularly focusing on the shortage of teachers as a critical impediment. The respondent highlights the difficulties associated with recruiting new staff and providing adequate in-service training to meet the demands of increased enrollment following the abolition of school fees. The finding emphasizes the global significance of school fees as a major obstacle preventing millions of children from enrolling and completing primary education.

Drawing on the experiences of Malawi and Uganda, the speaker issues a cautionary note, stressing the need for careful planning when abolishing school fees to avoid overwhelming impacts on the education system. Furthermore, the voice identifies additional challenges, such as limited parental knowledge about the link between education and industry, walking distances to schools, and limited exposure to job opportunities, all contributing to the potential stifling of fee-free education plans.

This perspective highlights the multifaceted nature of challenges that policymakers must consider to ensure the success of fee-free education initiatives.

Study findings had it that, there were different perceptions by parents on what fee free education policy meant. Some believed that the government would pay for all the expenses, including food for the children. There was no clear message that was given at the meetings to community members. Some parents learned about the policy on radio. For instance, it was further found that, teachers used various strategies to ensure that, the community understand the central purposes of fee free education some of the strategies include educating the parents, pupils and other stakeholders, encouraging parents to send their children to school, ensuring that no any fee contribution is taking place at school, improving pupils' performance for their future life.

In addition, they involved executing their responsibilities as teachers (core curriculum and extra curriculum), adhering to government directives on fee free basic education and supervising construction and rehabilitation of school facilities. Participating in planning the use of funds allocated to the school according to government directives and avoiding calling for financial contributions from pupils and parents were other strategies for teachers.

It was reported that, in appropriateness between classrooms against number of students is among the challenges implementation of fee free education policy in Tanzania as it is obvious that in many schools there are pupils overcrowd which hinder effective teaching and learning process. For instance, during in depth

interview with one of the head teachers from school G had the following to report:

*“A huge number of students in one class make it difficult the teaching and learning process. For instance in my schools particularly form one class there are 83 students, they occupy space all the way close to the blackboard. Having such a huge number of students in a single class is challenging also against with the national teachers’ students’ ratio (1:40). This makes difficult for teacher to teach and make sure that all students participate in learning. (Interview with the head of school from school G, 2022).*

The statement from the head of school at institution G underscores the significant challenges posed by large class sizes, particularly in a specific Form One class with 83 students. The remark highlights a stark contrast with the recommended national teacher-student ratio of 1:40. The head of school expresses the difficulty inherent in managing such a substantial number of students within a single classroom, as they are forced to occupy space up to the blackboard. This overcrowding creates a tangible impediment to the teaching and learning process, as it becomes challenging for the teacher to ensure active participation and engagement from all students. The statement brings attention to the strain placed on educators when faced with oversized classes, potentially compromising the quality of education delivered to each student.

Moreover, the voice emphasizes the broader implications of the large student population within a single class. Beyond the logistical challenges, the mention of a ratio exceeding the national standard raises concerns about the potential impact on individualized attention, student comprehension, and overall academic performance. The voice from the head of school at Institution G serves as a poignant illustration of the real-world consequences of overcrowded classrooms, shedding light on the intricacies that educators navigate in their efforts to provide effective and meaningful

learning experiences despite resource limitations. This perspective contributes to the ongoing discourse on the importance of addressing infrastructure and staffing issues to create an environment conducive to quality education.

It implies that overcrowding in classes has hindered the teaching and learning process in schools. Under such a situation, students' academic performance is likely to be affected despite the highly touted free education program. Kan & Klasen, (2021), provides that inadequate classrooms and unmanageable class sizes make teaching/learning quite undesirable. Moussa & Omoeva (2020), points out that class sizes studies in developing countries have shown significant association with students' performance and satisfaction. Having fewer children in a class reduces the distractions in the room and gives the teacher more time to devote to each student. In the same way during observation, it was noted that most classes had a larger number than the normal capacity; in some classes, pupils had to sit near the blackboard in such a way that teachers had no even place to sit when teaching.

