

**EFFECTS OF DEVOLUTION OF THE ADMINISTRATION AND
MANAGEMENT OF PUBLIC COMMUNITY BUILT SECONDARY
SCHOOLS AND STUDENT PERFORMANCE IN TANZANIA: THE CASE
OF ILALA MUNICIPALITY**

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CERTIFICATION

The undersigned certifies that, he has read and hereby recommends for acceptance by Open University of Tanzania a dissertation titled: *“Effects of Devolution of the Administration and Management of Public Community Built Secondary Schools and students performance in Tanzania: A case study of Ilala Municipality”* in partial fulfilment of the requirements for the Degree of Masters of Education Administration, Planning and Policy Studies of the Open University of Tanzania.

.....
Dr. E. B. Temu

.....
Date

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DECLARATION

I, **Rehema Tunzo**, declare that this dissertation is my own original work and that it has not been presented and will not be presented to any other university for a similar or any other degree award.

.....

Signature

.....

Date

DEDICATION

This dissertation is dedicated to my husband Dr. Eliamin Kasembe and our lovely daughters Mageni and Maua.

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ABSTRACT

The study aimed at investigating how the implementation of the devolution of the administration and management of community built public secondary schools to Local Government and communities has been functioning and with what effects, challenges and what school performance. The study adopted case study design from Ilala district in Dar-es-Salaam Tanzania. The research area of this study was purposively selected and random sampling procedures were used to get the respondents of this study. A total of 137 respondents constituted the sample. Interviews and questionnaires were validated and used for data collection. Quantitative data were processed and presented in tables and percentages. Qualitative data were subjected to content analysis and reported in terms of themes, categories and direct quotations. The findings reveal that there are some positive effects of the devolution of the administration and management of community built Public secondary schools which include improving student enrolment, improved academic performance for some Schools, increased proportional age group to complete secondary school, improving efficiency of service delivery monitoring and evaluation, increased sense of ownership and participation, increased level of involvement of local communities. Negative effects include inadequacy of resources, poor school infrastructure, poor stakeholders' involvement; poor performance in the majority of the community built and managed secondary schools. The devolved responsibilities face inadequate human and financial resources. These need to be improved. The study recommends adequate allocation of resources, empowerment of knowledge and skills regarding secondary school management and administration for capacity building.

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LIST OF ABBREVIATIONS AND ACRONYMS

BEMP	Basic Education Master Plan
CSEE	Certificate of Secondary Education Examinations
EMIS	Education Management Information System
ESDP	Educational Sector Development Programme
IMC	Ilala Municipal Council
LGA	Local Government Authorities
MOEVT	Ministry of Education and Vocational Training
MOFEA	Ministry of Finance and Economic Affairs
NECTA	National Examination Council of Tanzania
NGOS	Non-Government Organisations
PEDP	Primary Education Development Programme
PMO-RALG	Prime Minister's Office-Regional Administration and Local Government
SEDP	Secondary Education Development Programme
SPSS	Statistical Package for the Social Sciences.
SSA	Sub- Saharan Africa
TASAF	Tanzania Social Development Fund
TEA	Tanzania Education Authority

CHAPTER ONE

1.0 INTRODUCTION AND BACKGROUND

1.1 Introduction

The administration and management of the education system in Tanzania has changed over time from centralized to decentralized structures. Under centralization, all matters pertaining to education issues were under the Ministry responsible for education, where the heads of schools were to solve the problems of their schools in direct consultation with the ministry concerned. From 2002 the decentralized system Headmasters/Mistresses became accountable to directors of the respective district or municipalities. In the process, administrative and management authority was transferred from Central Government i.e. Ministry in charge of Education to the District Administration and Local Government Authorities (LGA's) i.e. Municipalities and Town Councils.

The Government of the United Republic of Tanzania has made changes in educational leadership organization by reducing the authority in decision making from the Central Government and empowering the decision making organs closer to the local communities and schools, hence as decentralization by devolution. For instance, some of the services provided by the Ministry in charge of Education are relocated to be provided at Local Government Authorities, Community and School level. The move not only empowered Local Governments to take decision on all educational resources available at a particular locality and transferred responsibility for planning, implementation and accountability to these Governments in consultation with local civil and private organizations.

The Education Sector Reforms in Tanzania began in 1995 under the umbrella of the Ministry of Education and Culture (MOEC). The overall objectives of the reforms were to ensure growing and equitable access to quality education through expansion, efficiency gains accompanied by supply and the use of resources which were made available. However, by the year 1997 the Tanzania Government developed a Basic Education Master Plan (BEMP) to guide development of basic education provision. A review of the implementation of Secondary Education Development Programme I (SEDP I) was also undertaken. In response to the Local Government reforms agenda, the action plan for transferring of responsibilities to Local Government, Community and School levels was prepared and legislated for implementation through the Local Government Reform Act 1998.

Since 2004, the Government embarked on the decentralization of the administration and management of all secondary schools from the Ministry of Education and Vocational Training (MOEVT) to regions through the Prime Minister's Office-Regional Administration and Local Governments (PMO-RALG), and The Ministry of Finance and Economic Affairs provides solicitation and mobilization of financial resources for implementation of the reforms at the various levels of governance.

1.2 Definition of Terms

1.2.1 Definition of Decentralization

According to Nyendu, (2012) decentralization is the transfer of authority and responsibility for public functions from the Central Government to lower levels in a political-administrative and territorial hierarchy. Decentralization covers a broad range of transfer of the “locus of the decision making” from Central Government to

Regional, Municipal or Local Government. Decentralization may be political or administrative but having different characteristics.

Decentralization by devolution has become popular in the education sector because many governments have experienced problems in providing centralized education services, including financial inefficiencies, inadequate management capacity, lack of transparent decision making and poor quality/access to educational services, (King and Cordiero-Guerra, 2005). The hope is that decentralization results in educational improvements.

However, Wiedman and Di Pietro-Jurand, (2012) state that while the promises surrounding early decentralization efforts were enticing i.e. better and more efficient education reflecting local priorities, the reality of implementation has been un-even in terms of benefits. They further observe that while it is known that decentralization does not necessarily lead to improved quality of education and learning outcomes for children, it remains an important tool for educational reform in developing and industrialized countries because it can do the following:

- (a) Accelerate economic development by modernizing institutions;
- (b) Increase management efficiency at central, regional and local levels;
- (c) Relocate financial responsibility from centre to the regions;
- (d) Promote democratization;
- (e) Increase local control;
- (f) Control and/or balance power centres, such as teachers' unions and political parties and;
- (g) Enhance quality of services.

1.2.2 Administrative Decentralization

Administrative decentralization seeks to redistribute authority, responsibilities and financial resources for providing public services among the different levels of Government (Boone, 2003). It is the transfer of responsibility for the planning, financing and management of certain public functions from the Central Government and its agencies to field units of Government agencies, subordinate units or levels of Government, semi-autonomous public authorities or corporations, or area-wide, regional or functional authorities.

According to Agrawal and Ribot, (1999) there are three types of administrative decentralization namely: deconcentration, devolution and delegation. Deconcentration is the re-organization of decision making within the ministry of education bureaucracy. In a deconcentrated system, the Central Government retains full responsibility but administration is handled by the Regional or District offices. Deconcentration of the educational system may be the first step taken by Governments in efforts to decentralize.

Chaney, (2012) describes devolution as the transfer of natural resource management to local individuals and institutions within and outside the Government. Devolution is the permanent transfer of decision-making responsibilities in education from the Central Government to lower levels of Government such as regions, districts and municipalities. Delegation on the other hand is described by Popescu, (2011) as the transfer of managerial responsibility for specified functions to other public organization outside the normal Central Government control whether Provincial/Regional, Local Government or Parastatal organization. Delegation is the

administrative or legal transfer of responsibilities to elected or appointed school governing bodies, such as school councils, school management committees and school governing boards.

Nyendu, (2012) on effectiveness of democratic decentralization in Ghana has shown that; in spite of the challenging policy goals and development targets, implementation effectiveness has been undermined by the lack of political commitment of the Central Government and frequent interference by the political leadership. In other studies done to investigate the effect of decentralization, Altunbas and Thornton, (2012) have observed that, in respect to the impact of fiscal decentralization, there is reduction in corruption in countries where there is effective political representation at grass-root levels.

In the review of education decentralization in the developing world, Wrinkler, (2005) observes that it moves decision making closer to the people and may give them greater say in schooling decisions as well as greater ability to hold service providers accountable, but whether it leads to improved education is debatable. In principle, schools are empowered to determine their own priorities and to develop their own school reforms to improve teaching and learning, but in practice, weak management capacity, insufficient funding, inadequately trained teachers and weak systems support make it difficult to realize the positive potential of decentralization (Wrinkler, 2005).

1.2.3 The Decentralization Matrix

Decentralization in Education options were best summarized by Gershberg and Wrinkler, (2003) in a decentralization matrix they used to evaluate educational

decentralization policy and practice in Africa. This is shown in Figure 1.1, which highlights the administrative, fiscal and political dimensions of education decentralization by type of decentralization.

Table 1.1: Educational Decentralization Matrix

Education/General	Administrative	Fiscal	Political
Deconcentration to Regional Government Offices and Regional MOE Offices	Move managerial decisions and managerial accountability to regional offices of central government and MOE.	Give regional managers greater authority to allocate and reallocate budgets.	Create regional, elected bodies to advise regional managers.
Devolution to regional or local governments	Education sector managers are appointed by elected officials at local or regional level.	Give sub-national governments power to allocate education spending and, in some cases, to determine spending levels (i.e., through raising revenues).	Elected regional or local officials of general purpose governments are ultimately accountable both to voters and to sources of finance for the delivery of schooling.
Delegation to schools and/or school councils	School principals and/or school councils empowered to make personnel, curriculum, and some spending decisions.	School principals and/or school councils receive government funding and can allocate spending and raise revenues locally.	School councils are elected or appointed, sometimes with power to name school principals.
Implicit delegation to community schools	School principals and/or community school councils make all decisions.	Self-financing with some government subsidies, especially in remote areas where public schools are not present.	School councils are often popularly elected.

Source: <http://www.worldbank.org> Accessed in December (2012)

1.3 Background

Over the years since independence in 1961, the administrative organisation for the education in Tanzania has been changing from a centralized and simple one to a decentralized and complex one. In 1992 the post of Commissioner of Education was introduced, as had been proposed by McKinsey *et al.* (1972). The role of the Commissioner was to: coordinate the Ministry and parastatal organizations which deal with education matters; provide professional leadership, supervision, implementation, advice on educational policy and academic matters; supervise educational evaluation planning and direct supervision and administration of radio education programmes.

The Commissioner had a lot of administrative responsibilities, including coordination of the academic, finance, audit, and the inspectorate functions at the Ministry. The delegation of authority was emphasized to give subordinate staff the opportunity to exercise control and feel responsible and accountable. The Ministries are headed by the Ministers, who are political functionaries appointed by the President of the United Republic of Tanzania. The civil servants in the Ministries are headed by Principal Secretaries. The role of a Principal Secretary is to oversee the day-to-day operations of a Ministry.

The Commissioner of Education in the Ministry of Education is responsible for the general management and administration of all government schools. The Ministry of Education and Vocational Training operate under six directorates, namely: Teacher Education, Primary Education, Secondary Education, Adult Education, Planning and Technical and Vocational Education. Each directorate is headed by a director, the

directorates are subdivided into divisions, headed by officers but are answerable to the Permanent Secretary through their respective directors MOEVT (2002 – 2010).

1.3.1 The Role of Regions and Districts in the Devolution Process in Tanzania

Regional and district levels have important roles to play in the coordination and the implementation of educational plans. Since reform is in fact multi-ministerial and complex there is a need to build capacity to support the decentralization process in shifting empowerment and participation from the Central Government to the regions, constituency and districts, then cascade to the wards, schools, teachers, learners and parents in the communities.

Before decentralization in 1992, the MOEVT was deeply involved in the administrative and routine matters of schools. On decentralization, the Ministry focused on policy development and strategic direction whilst administrative functions were devolved through the PMO-RALG whose responsibilities focus on coordination of the implementation of the decentralization programme through the LGA's, and financed/audited by the MOFEA.

As stated in the ESDP, the main purpose of the decentralization of the management, administration, and supervision of secondary schools was to increase efficiency and responsiveness in the operation of secondary education through Decentralisation by Devolution (D by D) of authority and responsibilities to lower levels of management which entails:

- (i) Decongesting activities in MOEVT Headquarters
- (ii) Increasing delegation of authority to regions, districts, councils, and schools

- (iii) Giving ownership mandates to Local Government Authorities;
- (iv) Ensuring close and prompt supervision of service delivery; and
- (v) Facilitate smooth and efficient management of resources

At the district/council levels, the School Board is accountable to the District Executive Council through the District Education Officer/ Ward Council.

1.3.2 Local Government Council

The major duties for Local Government Council (LGC) are as follows: Appointment, and maintenance of Local Government workers in their respective offices; Establishment of rules and policies which will enable the Local Government to manage their human resources; Development, construction and maintenance of the schools and supervision of the District Education officers (DEO's). The DEO's are responsible for delivering all information concerning secondary schools in the Local Government Council on behalf of District Director such as: delivering constructive information concerning school development; posting of new teachers to schools, allocation of funds to schools and monitoring of the implementation of school plans and statistics of the secondary schools in the district concerned.

1.3.3 Ward Development Committee (WDC)

The Ward Development Committee is responsible for activating and motivating community members to participate in ward development projects. Another duty of the WDC is to monitor development projects at Ward level. Monitoring of school construction and provide feedback to the district level authorities and identification of sites for building and construction of schools.

1.3.4 The School Board

The School Board is always selected by Regional Educational Officer (REO), who is also its member. The School Board in collaboration with Head master or headmistress of school is responsible for management and administration for the school. The School Boards were established after the enactment of the Education Act Number 25 of 1978 and its Amendments Number 10 of 1995. The main responsibility of School Board is to oversee the implementation of School development plan and school budget, to advise head master/mistress pertaining to academic and discipline for both students and teachers. The School Board is overall in charge of management of the schools.