The problem of too large a population of pupils in classrooms does not create a favorable situation for learning, which can lead to poor academic performance of students. In general, the study findings revealed that in most schools, teachers in their teaching classes experience a large number of students, which makes teaching difficult. For instance, in one of the schools, it was found that pupils had to sit up near the blackboard; in that regard, teachers had no even place to sit and teach comfortably, hence this act demotivates teachers. In the same way, Mwangota, (2019), recommended that overcrowding in classes is an issue of special attention since it hinders the teaching and learning process. One of the respondents said, one

of the challenges that faced by the fee-free education was the remaining individual costs, especially to low-income families.

He commented:

*“Although the government removed school fee to reduce burden to the poor families, it does not deny the fact that, poor and vulnerable children still encounter significant tumbling blocks to get their education. Despite families still spend on uniforms and transportation to and from school, however, many schools also rely on contributions for school construction and maintenance, textbooks, and support for teachers (Interview at school F, 2022).”*

The interviewee at school F provides a critical perspective on the government's initiative to remove school fees as a means of easing the economic burden on impoverished families. While acknowledging the positive step of eliminating direct school fees, the interviewee contends that this action alone does not fully address the intricate challenges faced by economically vulnerable children in their pursuit of education. The term "weaving school fees" is likely a typographical error, and a more accurate interpretation would be "waiving school fees." With this correction, the statement underscores the insufficiency of merely exempting school fees in overcoming the obstacles confronted by economically disadvantaged students, pointing to the existence of deeper-rooted issues.

Furthermore, the interviewee emphasizes that families with limited financial means still grapple with costs associated with essential elements like uniforms and transportation to and from school. This assertion draws attention to the enduring indirect expenses linked to education, even in the absence of direct fees. These additional costs can present significant barriers for families struggling economically, highlighting the need for a more comprehensive understanding of the financial challenges associated with education.

Moreover, the interviewee sheds light on the ongoing reliance of many schools on contributions for various purposes, including infrastructure maintenance, provision of textbooks, and support for teachers. This multifaceted perspective calls for a holistic approach in the formulation and implementation of fee-free education policies, urging policymakers to address not only tuition but also the diverse array of expenses that can impede access to quality education for economically vulnerable families. The discussion prompts reflections on the adequacy of government funding to schools and advocates for additional support mechanisms to ensure that the removal of direct fees genuinely results in improved accessibility and quality education for all.

Study findings revealed that inadequate funds were to blame in running the free education program effectively. This was because the Tanzania Education system was seriously affected by the adjustment policies in 1960s and 1970s. Due to adjustment policies, the Tanzania government had to decrease expenditure on social services to accommodate budget scarcity. Internally, the country had to add more accessible resources by restructuring taxation, cutting, or eradicating fiscal deficiency and generating new sources of income. Public expenditure on education declined by a quarter from 1975 to 1990 (Shukia, 2020). Reduction in resources led to serious impact on the quality and provision of education. The educational deterioration of the 1980s, combined with pressure from international financial institutions led to an increase in “cost-sharing” of education. Household contributions gradually increased and in 1995 an enrollment fee was referred (Mwangota, 2019).

## **CHAPTER FIVE**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 Introduction**

This final chapter presents key study conclusions and findings which are in line with the presented study findings.

#### **5.2 Summary of Findings**

Study findings revealed that, despite having fee-free education programme, pupils are prone to poor academic performance as various factors one being the issues of inadequate teaching and learning materials in most of primary schools. For instance, it was found that, pupils had to share books in a group of not less than five students per each book not only that but also, library was also found to be one of the challenges in some schools and in some education facilities there were libraries while no books or even there were books which are outdated thus had no value to students' academic performances.

In addition, majority of respondents mentioned quality of education as one of the challenges facing schools towards the implementation of fee free education policy. Over 75% of respondents mentioned overcrowding in the classes while 20% mentioned inadequate teaching and learning material and 5% mentioned equity and equality; low motivation among teachers; as well as community and parents' participation as the key challenges facing schools towards the implementation of fee free education policy. Notably, there were different perceptions by parents on what fee-free education policy implied. Some believed that the government would pay for all the expenses, including food expenditure for the children. There was also no clear

message that was given at the meetings to community members.

Some parents learnt about the policy through radio. It was found-out that teachers used various strategies to ensure that the community understand the central purposes of fee-free education some of the strategies include educating parents; pupils and other stakeholders; encouraging parents to send their children to school; ensuring that no any fee contribution is taking place at school; and improving pupils' performance for their future lives.