1.3.5 The School Management Team

The School management team comprises the Headmaster or Headmistress, their assistants, senior academic master, and discipline master, school bursar and store keeper. They manage the day-to-day affairs of the school, prepare the school development plan and budget; supervise the proper implementation of education and maintenance support to Village Government in identifying qualifying students for Government scholarships; arrange all matters pertaining to academic affairs for teachers and students; deal with student disciplinary issues; coordination of sporting activities; recording and managing all transactions of school equipment; perform the activities of the headmaster/mistress when he/she is out of office.

1.3.6 The Headmaster

The major responsibilities of the headmaster (meaning either headmaster or headmistress) are to: coordinate, monitor and manage the school; prepare school

development plan and budget; management and handling of matters related to students, teachers and non-teaching staff members; monitoring of school projects such as construction and maintenance; management of infrastructure including school buildings and equipments; effective implementation of the curriculum, quality academic and maintenance of discipline performance.

Apart from that, they are responsible for monitoring financial matters, harmonizing conflict issues and delivering directives, which ensure that the information concerned with school development are conveyed to district level authorities and officers. They also ensure establishment of good relationships between teachers, students, parents and the community surrounding the school, and that school timetable and calendar is closely adhered to.

1.4 Observations

The implementation of decentralization of the administration and management of schools in Tanzania in 2004 resulted in improvement in enrolment in secondary schools MOEVT, (2010) Basic Education Statistics indicate an increase in an enrolment of 332,599 students during the year 2004 to 1,638,699 year 2010.

However, over the same period, there has been a gradual drop in the quality of O-level results. As a consequence, there have been criticisms levelled at the administration and management of schools by the general public, who have attributed the fall in the quality of education in secondary schools on poor leadership and the decentralization of the educational sector MOEVT, (2010). The plan was to increase the pass rate in the Certificate for Secondary Education Examinations

(CSEE) of Division I to III from 36% in 2004 to 70% in 2009. However, the pass rate is still under 40%: Secondary Education Development Plan (SEDP).

1.5 Statement of the Problem

In their observations as stated in the SEDP II final draft of June 2010, the MOEVT realized the need to improve schools performance in the country. Various projects like SEDP I and II were launched between 2004 and 2010. This programme was followed by devolution of public secondary schools administration and management. The outcome of the above step did not produce satisfactory achievement as was expected. What is the problem leading to such outcome?

These studies intend to find out effects of devolution of administration and management of public community secondary schools in Tanzania and how to improve schools performances. The problem of this study is the poor performance from public secondary schools in Tanzania. For the passed decade ago about eighty percent (80%) of Secondary Students scored division four and zero. This situation seems to increase with time from year 2000. The trend explains above requires strategic all intervention to improve it.

One innovative solution may be is to devolve centralized leadership style, such as involvement of district/municipality administration. This qualitative case study will help to explore effect of devolution of administration and management of community public secondary schools from central government to local management. The data to be gathered in this study may provide information on how to address or mitigate factors that contribute to the current brain drain.

1.6 Research Objectives

The overall objective of the study was to investigate the effects of the devolution of the administration and management of community built public secondary schools in Ilala Municipality. The study seeks to investigate the way devolution of administration and management of community built public secondary schools are effected and what the results are.

More specifically the objectives of the study are to:

- (i) Investigate the legal provisions for the devolution of the decision-making, administration and management of education at all levels of the hierarchy of secondary education;
- (ii) Investigate the allocation of human, financial and learning material resources to the community secondary schools are like;
- (iii) Find out the effects on the devolution of administration and management of Ilala municipality community built and managed secondary schools on the quality of the Student performance and the reasons for the portrayed the level of their performance;
- (iv) Identify the challenges experienced during the devolution of the administration and management of community built and managed secondary schools and how improvement can be realized.

1.7 Research Questions

- (i) What are the legal provisions that facilitate the devolution processes at all levels of the administrative structure of secondary education pertaining to the

administration and management of community built and managed secondary schools in Ilala Municipality?

- (ii) What quantity and quality of human, financial and material resources were allocated to the community built and managed secondary schools in Ilala Municipality?
- (iii) What have been the effects of devolution on the community built and managed secondary schools on the quality of the Students performance in Ilala Municipality during the devolution period?
- (iv) What challenges have been experienced during the implementation of the devolution of the administration and management of community built and managed secondary schools in Ilala Municipality? Why such challenge and how can improvement be realized?

1.8 Significance of the Study

The study can provide information on how the devolution worked and what has not worked during its implementation in one designated Municipality in Dar es Salaam region, and therefore be a model for improvement. The study's results will provide information on why schools performed the way they did during the implementation of devolution of administration and management of community built and managed public secondary schools. The designated Municipality, and why, thus identifying the factors responsible for the level of performance. The study results are likely to contribute to the body of knowledge in the field of decentralization by devolution and also to reveal areas for further research.

1.9 Organization of the Study

The findings of the report are presented in the following outlay:

Chapter 1: Is the Introduction and Background to the study: covering the change from a centralized system of education to a decentralized administration and management of schools, and methodology of the study. The objectives, scope and significance of the study is discussed. Chapter 2 presents Literature review of relevant studies with the aim of establishing and identifying available knowledge on decentralization of educational administration and management from developed and developing countries context and lastly in Tanzania, identifying research gaps, which this study seeks to bridge.

Chapter 3 is the research methodology; research design and techniques used, detailed information about population of the study, sampling procedures, the development of and data collection instruments and methods. Chapter 4 comprises data analysis and presentation of the findings and the discussion of research findings in relation to other studies. Chapter 5 comprises drawing of summaries, conclusions and recommendations for policy as well as for further research.

CHAPTER TWO

2.0 LITERATURE REVIEW

2.1 Introduction

The purpose of the literature review is to: examine documentation available on decentralization of educational administration and management by devolution to have an in-depth understanding of what is already done and an insight of what is yet done so that this study bridges the gap. The findings not from developed and developing countries; will provide an idea of the factors operating on the devolution of educational administration and management in schools and to identify research gaps which this study intended to bridge.

2.2 General Observations

According to Agrawal and Ribot, (1999), decentralization of governance has become influential in planning as it refers to the transfer of authority or powers to local decision-making bodies, including NGOs and civil societies. Lane, (2003) supports the view that, in both environmental and international development planning, the decentralization of resources and responsibilities in terms of decision-making powers to subordinate levels of Government and NGOs has become a common feature of policy development and implementation.

According to Campbell, (1983) and Hall, (1977), the administrative structure of an education system serves to facilitate the teaching and learning processes. Formal administrative structures are therefore set up to direct performance in the education system. With properly demarcated levels of responsibilities, clear job description and

a well understood reporting system, decentralization is a powerful tool for effective administration.

2.3 Global Trends in Educational Decentralization

2.3.1 Introduction

Decentralization has been a key feature of recent educational reforms in many countries. Governments opting for this option typically implement a system of block grants (conditional grants) for social or educational spending to local authorities. Grassroot institutions, Local Government are then responsible for supplementing these grants with local resources through tax revenues or private sources and for deciding how to spend funds to meet local needs, (Anonymous, 1995). In principle, decentralization is intended to make the educational system more flexible and responsive to actual needs by giving local authorities, schools, educators and parents more say in educational decision-making.

Most Organization for Economic Co-operation and Development (OECD) countries have decentralized much decision-making either to the school level or to a combination of the school and local authority levels namely Belgium, Denmark, Finland, Germany, Ireland, New Zealand, Norway, Sweden, United Kingdom, and United States. School-based decisions typically concern the organization of instruction school choice, instruction time, textbooks, teaching methods and assessment of regular pupil work and/or planning and structures opening/closing schools, program and curriculum choice and examinations/credentials (Greville-Eyres, 2004).

Although it is still early to assess the impact of the changes under way in the middle income countries of Central, Eastern and Southern Europe, the shift in ideas governing the management and financing of their educational systems has been significant Greville-Eyres, (2004). In some cases, this has led to greater decision-making on recruitment and salary levels at school level. However, (Rado, 2010) observes that more recently, decentralization of education has been given a more prominent and stable position in the policy agenda across Central, Eastern and Southern Europe.

In others, decentralization has been taken much further. For example, the Russian Federation's July 1992 Education Act leaves local education authorities completely free to decide on teaching methods, curricula and textbooks, provided that graduation examinations meet minimum Government standards. Private, municipal and cooperative educational institutions are now allowed to operate alongside the state system. School funding has been reorganized on the basis of an index-linked government grant per student (norms and standards) including private schools to be supplemented by appropriations from local authorities, fee-charging and tax-deductible grants from enterprises (primarily the private sector).

During the 21st century, education and healthcare in Russia became even more heavily decentralized. However, expenditure by Local Governments is tightly regulated by laws enacted by the Central Government, limiting independence on expenditure, (Andreeva and Golovanova, 2003). According to Anonymous, (1995), decentralization often implies a degree of privatization. A distinction must therefore

be drawn between countries that decentralize their educational systems for increased flexibility in education itself and those where decentralization is primarily a means of reducing the central government's administrative and, especially, financial responsibility for educational expansion and quality. Indeed, in many developing countries decentralization has simply meant fewer funds for education in poorer regions, hence a widening gap in quality between the rich and the poor. What follows, are highlights concerning decentralization in some OECD countries, Latin America and Africa.

2.3.2 Decentralization in Developed Countries

According to Anonymous, (1995), a number of European countries decentralized their educational systems in the 1980s and early 1990s. In almost every case including the United Kingdom and, later, Sweden with conservative Governments in power these reforms led to increased educator participation in decision-making at the local Government and school levels. In addition, educators' financial and working conditions generally improved as a result of the increasing importance attached to education in preparing the labour force for the new information economy. Funding for primary and secondary education was increased, although most Governments attempted to implement cost recovery at university level. An important factor in shaping educational reforms in this group of countries was the presence of strong educators' unions and long-standing traditions of participation in decision-making through collective bargaining and national arbitration structures.

In Sweden, beginning in the early 1990s, the municipalities received a general Government grant covering all fields of municipal activity, including health services,

day care and primary and secondary schooling. The decision was accompanied by decentralization of authority to hire, dismiss, pay and supervise educators and other school staff. Although the central Government still controls the goals and guidelines of all educational activities, these are much less detailed and strict than they used to be, (Anonymous, 1995). In the decentralized school setting of Sweden, pupils' equal access to a high standard of compulsory education was intended to be assured by, on the one hand, centrally formulated curricula and a stipulated minimum number of teaching hours for each subject, and, on the other hand, an ambitious equalizing grant programme constructed to compensate local Governments with unfavorable structural conditions (Ahlin and Mork, 2007).

The major challenge was to accomplish this without unduly compromising the efficiency and accountability of public service provision. Cross-country comparisons undertaken after the implementation of these reforms rank Sweden as having one of the most decentralized schooling sectors in the OECD. France has traditionally been regarded as having one of the most centralized education systems in the world and as such, the 1983 decentralization reform greatly increased the decision-making powers of municipalities over pre-primary and primary schools and those of departments and regions over secondary schools, (Kuhlman, 2011). Central Government funding for these schools increased by 2.5% annually in real terms over the 1980s and educators have assumed a much more active role in developing school working plans together with other educational staff and outside partners.

Furthermore, educators' unions were also successful in influencing the course of educational reforms in the 1980s in matters such as teacher training and equalization

of conditions between primary and secondary school educators, though the unions' strength has declined somewhat since the early 1990s. In a detailed scientific examination of these reforms in France, Kuhlman, (2011) notes that the process of decentralization and "inter-Municipal cooperation" has had a significant part to play in the transformation of the traditionally weak functional role of the French Local Government system to an increasingly multi-purpose and solid model, in which particularly the departments and cities as well as the inter-Municipal cooperation bodies enjoy increased administrative strength, resources, and functional responsibilities. With regard to output changes, Kuhlman, (2011) observes that Local Government expenditures, which can be used as a relevant indicator of the quantity of local governments' service production, increased enormously during the last two decades. In contrast to Sweden's decentralization of authority over the employment and status of educators, however, France has maintained central control over these functions.

In January, 2000 Spain completed its 20-year the transfer of educational decision-making authority to all 17 of its autonomous communities (regional governments) as the functions carried out by the Central Government were transferred to the regions, the funds to carry out the activities were also transferred in the form of unrestricted block grants. Additional sources of income for education included service fees, property taxes, the Inter-territorial Compensation Fund (FCI), and direct borrowing.

The decentralized autonomous communities established their own public expenditure budget priorities, (Hanson, 2000). As a result, some regions fund education at a much higher level than others. No doubt there were numerous contributing factors to

the shifts of educational expenditures in both the centralized and decentralized regions e.g., student population growth, regional economic development. But the likelihood is that the ability to set public expenditure priorities in the decentralized regions accounted for a significant measure of the educational spending fluctuations in those regions.

In several states of Australia, a centralized decision-making structure at state level began to give way to a combination of regional, local and school-based decision-making in the 1980s. Objectives included reducing Government expenditure on education, the introduction of market-like incentives in schools and greater authority for school principals (Anonymous, 1995). Currently in Australia, the constitutional responsibility for education lies with the states. As such, each of the six Australian states and territories has a Government department to create policy and to administer its schools, (Caldwell and Harris, 2006). Besides this, there's a range of statutory bodies which report to the Ministry of Education on specific aspects of education: The State Curriculum and Assessment Authority is responsible for development of a curriculum framework for each state as well as assessment and monitoring of each student in the state; lower case the Registered Schools Board, which determines the criteria for registration, and then assesses proposed Government and non-government schools for registration to enable the students to qualify for federal or state funding. The Board also monitors schools to ensure compliance with registration requirements.

In the United States of America educational systems there comprise three types of authorities: Federal or National, State, and Local Educational Authorities. The

Federal Government has no direct authority on pre-university education; its role is limited by the American Constitution. The decision-making and control center is the state and/or local authority. Such decentralization has also meant enormous variation from state to state (even from one school district to another) in the role that educators have played in educational reform, (Marsh, 1997). As such, for over two decades, the U.S. has had more troubled experience in establishing common standards than comparable school systems in other cultures.