### **5.3 Conclusions**

This study provides empirical evidence relating to the challenges faced by primary schools in the implementation of fee free primary education on teaching and learning environments in Bukoba Municipality. Specifically, the study intended to assess the stakeholder's challenges in the concept of fee free primary education in the study area, to investigate the status of teaching and learning environments, but also to establish the consequences of fee free primary education on teaching and learning environments and lastly to suggest ways fee free primary education implementation can be improved.

With regard to specific objective one, the study concludes that, education concerning fee-free primary education strategy was not well understood. In turn, this resulted to assumptions that parents or guardians are exempted from contributing to development activities for their children. Therefore, the government must ensure that education circular No.6 of 2015 is well understood to all stakeholders especially parents. With regard to the second specific objective, the study concludes that,



government and educational stakeholders, including parents should take immediate action to ensure availability of conducive learning and teaching environment in public primary schools.

Classrooms, toilets and playgrounds should be related with the number of pupils with supportiveness, effectiveness of learning and teaching processes. Voluntary contributions from all educational stakeholders on improving the quality of education provision should be emphasized in order to support schools running costs. Furthermore, with regard to the consequences of fee free primary education on teaching and learning environments, the conclusion was that, hence the main challenges to the school administration were high pupils' enrolment, teachers' workload, inadequate physical infrastructures, and insufficient capital.

### **5.3 Recommendations**

In light of the presented conclusions, the study draws the following key recommendations.

#### **5.3.1 Community Mobilization and Sensitization**

The Ministry of Education should collaborate with local stakeholders, including community leaders and NGOs to mobilize funds and conduct awareness campaigns on the value of primary education. This should emphasize the role of communities in supporting education and their participation in development programs. The use of various media channels, such as radios, televisions, and social media, should be maximized to disseminate information about stakeholders' responsibilities as outlined in Education Circular Number 5 of 2015.

### **5.3.2 Consultation and Baseline Survey**

To enhance policy effectiveness, the government should conduct thorough consultations with key stakeholders, including teachers, parents, and community leaders. Additionally, a baseline survey should be conducted to systematically implement the Fee-Free Primary Education policy while considering equity. This will help in tailoring interventions to the specific needs and challenges at the local level.

### **5.3.4 Accountability Mechanism**

There is a need for establishment of a robust accountability and responsibility mechanism between the government and parents or communities. This can involve regular meetings, reporting structures, and feedback mechanisms to ensure transparency in fund utilization, resource allocation, and overall policy implementation. Engaging communities in decision-making processes will foster a sense of ownership and commitment.

### **5.3.5 Financial Support and Resource Allocation**

The central government should prioritize providing public primary schools with sufficient capitation grants. Equitable allocation of classrooms, toilets, playing grounds, and other physical facilities should be based on each school's population of pupils. This targeted resource allocation is expected to promote an improved learning and teaching environment and address the specific challenges highlighted in the study.

### **5.3.6 Teacher Recruitment and Training**

There is also a need to address the challenge of shortage of teachers by actively recruiting more qualified teachers. This will allow filling gaps left by retired, sick or

deceased teachers. On the other side of the coin, recruitment is expected to manage overcrowded classes resulting from the introduction of fee-free education. Furthermore, ongoing training programs should be implemented to enhance the skills and effectiveness of existing teachers.

#### **5.4 Areas or Further Research**

The present study leaves potential avenues for further research. For instance, studies can be done to investigate challenges facing the implementation of fee-free education in other regions of Tanzania, or in other countries from the EAC region. Comparative studies can also be carried out to provide valuable insights and best practices that can best inform policy decisions and improvements in the education sector. Such comparative studies could explore regional variations and unique challenges to tailor solutions accordingly.

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## APPENDICES

### Appendix B: Questionnaire for Head Teachers

#### REF: REQUEST TO PARTICIPATE IN MY RESEARCH STUDY

Dear Sir/Madam

I am a student of Masters of Educational Administration, Planning and Policy Studies M.Ed. (APPS) at the Open University of Tanzania. I am carrying out a study on titled “**Challenges faced by primary schools in the implementation of fee free primary education on teaching and learning environments in Bukoba Municipality Council in Kagera Region**” You have been chosen to participate in this study and your contribution will be taken with high regard. Your assistance in answering all questions in the questionnaire will generate vital information for the study. Your personality will be kept with much confidentiality. Your freedom to accept to participate in this study is highly respected.

Thank you so much for your cooperation.

Yours Faithfully

Anatory Alistidia Kokuhumbya

## SECTION A: DEMOGRAPHIC INFORMATION

Please do write your identification features in this questionnaire.

1. What is your highest academic qualification?

Certificate ( ) Diploma ( ) Bachelor's Degree ( ) Master's Degree ( ) PhD ( )

2. How long have you been in the teaching profession?

Less than two years ( ) 2-5 yrs ( ) 6-10 yrs ( )

11-15 years ( ) Over 15 years ( )

3. How long have you been appointed as Head teacher?

Less than two years ( ) 2-5 yrs ( ) 6-10 yrs ( )

11-15 years ( ) Over 15 years ( )

## SECTION B: PERCEPTION ON THE CONCEPT OF FEE FREE PRIMARY EDUCATION

No	Indices for perception on the concept of fee free primary education	SD 1	D 2	N 3	A 4	SA 5
i.	The implementation of fee free is surely understood by parents					
ii.	The implementation of fee free primary education is clear to the pupils					
iii.	The implementation of fee free primary education is surely understood by teachers					
iv.	The implementation of fee free primary education has offered the help to parents					
v.	The implementation of fee free primary education has helped pupils to study comfortably					
vi.	The implementation of fee free primary education is surely understood by politicians and other stakeholders					
vii.	The implementation of fee free primary education has exempted parents from any contributing for school development					
viii.	The implementation of fee free primary education has insisted parents to care livelihood of their children					
ix.	The implementation of fee free primary education is the responsibility of the government only					
x.	The implementation of fee free primary education surely defined responsibilities of all stakeholders					

## SECTION C: THE STATUS OF TEACHING AND LEARNING

### ENVIRONMENTS

For each of the following statements, please indicate (by ticking) the extent to which you agree them, using the following Key: 1=Strongly Disagree (SD), 2=Disagree (D), 3=No option (N), 4=Agree (A), 5=Strongly Agree (SA).

No	Indices for the status of teaching and learning environments	SD 1	D 2	N 3	A 4	SA 5
i.	Pupils have the basic learning materials (Book, Pen/pencil and ruler.					
ii.	Pupils' desks are in good condition to facilitate learning					
iii.	Classrooms are in good condition to facilitate teaching and learning process					
iv.	Head teacher's offices is in good condition to facilitate teaching learning process					
v.	Teachers' offices is in good condition to facilitate teaching and learning process					
vi.	Water tank is in good condition to facilitate teaching and learning process					
vii.	Toilets are in good condition to facilitate teaching and learning process					
viii.	Students' lunch is provided to facilitate teaching and learning process					
ix.	Playing fields are available to facilitate teaching and learning process					
x.	Teachers' houses are in good condition to facilitate teaching and learning process					

### SECTION D: CONSEQUENCES OF FEE FREE PRIMARY

For each of the following statements, please indicate (by ticking) the extent to which you agree them, using the following Key: 1=Strongly Disagree (SD), 2=Disagree (D), 3=No option (N), 4=Agree (A), 5=Strongly Agree (SA).

NO	Indices for consequences of fee free primary	SD 1	D 2	N 3	A 4	SA 5
i.	Delay disbursement of Capitation Grant					
ii.	High number of pupils enrolled					
iii.	Insufficient teaching and learning materials					
iv.	Scarcity of school infrastructure					
v.	Poor participation of parents					
vi.	Insufficient Capitation Grant					
vii.	Overcrowded of pupils in classroom					
viii.	Burdensome workload for teachers					
ix.	Acute shortage of teachers					
x.	Parents' misinterpretations over fee-free primary education strategy					

What are your recommendations on how to improve the implementation of fee free primary education in Bukoba Municipality Council?

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## **Appendix C: Questionnaire for Ward Education Officers**

### **REF: REQUEST TO PARTICIPATE IN MY RESEARCH STUDY**

Dear Sir/Madam

I am a student of Masters of Educational Administration, Planning and Policy Studies M.Ed. (APPS) at the Open University of Tanzania. I am carrying out a study on the **“Challenges faced by primary schools in the implementation of fee free primary education on teaching and learning environments in Bukoba Municipality Council in Kagera Region.** You have been chosen to participate in this study and your contribution will be taken with high regard. Your assistance in answering all questions in the questionnaire will generate vital information for the study. Your personality will be kept with much confidentiality. Your freedom to accept to participate in this study is highly respected.