According to Marsh, (1997) the National Centre for Education and Economy (NCEE) had to work through the National Alliance for Restructuring Education (NARE) to create standards-based systems that support high student performance. The effort to create high performance management organizations that link state standards-based systems and local schools led to a set of important lessons about school reform:

- (i) Design systematic reform at various organizational levels;
- (ii) District level reform without state systematic support and alignment was very tough;
- (iii) School leaders reported positive impact of clear and common standards on the school-change process and commitment of school leadership to the process;
- (iv) Decentralization of authority enhanced the impact of common standards on classroom practice; and
- (v) Standards-driven reform created a new form of school leadership and change process.

2.3.3 Decentralization in Developing Countries

This Latin American region was previously characterized by highly centralized educational systems except in federal states such as Brazil. Decentralization of some management decisions has gradually been introduced, either to regional and local levels such as Uruguay or to school level such as Peru. However, in most of the countries that decentralized their systems of education in the late 1970s and 1980s Argentina, Chile and Colombia, beginning in 1989, these reforms largely failed to achieve their stated objectives.

In retrospect, decentralization appears to have been carried out as part of a budget cutting exercise, without adequate attention to the necessary accompanying or “enabling” measures for example supervision, educator selection and participation in decision-making. Moreover, Local Government resources proved to be insufficient to offset the cut in central government funding, although decentralization per se does not seem to have been the cause of the sharp drop in educators’ salaries that occurred at the same time, (Anonymous, 1995).

Historically, the decentralization of education in Latin America was implemented in three general forms: nuclearization, regionalization and municipalisation. The *nuclearization* in the delivery of education involved locating superior facilities in a central site, surrounded by satellite schools that received services from the central school. However, nuclearization proved ineffective in the context of the above aspirations, as power tended to remain centralized around one or a few high quality institutions, while general participation, faced with this high degree of centralism, was never truly able to coalesce. The process of *regionalization* involved

the transfer of decision-making power from a centralized area such as a national capital to regional centres in the hope that education practices would be developed around regional needs. In many instances, this method of decentralization merely shifted power to a centralized regional authority, which remained highly bureaucratic and tied to the Central Government. Later on, the process of *municipalization* was tried and resulted in the transfer of decision-making on education to the municipal level of Government. This process proved to be relatively successful in bringing decision-making power over educational issues to local communities.

However, as later revealed, the process of municipalization was not as successful as was originally envisaged, (Hillgatner and Hall, 1994). A document published by the Chilean Ministry of Education in 1994 argued that the “municipalization” of education begun in 1980 had not produced higher quality or greater equity and had failed to allow for the participation of either the community or educators in educational decision-making. This was attributed to the “exclusionary / elitist” and arbitrary nature of the decentralization process.

Moreover, it had resulted in wasteful and inefficient resource allocation by the municipalities while depriving the Central Government of the capability to correct disparities and distortions in the educational system. The democratically elected Government (Chilean) in power since 1990 endeavored to strengthen the participation of educators and local communities by democratizing municipal elections, redefining public and private responsibilities for management and funding, putting an end to the hiring of uncertified educators and restoring the right of educators to bargain collectively and to strike. However, decentralization itself is not

being called into question. The municipal councils remained the ultimate arbiter of educational policy in local schools.

In Argentina also, decentralization was strengthened, not abandoned, despite the poor performance of the educational system in recent years. Following the decentralization of primary education in the early 1980s, a second round of decentralization in the early 1990s transferred secondary education to the jurisdiction of the provinces. The poor performance of Argentinean schools, marked by low completion rates of primary and secondary education, especially in the poorer provinces outside Buenos Aires, was attributed in part to the large numbers of part-time educators and the employment of many educators working shorter hours for low pay. The Government also identified weak and non-focused teacher training as another major factor, (Greville-Eyres, 2004).

Reviewing the situation in Latin America at the end of 1994, after a decade and a half of reform, Sebastian Edwards, the World Bank's chief economist for the Latin America and Caribbean Region, described the average quality of primary education in Latin America as "dismal" stressing the need for "second-generation" reforms. According to a 1992 study on mathematics and science education, the test performance of 13-year-olds from Argentina, Colombia, Costa Rica, the Dominican Republic and Venezuela was in most cases significantly below that of Asian countries such as Thailand. Only Mozambican students recorded lower test scores than Brazilian students. Edwards argues that the limited coverage of Latin American education systems, their lack of emphasis on science and technology, and their generally low quality stand in the way of improved productivity. Improving the

quality of education will require strengthening management, reallocating education resources, an increase in funding and making educators accountable especially to parents. In many cases it will also mean decentralizing education, giving a greater role to the private sector. Educators should be trained using modern techniques, their skills periodically renewed and their salaries set according to performance. In more recent times, Latin America has realized some real successes in educational decentralization, with some Governments proceeding to decentralization by devolution (Wiedman and Di Pietro-Jurand, 2012).

In Argentina, responsibility for financing and providing basic education was transferred from the Central to the Provincial Governments. The Central Government role changed from oversight and control to support for education reform efforts. In Mexico, the Central Government sets national norms and standards, establishes the national curriculum and approves regional curricula. States are responsible for labour relations, school management and implementation of national reform efforts.

In Chile, the responsibility for providing and partly financing education was transferred from the Central Government to municipal Governments with the Central Government retaining responsibility for assessing student performance. The Nicaraguan Autonomous School Programme is unique in the degree of control given to parents in allocating school resources. Much of schools' discretionary spending is raised through school charges and school-based commercial activities. In El Salvador, schools are managed by communities who are responsible for hiring and firing teachers, maintaining infrastructure and raising additional funds.

In Peru, the USAID-funded Innovations in Decentralization and Active Schools (AprenDes) project enhanced policy and institutional frameworks by strengthening decentralized management of primary education. It also worked to improve learning, promote participation and foster democratic behaviour in multi-grade schools. At the national level, working with the Ministry of Education, the National Education Council, the office of the Presidency of the Council of Ministers, the National Assembly of Regional Governments, and other civil society organizations, AprenDes helped draft the National Education Plan and a new law that outlined responsibilities under decentralization.

At the regional level, AprenDes worked to convert educational policy to practice by assisting in the development of medium-term education plans and the design of Public Investment Projects focused on delivering higher quality education. Decentralization in Asia has taken various forms, including devolving fiscal responsibility and management to lower levels of Government, making public schools autonomous, requiring the participation of communities in operating schools, expanding community financing, allowing families to choose their schools, and stimulating private provision of education, (King and Cordiero-Guerra, 2005).

The impetus for decentralization in Asia has often been political or financial rather than educational, yet supporters of decentralization would argue that it can address difficult problems confronting education systems, especially those relating to performance and accountability. Education systems are extremely demanding of the managerial, technical, and financial capacity of Governments, so the potential returns to making such systems more efficient and effective are great. The promise of

decentralization lies in giving more voice and power to local leaders and school personnel, who presumably know more about local educational problems than national officials, and who have an incentive to lobby for more resources and to innovate.

King, and Cordiero-Guerra, (2005) in evaluating educational reforms in Eastern Asia, observe that experiences in the five East Asian countries had begun to provide lessons for implementing decentralization—the factors affected their experiences, the sources of resistance or support they have encountered, and the risks and challenges that emerged. Actual practice often deviates from formal rules on decentralization, and it is important to understand why.

On the other hand, in their research and policy studies on Philippines, Bangladesh and Indonesia, the Asian Development Bank observed that all these developing member countries (DMCs) have adopted some elements of decentralization in their education systems. These include devolution of authority and responsibility for schools from central to local levels, increased local financing of schools, decentralization of school functions, and reform of the incentive structure of schools and their teachers, (Berman, Deolalikar and Soon, 2002).

However, it is not often clear that the measures adopted have led to improvements in education. There is not much evidence that decentralization has been successful in improving education in DMCs, in part because of inattention to the importance of collecting critical data for such evaluations (including baseline data with longitudinal follow-up for randomly selected treatment and control groups) and perhaps in part

because decentralization measures in most countries so far have been incomplete, with decentralization strategies adopted in parts and not as a whole. There is still no clear understanding of the economic and institutional conditions under which decentralization leads to more effective education.

Many other Asian countries are still in the process of shifting responsibilities or the provision of basic education from the Central Government to Sub-national Governments or to the schools themselves. The critical choice regards determining which decisions can be made at the central education ministry and which should occur closer to the point of service delivery (i.e. at the school or at the sub-national administrative levels). In addition, most Governments are encouraging community participation in school governance, and some are giving school managers greater autonomy. A contributing reason for this shift in responsibility is a growing body of evidence that suggests that decentralization and school autonomy may stimulate innovation and academic performance, (UNESCO, 2012).

In Africa decentralization was a common theme in the democratization of nation states and institution building efforts that accompanied structural adjustment in the 1980s and into the 1990s. In the education sector, however, decentralization programmes often failed to take account of the lack of personnel and financial management skills at the local level. This was compounded by the weakness of supervisory and planning capability which frustrated rationalization generally and was exacerbated by the effects of structural adjustment programmes and reduced public spending. As a result, the state of education in many African countries remains dire straits, (Anonymous, 1995).

In a World Bank Institute of research on decentralization in Africa, (Gershberg and Winkler, 2003) observe that contrary to many regions of the world, where decentralization policies have been almost exclusively designed and implemented from the top down, much education decentralization in Africa is by and large a grass roots phenomenon. Community schools have taken root in most countries of the region, and Governments are increasingly coming to view them as effective and cost-effective options for increasing access and quality. In their conclusion, based on country cases and documentary evidence they gathered on African educational decentralization, they summarize their findings with respect to several key international experiences on educational devolution in Figure 2.1.

Table 2.1: Assessing African Education Decentralization Experience

International Lessons Learned	African Experience [Graded 1-5, 1 best]	Comments
<i>Accountability</i> is critical for results.	[5] Weak formal accountability mechanisms	Informal accountability mechanisms work well in community schools.
<i>Assignment</i> of functions and responsibilities must be clear and not overlapping.	[5] Role of local Governments poorly defined and/or overlapping.	Significant divergence between legal statements of roles and reality.
Parental <i>participation</i> and empowerment are essential to good governance.	[2] Parental participation in school councils often encouraged.	Tradition of community schools contributes to parental involvement.
Well-trained <i>principals</i> are crucial for well-managed schools.	[4] Role and capacity of principals not well-developed.	Very little evidence of serious attention to the issue.
Design of <i>financial transfers</i> determines equity and efficiency.	[3] Very mixed experience—some good, some bad.	Increasing use of capitation grants by sub-national governments and/or schools.
<i>Ministries of education</i> must be restructured to support the decentralization process.	[4] Few examples of restructuring to provide information, technical assistance, etc.	Failure to restructure and reorient ministries is causing them to fight to retain their traditional role.

Source: Gershberg and Winkler, (2003: 61)

On completion of the study, Gershberg and Winkler, (2003) recommend the following steps in education decentralization in Africa:

- (i) Build on what already exists;
- (ii) Provide financial and other stimuli to increase the size and number of community schools;
- (iii) Provide monitoring and technical assistance to help resolve local problems before they become crises; and
- (iv) Foster the communication and exchange of successful experiences in order to shorten the feedback loop to better community school

In undertaking the UNESCO study on educational decentralization in South Africa, (Naidoo, 2005) observes that in respect to implementation of educational governance reforms in countries in Africa South of the Sahara, the dichotomy between policy formulation and policy implementation is artificial. It is therefore imperative that on implementation of decentralization, account is taken of the following interacting influences of governance in practice:

- (i) Connections between governance structures, the school, the administrative structures and political systems including policy signals such as legislation, as well as the theories and actions of officials throughout the system;
- (ii) Changing institutional and community contexts with their attendant norms and social relations, which affect the school in multiple ways; and
- (iii) Individual local stakeholders with their own particular theories or conceptualization of governance.

Education decentralization in Ethiopia is a good example of politically driven decentralization and took place as part of a wider Government decentralization effort. After the end of the civil war, decentralization of education served to give voice and power to the country's largest ethnic groups which prevented further discord. Since ethnic groups were located by regions, decentralization to the regional level of Government was a natural fit for reform. Other examples of politically driven education decentralization may be found in the Philippines, Spain, and Sudan (Weidman and Di Pietro-Jurand, 2012).

2.4 Decentralization in Tanzania

In Tanzania administrative structure does not necessarily facilitate achievement of goals in a system which is characterized by bureaucracy and political correctness. For instance some researchers and educationists like (Omari and Mosha, 1987), and Ishumi, (1988) have noted that the standard of education in Tanzania is falling at alarming rate due to inefficiency in the administrative structure. Pffifner, (1960) emphasizes the need for delegating responsibility to different people and different sections in a system by suggesting the educational administration to be subdivided in top Central, Regional and Institutional levels with functions which differ in each level respectively but remain closely interrelated and directed by overall with the same objective. The function of the central administration in this scenario is formulating policies, setting national objectives, norms and standards, preparation of global plans drafting legislation and overall control and supervision.

Robbins, (1976) observes that delegation of power to subordinates increases the performance and fulfillment of duties, accountability and responsibilities. Although

at the time there was no decentralization at secondary schools level in Tanzania, it was observed that there was minimal delegation of authority in the Ministry of Education, (Temu, 1980). Whatever little that was delegated could not provide capacity building in effective decision making, when decisions touching on policy matters had to be made, the heads of the schools had to consult the ministry officers at the headquarters.

In Tanzania, most of the times, there are no protocols in administration and management. Subordinates tend to pass on to their superiors the type and nature of information that they believe is favorable for them to hear (Hyden, 1976), which begs to leave the question as to whom is responsible to whom. In this connection it is believed that the Commissioner of Education may receive a lot of impressive inspection reports while such reports may not necessarily reflect the real situation in schools. Malan, (1987) points out that in order to achieve the highest standard of excellence, in educational management system, Government partners, Central Government, Regional Administration and Local Authorities must work together to reach predetermined goals and objectives.

Gershberg and Winkler, (2003), in their study of educational devolution in Africa, state that Tanzania provides an example of a top-down decentralization reform in which the Central Government has retained most of the decision-making powers. The failure to decentralize further has been fostered by the lack of clarity concerning the role of local Governments at the outset and by the fact that the motivation for the decentralization was more political than educational. Nevertheless, in recent years, the Tanzanian reforms have begun to show some of the

promise of improved service delivery from locally driven and controlled governance. Galabawa, (2004) supports the view that; in order to have good programmes of education we need to make regular evaluations so that we can monitor continuity and reliability of the service delivery to the community. The regular evaluation process ensures timely corrective action in the event that targets are consistently not achieved.