Thank you very much for accepting to cooperate with me, accomplishing my academic dreams.

Yours Faithfully

Anatory Alistidia Kokuhumbya

### **SECTION A: DEMOGRAPHIC INFORMATION:**

Please do write your identification features in this questionnaire.

1. What is your highest academic qualification?

Certificate ( ) Diploma ( ) Bachelor's Degree ( ) Master's Degree ( ) PhD ( )

2. How long have you been in the teaching profession?

Less than two years ( ) 2-5 yrs ( ) 6-10 yrs ( )

11-15 years ( ) Over 15 years ( )

3. How long have you been appointed as Ward Education Officer?

Less than two years ( ) 2-5 yrs ( ) 6-10 yrs ( )

11-15 years ( ) Over 15 years ( )

## **SECTION B: PERCEPTION ON THE CONCEPT OF FEE FREE PRIMARY EDUCATION**

<b>No</b>	<b>Indices for the perception on the concept of fee free primary education</b>	<b>SD 1</b>	<b>D 2</b>	<b>N 3</b>	<b>A 4</b>	<b>SA 5</b>
i.	The implementation of fee free is surely understood by parents					
ii.	The implementation of fee free primary education is clear to the pupils					
iii.	The implementation of fee free primary education is surely understood by teachers					
iv.	The implementation of fee free primary education has offered the help to parents					
v.	The implementation of fee free primary education has helped pupils to study comfortably					
vi.	The implementation of fee free primary education is surely understood by politicians					
vii.	The implementation of fee free primary education is surely understood by development partners					
viii.	The implementation fee free primary education has insisted parents to care livelihood of their children					
ix.	The implementation fee free primary education is the responsibility of the government only					
x.	The implementation free primary education surely defined responsibilities of all stakeholders					

## **SECTION C: THE STATUS OF TEACHING AND LEARNING ENVIRONMENTS**

For each of the following statements, please indicate (by ticking) the extent to which you agree them, using the following Key: 1=Strongly Disagree (SD), 2=Disagree (D), 3=No option (N), 4=Agree (A), 5=Strongly Agree (SA).



No	Indices for the status of teaching and learning environments	SD 1	D 2	N 3	A 4	SA 5
i.	Pupils have the basic learning materials (Book, Pen/pencil and ruler.					
ii.	Pupils' desks are in good condition to facilitate learning					
iii.	Classrooms are in good condition to facilitate teaching and learning process					
iv.	Head teacher's offices are in good condition to facilitate teaching and					
v.	Teachers' offices are in good condition to facilitate teaching and learning process					
vi.	Water tanks are in good condition to facilitate teaching and learning process					
vii.	Toilets are in good condition to facilitate teaching and learning process					
viii.	Students' lunch is provided to facilitate teaching and learning process					
ix.	Playing fields are available to facilitate teaching and learning process					
x.	Teachers' houses are in good condition to facilitate teaching and learning process					

#### **SECTION D: CONSEQUENCES OF FEE FREE PRIMARY**

For each of the following statements, please indicate (by ticking) the extent to which you agree them, using the following Key: 1=Strongly Disagree (SD), 2=Disagree (D), 3=No option (N), 4=Agree (A), 5=Strongly Agree (SA).

<b>N O</b>	<b>Teachers' performance indices</b>	<b>SD 1</b>	<b>D 2</b>	<b>N 3</b>	<b>A 4</b>	<b>SA 5</b>
i.	Delay disbursement of Capitation Grant					
ii.	High number of pupils					
iii.	Insufficient teaching and learning materials					
iv.	Scarcity of infrastructure					
v.	Poor participation of parents					
vi.	Insufficient Capitation Grant					
vii.	Overcrowded classroom					
viii.	Burdensome workload for teachers					
ix.	Shortage of teachers					
x.	Parents' misinterpretations over fee-free primary Education					

What are your recommendations on how to improve the implementation of fee free primary education in Bukoba Municipality Council?