Haggerty, (2006) asserts that since non-governmental (civil society) organizations (NGO's) are actively involved in educational service provision and community based projects, they should be more deeply involved in policy development, planning, budgeting, community sensitization, monitoring and evaluation of the decentralization of education in Tanzania. In their study of the planning process in the decentralization of Local Government systems, Massoi and Norman, (2009) did observe that there was total lack of involvement of local communities in the planning process and recommended the institution of community involvement in process as this would lead to an increased ownership of projects, accountability, sustainability, effectiveness and efficiency of the process.

The decentralization efforts in Tanzania are still categorized as deconcentration, (Weidman and Di Pietro-Jurand, 2012), with the argument that policy guidelines and implementation plans are still developed centrally by MEOVT and that funds are disbursed directly from the central treasury at MOFEA to regional offices who deposit funds into school bank accounts. School operations must comply with the MOEVT directives and expenditures must comply with MOFEA regulations.

In Tanzania 2002 to 2006 the objective of decentralization was to provide an opportunity for pupils and students in primary (PEDP) and secondary schools (SEDP) to have better access to education (SEDP I) by increase the proportion of the relevant age groups to complete primary and secondary education, improve the quality of learning and know-how of students (especially girl-child) coming out of these schools, and facilitate administration and management of schools in improving effectiveness in service delivery as well as allowing the local capacity building for provision of educational services that are more consistent with the local requirements.

According to Meshack, (2012) in a research titled, Effect of Devolution of Administration and Management of Public Secondary Schools to Local Communities in Urambo District revealed that apart from some improvements in efficiency, sense of ownership and increased participation, there are still some challenges facing schools including, poor school infrastructure, inadequate human and material resources.

There are several studies that were done by other researchers dealing with the 'effect of devolution of the administration and management of public community built Secondary schools in Tanzania; but studies focusing on the Ilala District are missing. Thus this study is connected here in Ilala Municipal council in order to verify whether the same effects that exist elsewhere do exist in Ilala Municipality or there are totally different effects particularly affecting Ilala Municipality.

There have been a number of valuable studies such as Agrawal and Ribot (1999), and King and Cordiero- Guerra, (2005), on the problem of management of schools

and decentralisation by devolution of schools administration. However, none of them provides a clear picture on the effects of devolution of the administration and management. In view of that, the gap is on how the interactions among school administration, infrastructure and resources modelled by educational policy impact school performance. This dissertation seeks to bridge the gap and to generate solution to the problem.

2.4.1 Conceptual Framework

The conceptual framework as a tool has been used in this study to guide inquiry and to explain the relationship among interlinked concepts and the possible connexion between variables Marschan-Piekkari, (2004).

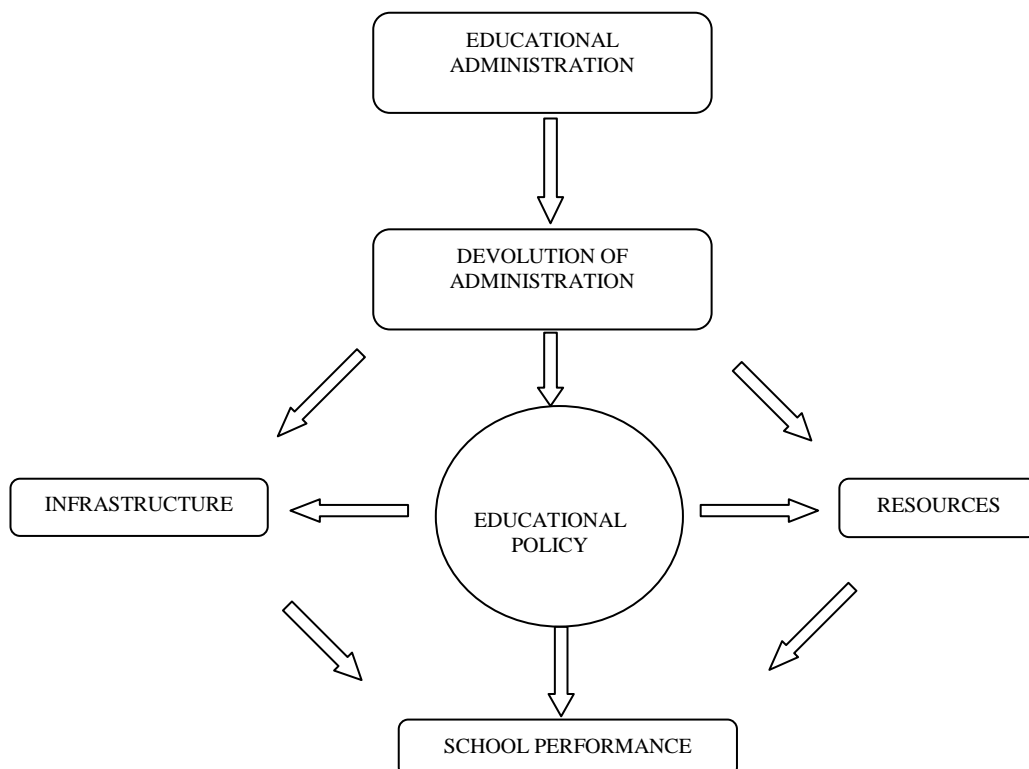


Figure 2.1: Conceptual Framework; Shows The Presumed Relationship Among Administration, Infrastructure, Resources and School Performances

Source: Adapted from Marschan-Piekkari (2004): Interlinked concepts between administration and resources.

As depicted in the Figure 2.1 this study suggests that interactions among administration, infrastructure and resources can effectively impact school performance. However, the way the variables interact depends on the educational policy put in place. The educational policy may as well model interactions between the administration and resources.

CHAPTER THREE

3.0 RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the research design, study area, the population and sampling, methodological approach used, the development of the research instruments, their validity and reliability, types of data collected, using various instruments, data treatment, analysis and interpretation, and report writing.

3.2 Research Design

Research design is a detailed outline of how an investigation is carried. It includes how data are collected, what instruments are employed, how the instruments are used and means used for analyzing data collected. In this study the research design used is a case study, because it gives a rich description of the subject of investigation in order to provide a better understanding of the phenomena (Bryman, 2004). The motives for adopting a case study are due to the following merits as outlined. First, it is a fairly exhaustive method, which enables the researcher to study thoroughly different aspects of the phenomenon.

Second, it is flexible in data collection methods and third, it saves both time and costs (*ibid*). Case studies are also used as a strategy of doing an empirical investigation of a particular phenomenon within its real context using multiple sources of evidences. The study was conducted in a case study in one of the Three Municipalities in Dar-es Salaam region. Both qualitative and quantitative research approaches were used complementarily for data collection.

3.3 Research Setting

The study was undertaken in the Ilala Municipal Council (IMC), because it is one of the oldest Municipalities located at the centre of Dar-es-Salaam city. It has many secondary schools and a lot of teachers, thus, it is likely to have a lot of challenges in administration and management. Ilala Municipality has 26 wards, 89 secondary schools out of which 7 are the establishment of the Central Government, 42 by the Community, and 40 by Private Entrepreneurs. The public community secondary schools are according to the decentralization policy, 'managed and administered by the Local Government.

3.4 Population of the Study

The population of the study is the total categories of subjects that are the focus of attention in a particular research project. A research population is a collection of individuals or objects/entities in a selected area. However, due to large sizes of the population, researchers often do not necessarily test every individual in the population because it is too expensive and time consuming, and therefore do select a representative sample. It is generally a large selection of individuals or objects/entities that are the focus of the research, and large enough to allow meaningful quantitative and qualitative analysis. Moreover, it is not necessarily the large sample which matters the appropriate and accurate collection of data; a good example is Pearget whose sample was one person but it influenced the whole world because of its nature.

In this study the representative sample from the population are 137 people. 9 secondary schools from 42 community public secondary schools in IMC were

involved. The managed secondary schools with respondents including student and teachers. The interviewed respondents included headmasters/mistresses of selected secondary schools, schools Board Chairmen District/Municipal/Ward Education Officers and officials from the MOEVT or PMO-RALG, who are currently involved in the administration and management of the secondary schools.

3.5 Sample and Sampling Procedure

A sample is a subset of a population. The concept of sampling arose from the inability of the researcher to test all the entities in a given population. The sample constitutes the representative of the population from which it is drawn and it must have good size to warrant statistical analysis. According to Rubin and Babbie (2010), a sample can be selected on the basis of nature and the purpose of the study.

The main function of the sample is to allow researchers to conduct research among individuals from the population so that the results of the study can be used to derive conclusions that can apply to the entire population. The population “gives” the sample, and then it “takes” conclusions from the results obtained from the sample. Kothari, (2004) contends that the sample size of the study should neither be excessively large nor too small.

The sample should be such that it can generate a statistically valid representation and the time, energy, money, labour, equipment and access available to the researcher. Sampling procedure may be defined as a selection of some part of an aggregate or totality of what the population is made of (Ibid, 2004). Sampling procedures are techniques which when used determine the number of respondents that are involved

in the study so as to provide the necessary data that can be processed and analysed to provide meaningful information.

In this study, the Municipality of Ilala was deliberately selected by the researcher because it contains many schools and can be easily reached by the researcher at minimal costs. In Ilala Municipality; public community built secondary schools are established by communities after the introduction of Secondary Education Development Programme from 2004 to 2008.

From Ilala Municipality nine schools were selected purposively and by performance levels based on the 2012 Certificate of Secondary Education Examination (CSEE) results. All schools were rank ordered using their Grade Point Average (GPA) score in the CSEE from the top to the bottom. In addition, the schools were categorized into three groups of high, medium and low performance ones. From each category schools were picked in the context of the top three performers, the middle three performers and the bottom three performers.

The middle three schools performers were selected first by identifying the median school, then selected one school above the median and the next below the median thus making a total of three average schools. All categories of schools were named 1, 2, 3 from the top three, 4, 5, 6 for the middle group, and 7, 8, 9 for the bottom group respectively. The nine wards Education Officer were selected purposively from the ward in which the sample schools were located. The nine Headmasters / mistresses were selected from each selected schools by virtue of their posts as well as the nine School Board Chairpersons were also selected by virtue of their post one from each

selected schools. The 36 teachers were selected to be included in a sample from the nine schools selected. From each school four teachers were selected by gender and stratified random sampling technique two females and two males. To select the sample the researcher prepared equal size pieces of paper equal to number of teachers and divided them by gender and placed into two different boxes, one for male and the other for female teachers. From each box two pieces of papers were written one and the other two and were returned into the respective boxes.

All pieces of paper were rolled to hide the written identity. The remaining papers were purposely left blank. Those pieces of paper were mixed up in front of teachers using the boxes. The teachers were allowed to pick the rolled piece of paper and check whether it was numbered or not. Those, who picked numbered pieces of paper, were included into the sample implying two male teachers and two female ones. The forms four and three students were chosen purposively to participate in the study because they have experience of what happens in their respective schools.

In each school four students from forms four and four from form three students forming a total of eight students from each school were selected. Students were randomly selected through stratified sampling technique. Seventy two students from nine schools were selected. Each form was grouped by gender (male and female students). Each group was given a chance to pick rolled pieces of paper. Through this progress each school produced two form four girls and two form three girls all adding to four and the same to the boys. From municipal staff, Municipal secondary education officer was selected by virtue of own post. In the case of ministerial staff

the Director of secondary schools from The Ministry of Education and Vocational Training were selected by the virtue of their own posts.

Table 3.1: Sample Distribution Summary

SN	Characters	Population	Sample	How Sampled
1	Director of Secondary Education	1	1	By virtue of own post as there can be only one person.
2	Municipal Education Officer	1	1	By virtue of own post as there can be only one person.
3	School Board Chairperson	42	9	By virtue of own post as there can be only one per school
4	Ward Education Officers	26	9	The WEO from the wards in which selected schools are located The WEO to whom each School report.
5	Headmasters/mistresses	42	9	By virtue of their posts. Once the schools were selected from the three strata.
6	Teachers	1,813	36	Randomly selected through stratified sampling technique a box containing rolled pieces of papers in which 4 were marked 1 and 2; others were left empty. Teachers were asked to pick at random and those who picked numbered papers were automatically added to the sample.
7	Students	14,614	72	Randomly selected through stratified sampling technique from forms 3 and 4 (4 students from each form, total of 8 from each school). A box containing rolled pieces of papers in which were numbered 1 to 2 for males and 1 to 2 for females in each form. Other pieces of papers were left blank. Students were asked to pick one piece of paper randomly and those who picked a numbered paper were selected into the sample.
8	Schools	42	9	Purposively selected: Top three, bottom three, the median School plus one above it and one below it; hence a total of three and a grand total of 9 schools.
Total		16,539	137	

Source: Computed by the Researcher (2012)

3.6 Methodological Approach

Methodological approach is a set of step-by-step procedures that are followed to arrive at a solution. According to Gacitúa-Marió (2001) methodological approach involves the theory on how a research question must be analysed. Quantitative and qualitative research methods are used to collect data. The quantitative and qualitative research instruments were designed in such a way that they complemented each other. The quantitative methodological approach is concerned with measurements characterized by a more structured and standardized data collection that enable the researcher to systematically explore large amounts of information gathered with the aid of questionnaires (Polit and Hungler, 1991).

In qualitative approach, the information is descriptive and narrative that can be subjected to content analysis and hence being reported in terms of themes and categories, which provide a better understanding of how well the devolution process has been implemented, and its effectiveness in terms of the quality of performance of the community built and managed secondary schools. The key qualitative research instrument in this study is the interviews with the headmasters/mistresses, the school Boards chairpersons, Ilala Municipality and MOEVT officials. This type of methodology aims at discovering the underlying motives through in-depth interviews for the purpose (Kothari, 2004).

3.7 Development of research instruments

The study used survey questionnaires and open-ended interviews in order to collect data from students and teachers on their experiences whilst headmasters/mistress, School Boards, Local and Central Government officials' data were solicited through

face-to-face interviews. The study was conducted for a period of one month, that is April 2013 when students and Teachers were in session.

3.7.1 Questionnaire

According to Kothari, (2004), a questionnaire consists of a set of questions printed or typed in a definite order on a form or set of forms. This method of data collection is quite popular, particularly in the case of large numbers of respondents. In every questionnaire given to the respondent were in a form of structured (closed-ended) and unstructured (open-ended) questions. Closed-ended questions refer to questions, which are accomplished by listing of all possible alternatives from which respondents select responses that describe their situation while open-ended questions refer to questions which give the respondent freedom of response. The students and teachers were asked to respond by rating the variable according to 5 point scale ranging from Agree strongly, Agree, No opinion, Disagree and Disagree strongly. Structured and unstructured questions were administered to the respondents.

3.7.2 Interviews

An interview refers to the verbal interaction between an interviewer and an interviewee. Interviews were generally designed to collect information, views opinions from respondents. Babbie (2010) supports the use of interviews to elicit information, which is helpful for an in-depth understanding of phenomenon. The researcher obtained valuable information on the effects of implementing devolution of the administration and management of community built and managed secondary schools.

3.8 Validity and Reliability of Research Instruments

Before collecting data by using questionnaires, or interview, they were first validated and tested for reliability. Validation was done through peer and supervisor reviews of the instruments after which the researcher pilot tested them in order to ensure that the instruments for data collection collected/gathered information that were relevant to the research objectives, and that data were collected with maximum care. The output was read and the instruments were refined and any deficiencies discovered were corrected such that respondents would not face difficulties in responding to the questions. The concept of validity has been central component in evaluating quality of qualitative research, (Hannes et al., 2010). This means that for any research to be meaningful, its research instruments must be valid and reliable.

The researcher submitted the research instruments to the supervisor for his review and necessary guidance. After the comment from Supervisor's the researcher conducted a pilot study with five teachers, three from Kisutu secondary and two from Zanaki secondary to evaluate the applicability and practicability of the research instruments to avoid ambiguous of the questions. Then the researcher discussed the instrument and data collection with the supervisor before going to the field for major data collection.

Piloting the questionnaires and interviews questions provided some idea of the validity of the two instruments respectively, that is, the extent to which the instruments measured what they were supposed to measure. Once the researcher was convinced that respondents would have no problems at all in understanding/ answering the questions, and could follow all the instructions correctly; then the

questionnaires and interview questions were ready for use in data collection from respondent.

3.9 Administration of Research Instruments

In this work research instruments were constructed to allow effective survey data collection. The survey data includes people's responses to set of questions that were asked by the researcher. Various questions were assembled together to form the questionnaire instrument and interview questions. Two different types of questions found in the questionnaire and interview instruments which were used in this work include closed ended and open ended questions.

Both instruments were closely administered by making a close follow-up to respondents in filling up the questions. The researcher intended that the use of this strategy would help to spot any problems that could affect respondents to complete the survey. The close follow up strategy assisted respondents, at the right time, correct problems and also encourage returning of questionnaire forms.

Furthermore, a Likert scale was put up by assembling a substantial number of statements about an object. The statements, along with usually five response categories from agreement to disagreement range, are presented to a set of subjects. This set was drawn from a population that is similar to the one in which the scale will be used. The statements were arranged in random order so as to avoid any response set on the part of the subject. The subjects were required to select the response category that represents their reaction to each statement: strongly agree (sa), agree (a), undecided (u), disagree (d) or strongly disagree (sd).

In order to score the scale, the response categories were weighted from 1 to 5. The “5” implies that the respondent strongly agrees and “1” strongly disagrees. This instrument was administered in similar manner to avoid problems that may lead to collecting misleading data.

3.10 Data Analysis

Data analysis may be considered as a systematic process involving working with data organising and breaking them into manageable units, synthesizing them, searching for patterns, discovering what is important and what is to be learned and deciding what to tell readers. In this work two different types of data were collected and analysed. Quantitative and qualitative data were collected and analysed by use of different methods.

The qualitative data collected through interview and questionnaire cannot be quantified and therefore were subjected to content analysis. The quantitative data collected were tabulated and analyzed using software programme known as Statistical Package for Social Sciences (SPSS). This is a software programme which is credited for high quality quantitative data analysis. In content analysis we mean the research method for the qualitative interpretation of the content of data through the systematic classification process of coding and identifying themes, categories and/or patterns. Content analysis helps to reveal patterns, themes and categories which are important to social reality. For the sake of this work, the researcher used typical and common statements presented in quotations to validate conclusions with a view to dig out relevant information from the individual interviewees.

3.11 Data Presentation

The analyzed findings are presented differently in tabular and narrative forms. The researcher has used tables, charts and figures to illustrate the reality found in the field in respect of quantitative information. As regards qualitative information, presentation of the research findings are in the form of narratives of categories or themes that emerged, and these are presented as sections with relevant sub-sections.

3.12 Ethical Issues

It is always important that respondents are informed on the nature of research and understand the information so that they can decide to participate or not to participate in the research but rather participate without coercion or unwarranted influence. “Professional ethics cover a broad spectrum of activities and expectations for moral and appropriate behaviour, ranging from expectation about published work to the professional conduct, issues of abuse, harassment, and intimidation of colleagues or research participants” (Cash *et al.*, 2009).

The researcher did ask the headmasters/mistresses to sign consent forms on behalf of parents of students under 18 years old, who were called upon to participate in the research. The data have been kept confidential between the research participants and the researcher and nobody knows what participants reported what. After the approval of the research proposal, permission was sought from the administration of the various institutions that were involved, to conduct the research and the authorities were assured that the observations made by the respondents would be handled strictly confidentially for the purpose of the research only.

CHAPTER FOUR

4.0 RESEARCH FINDINGS

4.1 Overview

This chapter presents the findings of the study on the effects of devolution of the administration and management of Public community built and managed secondary schools in Ilala Municipality in Dar es Salaam.

Observations were specifically made on the following areas:

- (i) Legal provisions put in place to facilitate the devolution process
- (ii) Resource allocation (instructional material, human and financial resources)
- (iii) What effects have been discerned as a result of the implementation of devolution on schools' performance
- (iv) The challenges encountered during implementation and ways by which improvement could be effected.

4.2 Legal Provisions to Facilitate Devolution

It was established that education sector was operating under the Education Act No 25 of 1978. In 1995, the then Ministry of Education and Culture (MOEC) had prepared an Education and Training Policy, in which first key objective was to 'decentralize education and training by empowering regions, districts, communities and educational institutions to manage and administer education. In 2001 the Tanzania Education Authority (TEA) and an education development fund were established under the Education Fund Act No. 8 of 2001. At the Local Government level, municipal and county councils operate under the Local Government Act No 13 of

2006. Financial matters in Government Ministries, Local Governments and secondary schools are handled in line with the Public Finance Act No 6 of 2001 as well as the Public Finance Regulations. Procurements in all these institutions are done in accordance to the Public Procurement Act, 2011. The respondents interviewed (DEO, DSEO and WEO's) did not mention these legal provisions implying that they were unaware of the existence of these policy and legal statutes on devolution of administration and management of education.

4.3 Resources Allocation

During the interviews, it was established from the Municipal Secondary Education Office (DSEO) that within Ilala district, the Ilala Municipal Council (IMC) was mandated to implement the devolved system of administration and management to community built public secondary schools. However, the MOEVT retained the control of human and financial resources, and only decentralized the administration of learning materials to all districts. The MOEVT still retains control of the allocation of teachers, payment of teachers and allocation of funds to public secondary schools in all districts countrywide compounding implementation.

4.3.1 Material and Human Resources

It was observed that there are 89 secondary schools in Ilala Municipality, of which 49 are public and 40 are privately owned. In response to statements on resources and resource allocation, the DEO, DSEO and headmasters referred the researcher to following observations (which they subscribed to) that were made in an education sector stakeholders meeting for Dar es Salaam Region held on 13th March 2013 (PMO-RALG, 2013), which they all attended. In 2012, the public schools in Ilala

had enrolled 43,421 students (23,004 boys and 20,417 girls). Table 7 itemizes the actual resources available for these students in 2012, as compared to the requirements.

Table 4.1: Human and Physical Requirements in IMC Public Community Secondary Schools

Item	Requirement	Actual	%	Shortfall	%
Teachers	1,914	1,813	94.7	101	5.3
Teacher Houses	915	70	7.7	845	92.3
Classrooms	1006	675	67.1	331	39.2
Desks	43,421	24,142	55.6	19,279	44.4
Toilets	1,503	811	54.0	692	46.0

Source: *PMO-RALG*, Secondary Education Statistics

Whereas there's only a shortfall of 5% in teacher requirement, the actual teacher/student ratio is 1:24, a figure that is quantitatively not significantly different from the ideal requirement of 1:20. However, it is noted from responses from interviews and questionnaires that there is a shortage of qualified science teachers in community built public secondary schools within the IMC, and an isolated case where one teacher teaches three classes in one session, an indication of skewed distribution of subject teachers and amongst schools. Respondents were also concerned with the level of competence, commitment and dedication of teachers in the various schools that were sampled.

The situation on teachers housing is however very grim indeed with only 4% of the total housed as compared to the requirement of 50%. The harsh reality in some remotely located school within the IMC was the admission by a respondent of

accommodating two teachers in each house. Apart from teaching staff, respondents also pointed out the shortage of auxiliary (non-teaching) staff, such as bursars, store-keepers and secretaries). Some respondents indicated that their schools have had to meet the cost of employing auxiliary staff from their own funds as opposed to Government funds, therefore retaining them only on temporary or short-term contract basis.

Most respondents concurred that the number of students in their schools far exceeded the capacity of their classrooms. In one response, the school has had to accommodate 120 students in a class. The reality on the number of classrooms is not satisfactory at all with a class: student occupancy ratio of 1:64 as opposed to the official requirement of 1:43, and an ideal ratio of 1:20, clearly indication gross insufficiency in the number of classrooms available. As regards desks, the situation is also unsatisfactory, with only 55% of the students provided with a desk, and the rest either forced to share-stand through class lessons. The toilet provision is pathetic with a shortfall of 46%.

The respondents also reported the lack of sufficient science laboratories, libraries and even offices, as well as, the poor state and ill-equipping of existing ones. Persistent lack/delay in supply of books, learning materials and laboratory equipment/materials in these schools was explained by the correspondents to have been contributed to by insufficient/delayed funding of the public secondary schools in IMC. Another factor that has been pointed out by respondents is lack of transport for day students most of whom live far from schools, resulting in strained learning due to insufficient time for

homework and revision. This, they say is further compounded by insufficient provision of hostels that can accommodate most of these students.

4.3.2 Financial Resources

According to respondents interviewed at the MOEVT and IMC, a capitation fund is channelled direct from the treasury at MOFEA through DEO's to schools as capitation grants based on pre-determined fixed rate per student per annum of Tanzania Shillings (Tshs.) 25,000/= . In their responses, Headmasters/mistresses are concerned that these funds are never given in lump-sum or up-front. They are disbursed in portions and often very late in the academic year, substantially delaying their useful application in academic programmes in community built public secondary schools, as these are the funds used to purchase books (50%) and learning materials (50%).

Board chairpersons interviewed expressed concern that disbursement is made based on how much and when the Government collects taxes. The schools also get funding from parents paid as schools and boarding fees. Parents of day scholars contribute Tshs. 20,000/= and those of boarding students pay Tshs. 70,000/= per annum. Despite the fact that the Government also pays the salaries and allowances of teachers, all the chairpersons and headmasters indicated that the total capitation sum of Tshs. 25,000/= per student per annum was not sufficient to run the schools. This translates to a total funding of TShs. 1 Billion for the forty-nine Ilala municipality community built public secondary schools, or an average of TShs. 22 Million per school per annum. The respondents also indicate that there is no transparency in the allocation and distribution of the capitalisation funds to the various schools within

IMC. The headmasters are never involved by the MOEVT on decisions regarding allocation, but only receive the funds with some directives on application of the funds.

Besides the above sources of funds, the DEO's, chairpersons and headmasters also indicated that the public schools occasionally get funds for specific infrastructure development projects from the Tanzania Education Fund established in 2001 by the Education Fund Act No. 8 of 2001, to facilitate improvement in education quality, access and equity through the TEA, and financed from Government allocation, voluntary contributions and grants/loans from development partners. The schools also occasionally benefit from TASAF, a Government funding facility organization that provides a mechanism that allows Local and Village Governments to respond to community demands for interventions that will contribute to the attainments of specific Millennium Development Goals.

The MSEO responded in their interview that the IMC has no budgetary provision for secondary education, except for provisions made in the re-current expenditure component for salaries, wages and allowances for the education department staff. The only other component that may trickle to the public secondary schools is a small provision for ward and village development projects, which is amongst four major components listed in the development allocation of 30% of total collected revenue which is currently estimated at only Tshs. 15 Billion. The other two are healthcare and road construction/rehabilitation, which take the bigger portion of the allocation. A whole 60% of the collection goes to finance re-current expenditure, with the balance 10% set aside for community corporate social activities.

At the school level, the headmasters all confirmed that they are the Authority to Incur Expenditure (AIE) holders, are responsible for budgeting, allocation, control and accountability for all funds flowing into the schools account.

4.4 The Effects of Implementation of the Devolution on Schools Performance

In this section, the actual state of implementation of devolution of the administration and management of community built public secondary schools is examined in-depth based on interviews held with various stakeholders in the education sector and some reference real-time materials. The results obtained through questionnaires is also presented and discussed. The effect of the devolution on the school performance results is also evaluated based on actual data obtained from the relevant authorities.

4.4.1 Secondary Schools Management by the IMC

As regards the capacity of the IMC in executing their mandate in the devolved administration and management of the community built public secondary schools, the MSEO responded that the IMC, like most other local government institutions, was not re-structured to meet the requirements of the devolution. No capacity building was ever done, and no empowerment was made by the PMO-RALG or MOEVT to facilitate transition from central to a devolved management system. The current structure of the education department at the IMC is shown in Figure 4.1.

DEO's responded that their role is to oversee the administration and management of schools, and thus their sitting in the school boards, where they only give professional advice. They indicated that the mechanisms for decision making at the district level is devolved to the IMC, where the full council meets once every quarter to review

operations. Whereas the DEOs are responsible for delivery of all Government directives and information on public secondary schools to local councils, in this case the IMC, said that they often communicate directly with heads of schools.