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## **Appendix D: Questionnaire for Members of School Committee**

### **REF: REQUEST TO PARTICIPATE IN MY RESEARCH STUDY**

Dear Sir/Madam

I am a student of Masters of Educational Administration, Planning and Policy Studies M.Ed. (APPS) at the Open University of Tanzania. I am carrying out a study on the “**Challenges faced by primary schools in the implementation of fee free primary education on teaching and learning environments in Bukoba Municipality Council in Kagera Region.**” You have been chosen to participate in this study and your contribution will be taken with high regard. Your assistance in answering all questions in the questionnaire will generate vital information for the study. Your personality will be kept with much confidentiality. Your freedom to accept to participate in this study is highly respected.

Thank you very much for accepting to cooperate with me, accomplishing my academic dreams.

Yours Faithfully

Anatory Alistidia Kokuhumbya

### **SECTION A: DEMOGRAPHIC INFORMATION:**

Please do write your identification features in this questionnaire.

1. What is your highest academic qualification?

Certificate ( ) Diploma ( ) Bachelor’s Degree ( ) Master’s Degree ( ) PhD ( )

2. How long have you been appointed member of School Committee in this School?

One term is equal to three years

One term ( )

Two terms ( )

More than two terms ( )

**SECTION B: PERCEPTION ON THE CONCEPT OF FEE FREE PRIMARY EDUCATION**

<b>No</b>	<b>Indices for the perception on the concept of fee free primary education</b>	<b>SD 1</b>	<b>D 2</b>	<b>N 3</b>	<b>A 4</b>	<b>SA 5</b>
i.	The implementation of fee free is surely understood by parents					
ii.	The implementation of fee free primary education is clear to the pupils					
iii.	The implementation of fee free primary education is surely understood by teachers					
iv.	The implementation of fee free primary education has offered the help to parents					
v.	The implementation of fee free primary education has helped pupils to study comfortably					
vi.	The implementation of fee free primary education is surely understood by politicians and other stakeholders					
vii.	The implementation of fee free primary education is surely understood by development partners					
viii.	The implementation of fee free primary education has exempted parents from any contributing for school development					
ix.	The implementation of fee free primary education has insisted parents to care livelihood of their children					
x.	The implementation of fee free primary education surely defined responsibilities of all stakeholders					

## SECTION C: THE STATUS OF TEACHING AND LEARNING

### ENVIRONMENTS

For each of the following statements, please indicate (by ticking) the extent to which you agree them, using the following Key: 1=Strongly Disagree (SD), 2=Disagree (D), 3=No option (N), 4=Agree (A), 5=Strongly Agree (SA).

No	Indices for the status of teaching and learning environments	SD 1	D 2	N 3	A 4	SA 5
i.	Pupils have the basic learning materials (Book, Pen/pencil and ruler.					
ii.	Pupils' desks are in good condition to facilitate learning					
iii.	Classrooms are in good condition to facilitate teaching and learning process					
iv.	Head teacher's offices are in good condition to facilitate teaching and					
v.	Teachers' offices are in good condition to facilitate teaching and learning process					
vi.	Water tanks are in good condition to facilitate teaching and learning process					
vii.	Toilets are in good condition to facilitate teaching and learning process					
viii.	Students' lunch is provided to facilitate teaching and learning process					
ix.	Playing fields are available to facilitate teaching and learning process					
x.	Teachers' houses are in good condition to facilitate teaching and learning process					

## SECTION D: CONSEQUENCES OF FEE FREE PRIMARY

For each of the following statements, please indicate (by ticking) the extent to which you agree them, using the following Key: 1=Strongly Disagree (SD), 2=Disagree (D), 3=No option (N), 4=Agree (A), 5=Strongly Agree (SA).

No.	Teachers' performance indices	SD 1	D 2	N 3	A 4	SA 5
i.	Delay disbursement of Capitation Grant					
ii.	High number of pupils					
iii.	Insufficient teaching and learning materials					
iv.	Scarcity of infrastructure					
v.	Poor participation of parents					
vi.	Insufficient Capitation Grant					
vii.	Overcrowded classroom					
viii.	Burdensome workload for teachers					
ix.	Shortage of teachers					
x.	Parents' misinterpretations over fee-free primary Education					

What are your recommendations on how to improve the implementation of fee free primary education in Bukoba Municipality Council?

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## **Appendix E: Interview Guide for Municipal Education Officer and Quality Education Assurance Officer**

### **REF: REQUEST TO PARTICIPATE IN MY RESEARCH STUDY**

Dear Sir/Madam

I am a student of Masters of Educational Administration, Planning and Policy Studies M.Ed. (APPS) at the Open University of Tanzania. I am carrying out a study on the **“Challenges faced by primary schools in the implementation of fee free primary education on teaching and learning environments in Bukoba Municipality Council in Kagera Region.** You have been chosen to participate in this study and your contribution will be taken with high regard. Your assistance in answering all questions in the questionnaire will generate vital information for the study. Your personality will be kept with much confidentiality. Your freedom to accept to participate in this study is highly respected.

Thank you very much for accepting to cooperate with me, accomplishing my academic dreams.

Yours Faithfully

Anatory Alistidia Kokuhumbya

1. How long have you been in this position in this Council?

Less than two years (    ) 2-5 yrs (    ) 6-10 yrs (    )

11-15 years (    ) Over 15 years (    )

2. Do you think the concept of fee free primary education is surely understood by our stakeholders?

Yes (    ) explain briefly?

.....  
 .....  
 .....  
 .....

No (    )        explain briefly?

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3. What is the status teaching and learning environment because of the introduction of fee free primary education strategy in Bukoba Municipality?

Explain briefly?

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4. Are there any problems in the implementation of fee free primary education policy in Bukoba Municipality?

Yes (    )        explain briefly?

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No (    )        explain briefly?

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5. What do you think should be done to improve the implementation of fee free primary education for in Bukoba Municipality Council?

Explain briefly?

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## Appendix A Letter of Introduction

**THE OPEN UNIVERSITY OF TANZANIA**  
**DIRECTORATE OF RESEARCH, PUBLICATIONS, AND POSTGRADUATE STUDIES**

Kawawa Road, Kinondoni Municipality,  
 P.O. Box 23409  
 Dar es Salaam, Tanzania  
<http://www.out.ac.tz>



Tel: 255-22-2666752/2668445  
 Ext.2101  
 Fax: 255-22-2668799,  
 E-mail: drps@out.ac.tz

Date: September 27<sup>th</sup>, 2017.

Municipal Director,  
 Bukoba Municipal Counsel,  
 P.O.Box 284,  
 Bukoba.

### RE: RESEARCH CLEARANCE

The Open University of Tanzania was established by an act of Parliament No. 17 of 1992, which became operational on the 1<sup>st</sup> 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 1<sup>st</sup> January 2007. In line with the later, the Open University 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 Anatory Alistidia Kokuhumbya Reg. PG201610646 pursuing Master of Education in Administration, Planning and Policy Studies (M.E.D.APPS). We hereby grant this clearance to conduct a research titled "*The Challenges of Implementation of Free Education on Learning Environment in Bukoba Municipality*". He will collect his data at Bukoba Municipality in Kagera region from 14<sup>th</sup> October to 15<sup>th</sup> December 2017.

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.

Yours sincerely,

  
 Prof Hossea Rwegoshora  
**For: VICE CHANCELLOR**  
**THE OPEN UNIVERSITY OF TANZANIA**

# BUKOB MUNICIPAL COUNCIL

(All Correspondence should be directed to Municipal Director)

Tel : 028-2220226, 028-22202231

Fax: 028-2220226

Email: md@bukobamc.go.tz

Website: www.bukobamc.go.tz



P.O.BOX 284,  
BUKOB,  
TANZANIA.

Ref. No. BMC/E.10/19/VOL.XXIII/74

5<sup>th</sup> May, 2020

## TO WHOM IT MAY CONCERN

### **RE: RESEARCH PERMIT FOR Ms. ALISTIDIA K. ANATORY**

The heading above refers.

The above mentioned is a student from **the Open University of Tanzania** pursuing Masters of Education in Administration, Planning and Policy studies. She has been granted the permit for conducting his research in Bukoba Municipality on the topic titled **"The challenges of implementation of Free Education on Learning Environment in Bukoba Municipality"**.

This permit is valid until **30<sup>th</sup> August, 2020**.

Please accord him any necessary assistance he may need from you.

Yours faithfully,

  
Erick N. Bazompura

**For: MUNICIPAL DIRECTOR  
BUKOB**

**CC:** Head of Department,  
Primary and Secondary Education,  
**Bukoba Municipal Council.-For Coordination**