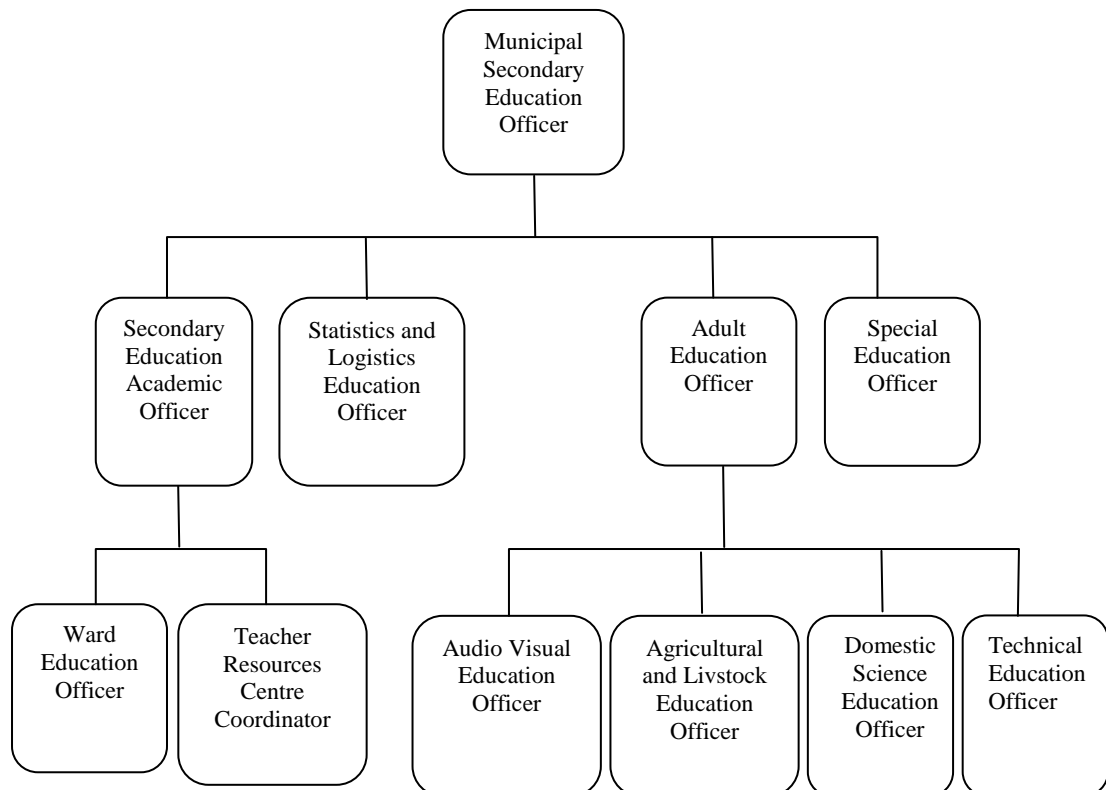


Figure 4.1: Organizational Structure of the IMC Secondary Education Department

Source: Ilala Municipal Council (2013)

Within the IMC the Ward Education Officers (WEO's) responded saying that the organ for decision making at the ward level is the Ward Development Committee (WDC), whose membership comprises Ward Officers representing the IMC's various functional departments, Ward Executive Officers and Councillors. They seldom involve any headmaster of secondary schools in their meetings, and are only consulted by the headmasters when there is need for community involvement in

school development projects. They indicated that their involvement in secondary school development programmes is poor as compared that in primary schools.

4.4.2 Secondary Schools Management by Headmasters

Most of the strategic decision making at School level in IMC is at the School Board level, that delegates the implementation of such decisions through the headmasters and the School Management Team, which implements actionable decisions through various committees (i.e. School Management Team, Academic, Discipline, Guidance & Counselling Committees). All the respondent schools within the IMC indicated to have operational School Boards.

The observations made from questionnaires distributed to teachers and students to ascertain their views on the administration and management of community built public secondary schools in the IMC are presented in tables 4.2, 4.3, 4.4, 4.5, and 4.6. The responses from the questionnaires have been classified into three categories (i.e. Agree, Disagree, and Neutral) and also in percentages to ease data interpretation.

Teachers were given seven out of nine statements to assess their views on the headmasters' leadership styles in community built public secondary schools in the IMC. In responding to the statements, they revealed positive attitudes, with an average score of 88% towards the seven relevant statements as Table 4.2 shows. Their highest scores in favour of the headmasters are in their involvement in decision making on procurement of books and learning materials (96%) good cooperation between the headmasters and teachers at school (95%) and frequent meetings with the headmasters to discuss students' disciplinary matters (90%).

Table 4.2: Responses by Teachers on the Effect of Devolution of Administration and Management in Secondary Schools

S/N	Statement	Agree		Disagree		Undecided		Total
		No.	%	No.	%	No.	%	%
1	Teachers are fully involved in the decision making in the administration and management of their school.	31	88	3	8	1	4	100
2	The school's level of performance is the result of dissatisfied teachers.	24	68	11	32	0	0	100
3	You meet other staff frequently to discuss students' disciplinary matters.	31	90	2	5	2	5	100
4	There is good cooperation between headmasters/headmistresses and teachers at school.	33	95	2	5	0	0	100
5	All levels of staff play their roles in the devolution process.	29	83	1	4	5	13	100
6	Teachers are involved in procurement of learning material and books.	34	96	0	0	1	4	100
7	The headmaster/ mistress visit teachers in class when teaching and give advice.	28	81	4	11	2	8	100
8	Your headmaster's involvement is always appropriate.	29	83	1	4	5	13	100
9	Your school's performance in non-academic matters is not impressive.	6	17	22	63	7	20	100
Totals / Average %		245	78	46	15	23	7	100

Source: Field Data (2013)

Their lowest score is in visitations by the headmasters to classes to give advice to teachers, but this was still positive at a score of 81%. There is however, a significant indication at a score of 68% that dissatisfaction by teachers is adversely affecting the schools' level of performance. The teachers are also certain about the impressiveness of their schools' performance non-academic matters, given that only 4% of them do not think so.

Table 4.3: Responses by Teachers on the Effect of Devolution of secondary schools on Funds Management

S/N	Statement	Agree		Disagree		Undecided		Total %
		No.	%	No.	%	No.	%	
1.	There is transparency in decision-making on funds allocated by the Government to community schools.	20	58	12	35	3	8	100
2.	The headmaster/mistress motivates teachers who work hard.	26	73	8	23	1	4	100
3.	There are no delays of money allocation to reach community schools from the Government	5	15	22	62	8	23	100
Totals / Average %		51	49	42	40	12	11	100

Source: Field data (April 2013)

Table 4.4: Responses by Teachers on the Effects of Devolution of Secondary Schools on Resources

S/N	Statement	Agree		Disagree		Undecided		Total %
		No.	%	No.	%	No.	%	
1.	The problem of shortage of science teachers in schools is still affecting the performance of schools.	32	92	1	4	1	4	100
2.	There is bureaucracy in solving Teachers problems related to their needs and rights.	30	85	1	4	4	11	100
3.	Most teachers at your school still face shortage of houses.	31	86	1	3	3	11	100
4.	Running a school requires more funds than are being provided.	30	85	2	7	2	8	100
5.	Dependency on funds allocated by Central Government is insufficient	28	80	1	4	6	16	100
6.	Administrative and management responsibilities are transferred to the school levels with inadequate human resources leading to difficulties in managing the schools.	29	83	3	8	3	9	100
7.	Education facilities and reading material are inadequate.	34	96	1	4	0	0	100
8.	Long distances from the school affect students' progress.	34	96	1	4	0	0	100
Totals / Average %		247	88	11	5	19	7	10

Source: Field data (April 2013)

In responding to statements regarding funds, 58% of the teachers agree that there is transparency in decision-making by their headmaster in the administration of Government allocated funds, but a significant 35% disagreed. However, 62% of the teachers agree that there is delay of allocated money reaching the schools from Government, and 73% agree that the headmasters motivate teachers who work hard.

As regards resource allocation, the teachers in response to the eight statements that were aimed at assessing their view on the effect availability of resources on the schools performance, overwhelmingly show a positive attitude, with an average score of 88%, towards all the statements in Table 4.4, indicating in their view, that inadequacy of materials, insufficiency of funds, and shortage of facilities has had an adverse impact on effective implementation of devolution.

The highest scores are on inadequacy of educational facilities and reading materials at a score of 96%, long distances students have to travel to school due to shortage of hostels at 96% and shortage of qualified science teachers at 92%. All other statements (including bureaucracy in solving teachers' problems, inadequate teachers' housing, and inadequate human resources) scored 80% and above, clearly crystallizing the teachers point of view on lack of resources, to support a higher level of teachers' service delivery and school performance.

Head prefects and other students were given nine statements to assess their understanding and role in the devolution of educational administration and management in community built secondary schools in the IMC, and their responses are presented in Table 4.5. They responded positively with an average score of 90%,

their highest scores being in leading other students on various activities, developing and maintaining good relationships with teachers and headmasters.

Table 4.5: Responses by Students on the Effect of Leadership Style in Secondary Schools

S/N	Statement	Agreed		Disagree		Undecided		Total
		No.	%	No.	%	No.	%	%
1	Leading other students on various activities	66	94	2	3	2	3	100
2	Playing a role model by following a school daily routine-Punctuality	64	92	6	8	0	0	100
3	Playing a role model by following a school daily routine-Proper Dressing	60	85	4	6	6	9	100
4	Allocating duties to Prefects	61	87	9	13	0	0	100
5	Supervising other prefects	63	90	2	3	5	7	100
6	Responding to teachers' directives promptly	62	88	4	6	4	6	100
7	Developing and maintaining good relationship with Teachers	66	94	2	3	2	3	100
8	Good relationship with Headmaster/Mistress	66	94	4	6	0	0	100
9	Chairing prefects' meetings	62	88	6	9	2	3	100
Totals / Average %		570	90	39	6	21	4	100

Source: Field data (April 2013)

They were however, not as responsive on being role models to other students allocating duties to prefects, chairing prefects' meetings and promptly responding to teacher directives, with a score of 85%, 87%, 88% and 88% respectively. As can be seen in Table 4.6, whereas the students are divided in opinion as to whether their schools are divided in opinion as to whether they have enough teachers for all subjects (46% agree; 51% disagree), they are of the opinion that the teachers they have are committed to teach students and are also overwhelmingly (86%) of the

opinion that the shortage of science teachers is negatively influencing the schools' performance.

Table 4.6: Responses by Students on the Effect of Devolution of Secondary Schools on – Resources

S/N	Statement	Agreed		Disagree		Undecided		Total
		No.	%	No.	%	No.	%	%
1.	The School has enough teachers for all subjects	32	46	36	51	2	3	100
2.	Shortage of science teachers negatively influence school performance	60	86	8	11	2	3	100
3.	Teachers are committed to teach students	50	71	14	21	6	9	100
4.	Students attend library regularly	39	56	31	44	0	0	100
5.	Parents generally make follow up of their children's' performance in school.	46	66	18	26	6	9	100
6.	The performance of your school is encouraging.	53	76	13	18	4	6	100
7.	The community schools are located too far from students' homes.	48	68	11	16	11	16	100
8.	Shortage of teachers houses result in some travelling long distances to school	54	77	9	13	7	10	100
9.	Chairs and desks are enough to every student at school	35	50	33	47	2	3	100
10.	Learning materials (text books and reference books) are available for all students.	30	43	34	49	6	9	100
Totals / Average %		44 7	64	20 7	30	46	6	100

Source: Field data (April 2013)

They agree that there is a shortage of teachers' houses (77%) and that the schools are located too far from student homes. The 50%: 50% split in their opinion on adequacy

of desks, usage of school library and availability of text and reference books indicates insufficiency of the same in the IMC community built public secondary schools.

A unique observation here is that only 66% say parents make a follow-up of their children's performance in schools. It is also noteworthy that 76% of them feel their school's performance is encouraging, implying they still have hope that there will be improvements someday.

4.4.3 Secondary Schools Performance Nationally and in IMC

The results of the national Certificate of Secondary Education Examinations (CSEE) in the year 2012 were the worst ever achieved since 2006. As illustrated clearly seen in Table 4.7, these results are consistent with a downward trend that began in 2007, when the impact of the, two years after the commencement of implementation of devolution in administration and management of secondary schools in 2004.

Table 4.7: Results Achieved in CSEE Over Period 2004-2012

Achievement	2004	2005 & 6	2007	2008	2009	2010	2011	2012
% Passed	92	89	90	86	73	61	54	43
% Failed	9	11	10	14	28	40	46	57

Source: MOEVT, (2012) National CSEE Results

The percentage of candidates who failed increased sharply in 2012 to 61% (compared to 46% in 2011), with a further 33% achieving division IV meaning that only 10% of the candidates ended up with a meaningful pass rate of divisions I, II and III. The proportion of students who passed dropped to 43% (compared to 54% in 2011).

A similar poor performance trend was also recorded in the IMC with breakdown of the 2012 results shown in Table 4.8. As is evident from the data in the table, the performance in community built public secondary schools in IMC was 10% below the national average, comparing very unfavourably to that of that of private secondary schools in the IMC which scored a percentage pass rate 7% points above the national average.

Table 4.8: Certificate of Secondary Education Examination Results in IMC - 2012

	Public Schools	Private Schools	Total/Overall
Number of Candidates	8424	2813	11055
Division I	32	38	70
Division 2	191	121	312
Division 3	423	264	687
Division 4	2096	990	3086
Total Pass	2742	1413	4155
Failed	5500	1400	6900
Percentage Passed	33.3	50.2	37.6
Percentage Failed	66.7	49.8	62.4

Source: PMO-RALG, CSEE Results in Ilala Municipality

When asked to explain what they thought were the reasons for the continued deterioration in performance in the CSEE nationally and more specifically in the IMC, the DEO, DSEO and all headmasters interviewed referred the researcher to resolutions they jointly made with fellow stakeholders in a jointly prepared document (PMO-RALG, 2013), issued after the Dar Es Salaam region education sector stakeholders meeting held on 13th March 2013 to discuss the deteriorating performance in CSEE in the three municipalities of Ilala, Kinondoni and Temeke. In

the document, the following challenges were outlined as being key contributors to the continued deterioration of CSEE results over the last three years (2010, 2011 and 2012):

1. Change (raising the bar) in examinations setting, marking and grading systems in examinations by NECTA adopting the new 'fixed scale' as opposed to the old 'flexible scale' grading system in their marking scheme.
2. High density/number of students (low class: student ratios of 1:80-90) in town areas due to high number of pupils qualifying to join secondary schools viz-a-viz shortage of schools and classes in these areas, as compared to villages areas with higher number of schools and less qualified pupils, hence a net daily migration of students from town to villages areas.
3. Long distances (up-to 60 Km) that students and teachers have to cover between their residences and schools, due to shortages of schools/classes in town areas forcing qualified pupils to travel to the higher number of remotely located schools in villages (where few students qualified from), with inherent high cost of travel and travel-time.
4. Inadequate infrastructure, i.e. schools, classes, laboratories, libraries, toilets and transport.
5. Insufficient desks, textbooks and teaching materials.
6. Teachers within the municipalities have not had sustainable competence based curriculum training, which is required of them by the current secondary school syllabus, thus adversely affecting their competence to deliver quality teaching/learning and examination results.

7. Conflict in the management of teachers, as they report and work under the Municipal Councils (PMO-RALG) yet at the same time are employed, paid and disciplined by the Teacher Services Department (MOEVT). This has created a loop-hole that teachers have been taking advantage of, increasing short- and medium-term truancy and general indiscipline.
8. There has been a lapse in inspection of teaching practices in secondary schools, as a result of lack of facilitation of the Education Inspectorate, resulting in absence of quality control and assurance.
9. Lack of interest by parents in their children's full participation in school activities and performance examinations, resulting from ignorance, aping foreign lifestyles and general don't-care attitudes.
10. 'Laissez-faire' attitudes by students towards education, their need for knowledge and understanding of the role education prepares them for nation-building and successful integration into a productive society.

4.4.4 Cluster Data Analysis

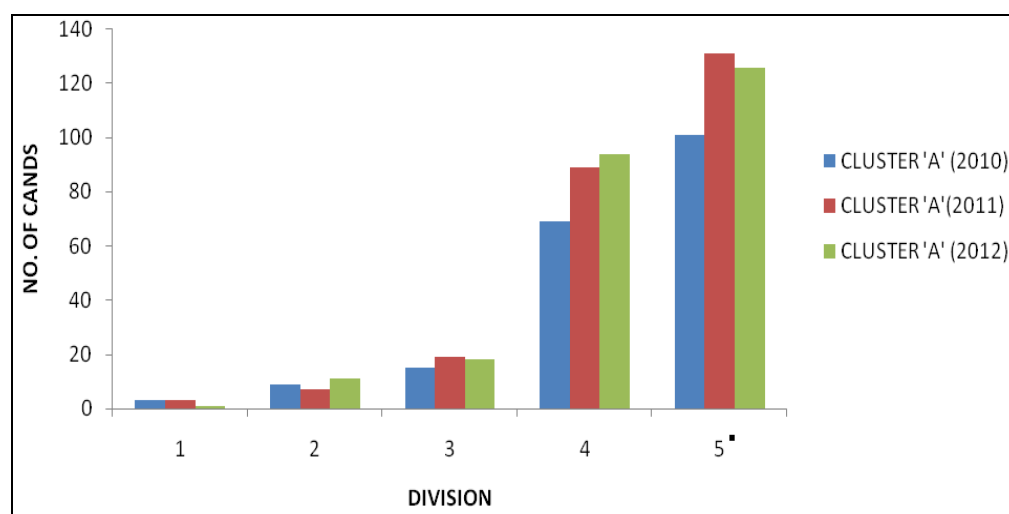


Figure 4.2: Cluster 'A' Average Performance from 2010 to 2012

Source: IMC Public Secondary School Performance (2010, 2011 and 2012)

Note: Division 5* represent division zero or failure

Figure 4.2 portrays various situation of performance as follows:

- (i) In cluster A division 1, 2 and 3 combined together represent the minority candidates for three years consecutive from 2010 to 2012.
- (ii) The majority candidates are found in division 4 and 0.
- (iii) The performance for all candidates in cluster 'A' shows a similar reciprocal pattern for all three years whereby the lower the division the higher the number of candidates.
- (iv) A comparison of number of division 4 and 0 shows that in year 2010 there were relatively less students than that of year 2011 and 2012. This implies that the situation is worsening as time goes on.

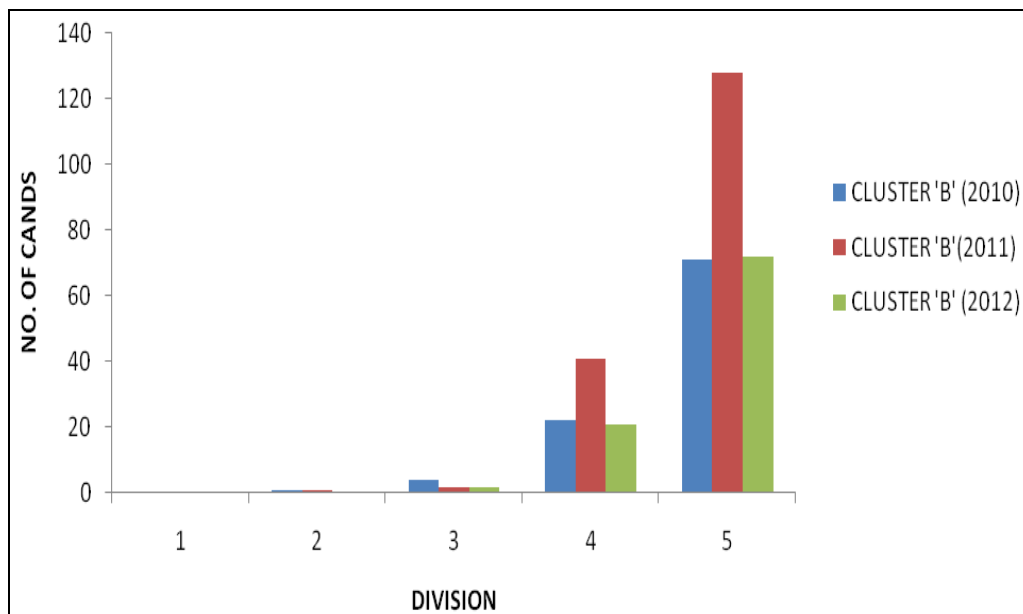


Figure 4.3: Cluster B Performance

Source: IMC Puplic Secondary School Performance (2010, 2011 and 2012)

Figure 4.3 portrays that, the average performance for cluster B was as follows:

- (i) A follow up of three years for this cluster shows that there was nearly no candidate who scored division one.

- (ii) Graph patterns for year 2010 and 2011 were similar where the majority of the candidates scored division 4 and 0 and the situation somehow improved in year 2012.

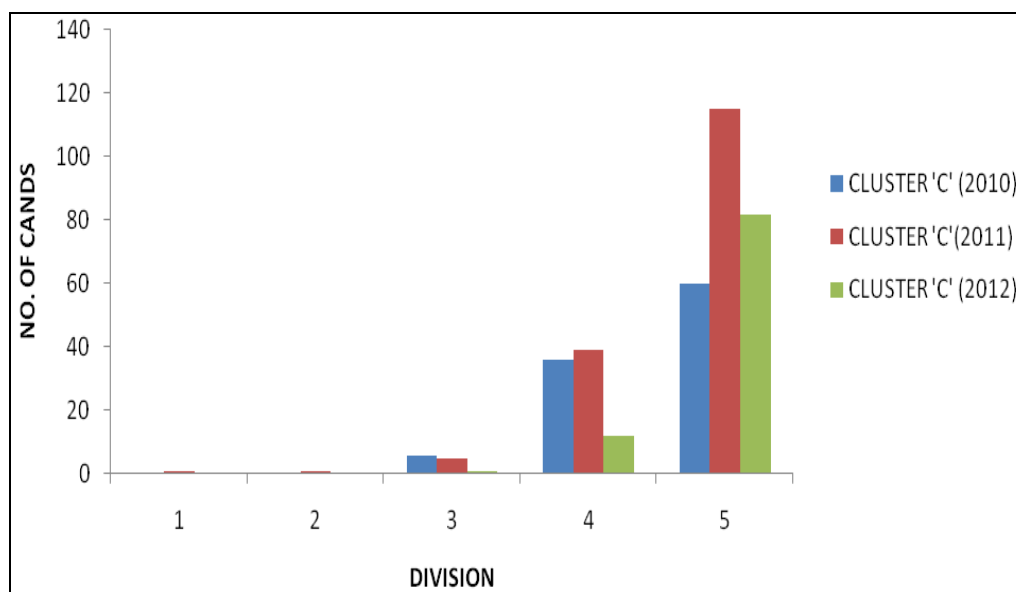


Figure 4.4: Cluster 'C' Performances

Source: IMC Puplic Secondary School Performance (2010, 2011 and 2012)

Figure 4.4 Portrays that:

- (i) For three years there was almost no division one in this cluster.
- (ii) In year 2011 more students were found in the group of division 4 and 0 than in years 2010 and 2012.

In conclusion, cluster B and C portray more or less similar performances which are comparably worse than that of cluster A. All clusters show that more students are found in division 4 and 0. Therefore the above data analysis proves that problems do exist in sample schools leading to such poor performance by candidate year by year.

4.5 The Challenges Encountered in Implementing Devolution

The DEO, DSEO, WEO's, Board chairpersons, and headmasters were asked to state what they considered to be the challenges encountered during the implementation of devolution of administration and management of community built public secondary schools in the IMC, and the measures taken to mitigate these challenges.

The DEO's response was a reflection of the general view by the Central Government, and stated that implementation of the SEDP I resulted in a substantial increase in demand for service delivery due to the resultant high number of schools. Enrolment in secondary schools during the implementation of SEDP I increased from 432,599 students in 2004 up to 1,638,699 students in 2010 (Table 1.1), an increase of 278%. This brought with it a big challenge in effective administration and management from one centre (MOEVT). As a consequence, even the MOEVT lost control of the process, resulting in inadequate and poor quality of services to community built public secondary schools in all districts and municipalities.

The DEO further stated that implementation of SEDP I consequently resulted in total national enrolment in 'O' level examinations (CSEE) increasing exponentially from 63,487 in 2004 up to 441,426 in 2010 (Table 1.2), an increase of 595%. This seven fold increase within seven years was not commensurately compensated for by a proportionate increase in resource provision from MOEVT, resulting in inadequate material resources and shortages in human resources. All respondents pointed out that there was inadequate preparation, lack of effective leadership, inefficient co-ordination and insufficient funding for the implementation of the devolution programmes in the IMC secondary schools. In their responses, the DSEO and

WEO's interviewed indicated that the IMC's secondary education department had encountered the following challenges in their effort to implement devolution of administration and management in community built public secondary schools:

- (i) Some of pupils who perform well fail to join public secondary schools due to insufficient places in secondary schools.
- (ii) Shortage of suitable areas for building secondary schools, and suitable buildings for locating schools and hostels, especially in the city centre, where besides the congestion, there's been proliferation of high rise developments in the last few years.
- (iii) Shortage of qualified and competent teachers, especially in science subjects.
- (iv) Acute shortage of student transportation and teacher accommodation.
- (v) Inadequate facilities (classrooms, laboratories, libraries and offices) and desks.
- (vi) A high number of economically challenged parents and guardians.
- (vii) Insufficient funds to supplement school re-current and development budgets.

The Board Chairpersons and headmasters interviewed responded that, on implementation of devolution of administration and management at school level, they had encountered the following challenges:

- (i) Most headmasters in community based public secondary schools in IMC only have either academic or professional teacher training, and do not have training, qualification and development in institutional or business administration. Whatever little administrative skills in their possession has been acquired on-the-job and is not necessarily suitable for the effective implementation of devolution.

- (ii) The acute shortage of teaching and non-teaching staff in some schools compels the head teachers in these schools to fill in the gap by taking up class work or lower administrative functions that take up so much of their time/energy, limiting their capability to function effectively as school heads.
- (iii) The dual reporting nature of teachers to IMC and MOEVT, and lack of empowerment of headmasters by law, to deal with staff administrative and disciplinary matters has substantially contributed to reduced capacity to manage the schools effectively.
- (iv) Political interventions in critical issues (e.g. student intakes, staff and capitation fund allocations) and the day-to-day operations of secondary schools, has been adversely the professional management of secondary schools.
- (v) The challenges posed to headmasters by implementation of devolution in administration and management of their schools are perceived as 'far from easily managed', especially for school heads whose earlier careers were forged under the centralized education management system. They have been faced with difficult decisions as to which roles, relationships and practices to retain, forge and discard. The conditions have not been any easier for recently appointed school heads, who with relatively little experience, strive for effectiveness in a highly politicized environment. No effort was made whatsoever to train develop and build the capacity of school heads to meet the new demands of devolved administration and management of their schools.

Devolution of administration and management places more responsibility on the school boards, head teacher, teachers, parents and the community around the school. Despite this, there's been no change in the management structures within community built public secondary schools. The status quo has been retained as boards have not been restructured and recomposed to be inclusive of local community representation.

CHAPTER FIVE

5.0 DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS

5.1 An Overview

This chapter comprises summary of the findings and their discussions in response to the four research questions and in relation to other researches; and then presents conclusions and recommendations for both policy implementation and further research. In order to address these questions, twenty three (23) respondents were interviewed, eight females (34.8%) and fifteen males (65.2%). A further 108 respondents filled questionnaires, 43 females (40%) and 65 males (60%). The survey covered 9 schools out of the total 42 community built public secondary schools.

5.2 Discussion

The purpose of the study was to investigate the effects of the devolution of the administration and management of public community built secondary schools on schools performance IMC, how the schools were affected and what has been the schools' performance. The study was undertaken for the following three main reasons: first, provide information on what has worked during the implementation of devolution of the administration and management of community built and managed public secondary schools in one designated Municipality in Dar es Salaam Region, and therefore be a model for improvement; secondly, provide information on why schools performed the way they did during the implementation of devolution of administration and management of community built and managed public secondary schools in IMC, and why, thus identifying the factors responsible for the level of

performance; thirdly, contribute to the body of knowledge in the field of decentralization by devolution in Tanzania context.

Four questions guided the present study, and these were:

- (i) What legal provisions are provided to facilitate the devolution processes at all levels of the administrative structure of secondary education pertaining to the administration and management of community built and managed secondary schools in Ilala Municipality?
- (ii) What quantity and quality of human, financial and material resources were allocated to the community built and managed secondary schools in Ilala Municipality?
- (iii) What have been the effects on the quality of education in community built secondary schools of Ilala Municipality during the devolution period and how to improve it?
- (iv) What challenges were experienced during the implementation of the devolution of the administration and management of community built and managed secondary schools in Ilala Municipality, why and how they can be addressed for improved effectiveness.

5.2.1 Legal Provisions

With regard to the first question, the study shows that the lack of amendment of the legal framework and a simple/concise implementation plan, for the devolution in the administration and management of secondary schools in Tanzania adversely affected the implementation of the SEDP I and SEDP II programmes.

In order to effectively implement decentralization of the education and training as stated in the Education and Training Policy, (MOEC, 1995), the Government should have amended the Education Act No 25 of 1978, the Local Government Act No 13 of 2006 and the Public Finance Act No 6 of 2001. The fact that the country went on to the 'process of implementing' devolution in the administration and management of secondary schools through SEDP without any such amendments means that there were significant differences between what is written in law or regulations [*de jure*] and what actually occurred on the ground [*de facto*], as well as large variations in the understanding of, and what actually transpired in MOEVT, MOFEA, PMO-RALG, the Local Governments and schools, in terms of where they are in the implementation process.

The existence of a policy, legal framework and strategic implementation plan is critical in the implementation of decentralization in the administration and management of education. According to Hanson (1997) three key policy guidelines are essential in successful decentralization of educational administration and management. These are: one, understanding by all stakeholders of the stated and unstated goals driving the reform, to forge acceptance; secondly, development of a common vision of reform among potentially competing centres of power, to minimize conflict and enhance collaboration; thirdly, development of an implementation plan that is simple clear and realistic, with clear milestones, responsibilities and resource requirement; and fourthly, though not a pre-requisite, a legal framework is very useful in overcoming challenges at the centre and in the regions.

A proper roll-out plan should have been prepared, complete with provisions to train, develop and sensitize all education sector stakeholders that would be affected one way or another within the MOEVT, MOFEA, PMO-RALG, the Local Governments, headmasters of community-built public secondary schools, relevant NGO's and parents, would have introduced a common understanding of the mission and objectives.

The MOEVT should have issued policy implementation guidelines for implementation at grass-root level with the aim to:

- (i) Encourage decision making on implementation of the SEDP at district and municipal council levels;
- (ii) Empower local school boards and management teams to have greater autonomy in their operations;
- (iii) Empower communities to participate in decision making on the management of secondary schools in their vicinity;
- (iv) Create a sense of ownership by communities at grass-root level; and
- (v) Allow the MOEVT to concentrate on policy making, quality standards setting, monitoring and evaluation of performance.

As stated by Gershberg and Winkler, (2003), the educational decentralization in Tanzania was politically and not 'educational reforms' motivated, a top-down approach in which the Government retained control of most of the decision making power, with lack of clarity in the role of Local Government. However, the political will, as expressed in the Education and Training Policy (MOEC, 1995) seemed to have waned in subsequent regimes of Government, hence the failure to amend the

various legal statutes that would have empowered the local Governments to legally take responsibility for secondary education, as well as control and accountability of funds budgeted for administration and management of secondary education.

5.2.2 Adequacy and Quality of Resources

On the second question on resources requirement and allocation, it is worth noting here that the expansion of primary education in previous years under the PEDP (2002-2006) created a huge demand for secondary education. Consequently, the secondary education sub-sector expanded, largely as a result of the establishment of community secondary schools. But the expansion has been inadequate to meet the demand for secondary education and the quality of secondary education provided remains very poor, adversely impacting on the skill levels of the working population. To address the serious access, quality and equity issues in secondary education, the Government formulated the SEDP, a 15 year programme, of which the first phase was SEDP I of (2004-2009).

As regards the implementation of the SEDP I, there was a major shortfall in failure to establish a core team at the MOEVT to guide and coordinate the devolution process in cooperation and consultation with other selected capable individuals in MOFEA, PMO-RALG, and secondary schools with specific responsibility to provide transformational leadership capabilities and dedicated to ensure effective achievement of the objectives and milestones of the devolution plan.

This core team should have been given the legal mandate, authority, responsibility, and accountability for resources allocated for the implementation. The core team and

their support staff all the way down to the school heads level should ideally consist of individuals with transformational leadership skills. The team should have been tasked with the development of a strategic plan for implementation of devolution in community built public secondary schools countrywide, based on the SEDP and in consultation with representatives of all other stakeholders in the education sector.

No specific organizational structure was established for this, and it was assumed the responsibilities would be shouldered in the various offices within the existing centralized, amorphous and bureaucratic structures in these ministries. Gershberg and Winkler, (2004), emphasize that best practice in decentralization of education calls for the Ministry of Education to be re-structured to support the decentralization process, otherwise it would tend to fight, slow down or derail the process to retain their original role.

This need to have a core team and specific organizational structure to manage the implementation of devolution in secondary education administration and management was once again overlooked when the review of SEDP I, the development of SEDP II (Environmental and Social Management Framework) and SEDP II (Final Draft) were being undertaken in March-June 2010. The only observations made on improvement of management efficiency and good governance in the review of SEDP I was in respect to ‘improved accountability of all actors in accordance to the public service framework; implementation of open performance review and appraisal system (OPRAS) at all levels; and regular review of human resource for improvement’ on implementation of SEDP II.

It was then recommended that ‘SEDP II will be implemented by several stakeholders, including: the MOEVT); PMO – RALG; Regional Secretariats; Local Government Authorities (LGAs); Ward Level officers; School Boards and School Management Teams; Non-State Actors; and, Development Partners. The document proceeds to state that ‘With the decentralization of the management and administration of secondary schools, the roles of these actors have been revisited, clarified and delineated at all levels. Follow up and supervision activities will continue within the Government structure to unblock any bottlenecks that may arise in the course of the implementation of the Programme’. The need for a strategic intervention was once again overlooked, and it is hoped that this will be embraced and the Government develops a plan for implementation of SEDP III (2015-2020).

The operational efficiency of the administrative organization of Tanzania education system is constrained by top down-planning, poor reporting arrangements and excessive workload for senior ministry officials (Kiwia, 1994). Despite several attempts to improve the administrative structure to facilitate easy delivery of services, the structure has hitherto remained a great barrier to the effectiveness of the education system in Tanzania. Several Government efforts to this effect have had implications on the administrative structure.

Kiwia (*Ibid*) asserts that the main problems in the administrative organization of the education system in Tanzania include the lack of detailed and adequate planning mechanism, poor reporting arrangements leading to excessive workload for the Commissioner for Education, and the under-estimation of the importance of some sections. The roles of institutional heads need to be defined and strengthened in order

to ensure effective monitoring and supervision. Unbalanced workload, poor reporting arrangement and simplicity of the administrative structure compounds the problem.

As recommended by Kiwia (1994), to make the administrative structure more effective, the Department of Educational Planning should work with sub-plans from units, sections, departments, and not vice versa. This would capture the innovativeness, responsibility and accountability of the personnel in the grassroots units, section or departments. This approach will promote planning from below 'bottom-up' rather than the 'top-down' approach which overlooks creativity and innovativeness.

As observed by Capuno, (2009), regarding implementation of devolution in educational management in the Phillipines: it pays to first be strategic rather than tactical; bottom-up planning is better than top-down planning; it is essential that the right functions, roles and responsibilities are assigned to the right persons involved in managing the devolution process, and that all such persons be provided implementation framework, standards, manual that will detail operational guidelines to all offices. Assignment of functions and responsibilities must also be clear and not overlapping.

Nguni, (2005), asserts that the implementation of reforms in the education sector in Tanzania requires the formation of new decision making structures at school level that are accompanied by new processes and ways of working. The boards and school management teams in the IMC were never restructured, reconstituted and developed to handle new tasks that come with devolution, such as planning, budgeting,

monitoring and evaluation, performance management and appraisal. Parental participation and involvement and empowerment are essential to good governance. It is very crucial that school heads are prepared up-front of devolution, and re-trained on the pre-requisite and desirable leadership styles for change-management for successful implementation. There is no evidence that this ever happened in community built secondary schools within the IMC.

Given the fact that one of the key achievements of SEDP I was the near 300% increase in enrolment of students in secondary schools and a near 600% increase in enrolment for the CSEE, inadequate thought and consideration was given to, besides the other resource requirements, the necessary rapid training, recruitment and retention of sufficient numbers of high quality teachers to support this sharp increase in service requirement over the period 2004-2010, resulting in the adverse teacher; student ratios, low quality of teaching and learning. Lastly, there should have been a plan for restructuring and capacity building in all the Local Government institutions in their preparation to take over the task of administration and management of secondary schools in a devolved structure.

As regards financial resources, the concerted effort by the Government in increasing budgetary allocation to the education sector from 18.5 percent in 2009/2010 up to 23% in 2013/2014 is commendable (cf. 10.5% in 1997/1998), as this is consistent with the country's strategies for reducing poverty as the programme will support the quality of life and social well-being, which is second cluster of the National Strategy for Growth and Reduction of Poverty (NSGRP) (2005-2010). The NSGRP, which is widely known by its Swahili acronym of MKUKUTA, is the current framework for

economic and social development in Tanzania. The NSGRP is committed to the Millennium Development Goals (MDGs) and seeks to reduce poverty by focusing on the following three clusters: first, growth of income and reduction of poverty; second, improvement of quality of life and social well-being, and third, good governance. The ESDP (comprising the PEDP and SEDP) was the education sector's response to the Government policy of poverty reduction.

In recent years, the Government has made a concerted effort to improve the MOEVT and education sector budgetary allocation as a percentage of total Government budget. The budget allocation to Education Sector is being enhanced annually in order to ensure better delivery of education and training services in terms of school infrastructure, teaching and learning materials as well as motivation to teachers (MOFEA, 2011). Sector's allocation increased from Tshs 1,761.8 billion in 2009/2010 to Tshs. 2,227.3 billion in 2010/2011. In this regard, education sector allocation was 19.2 percent of the total Government budget compared to 18.5 percent in 2009/2010.

In 2011/12 the funds allocated to education increased by 10 per cent, despite its decrease in share of the total Government budget by 1.38 per cent from 18.9 per cent in 2010/11 to 17.52 in 2011/12. Higher Education sub-sector allocation recorded a percentage increase in budget allocation from 23.9 per cent in 2010/11 to 25.00 per cent in 2011/12. The rest of the education subsectors recorded a downward trend in terms of percentage. However, financing performance over the past few financial years show that there is a big gap between budget estimates and actual disbursements.

In the 2013/14 financial year budget (MOFEA, 2013), the Government has allocated 2.89 Trillion to the education sector which is 23 per cent of the total national budget (the biggest portion). In FY 2012/13, the allocation share to the education sector, increased by 3 per cent from 20 per cent to 23 per cent. The primary education sub-sector has the highest allocation with 55.8 percent (Tshs. 1.6 Trillion) of the total education sector budget, followed by tertiary and higher education with 24.9 per cent (Tshs. 720 Billion) and secondary education with an allocation of 17.6 per cent (Tshs. 510 Billion). Teachers' education was however only allocated 1.6 per cent (Tshs. 47 Billion).

During this financial year, the Government's priority will be in improving the quality of education at all levels, but particularly in the areas of research, vocational education, health, science and special skills to meet the demands of the energy and mining sectors. The cost of SEDP I was 1.4 Trillion and full implementation of SEDP II is expected to cost Tshs 3.0 Trillion over five years (2010 to 2015). However, approximately Tshs 1.6 Trillion (52.5%) of this budget is required for teachers' salaries (MOEVT, 2010).

The major constraint has been insufficiency and delayed disbursement of funds to finance the programmes, and the funding gap has been rising. According to an appraisal by the African Development Fund (ADF), (ADF, 2007), there has been a consistent and rising underfunding of the SEDP over the years, resulting in implementation shortfalls, and this is still anticipated in the coming years. The findings of the ADF indicate that the under-funding of SEDP has had an inevitable adverse effect on the provision of school infrastructure, teachers and educational

materials. In the face of high enrolment growth, the consequences for the quality of secondary education in terms of insufficient classrooms, lack of science teaching facilities, and a shortage of teachers and teaching materials are both apparent and serious. The Government invariably accepts the fact that it has the obligation to provide education to its citizens, but the financial resources available for that purpose have never been commensurate with the requirement of the populace that is entitled to education (Mapima, 2008).

As observed that from experiences of devolution of education in various countries globally (Gershberg and Wrinkler, 2003) the design of financial systems and effectiveness of financial transfers are critical in the determination of the level of equity and efficiency of implementation. Increased use of capitation funds from central to local Governments and schools is desirable, but more effective if released in adequate quantum and on a pre-determined regular basis.

As reported in the report on SEDP I, (MOEVT, 2010), and the findings of this study, it is clearly evident that the budget for funding the SEDP II is inadequate and there has not been any deliberate effort by the MOEVT, MOFEA and PMO-RALG to undertake a financial appraisal to determine the exact requirement for successfully implementation of devolution of the administration and management of community built public secondary schools. Based on the outcome of this appraisal, a dedicated financial budget should have been prepared and its allocation clearly stated in the financial years from 2010/11, to 2014/15 Education Sector/National Budgets to drive the implementation of the devolution successfully.

In IMC insufficient financial resources to fund implementation adversely affected the provision of the requisite infrastructure (classrooms, laboratories, libraries and offices), hardware (desks, computers and laboratory equipment), learning materials (text and exercise books etc), human resources and associated software to sustain quality levels during the implementation of devolution in administration and management through the SEDP. Had a proper strategic plan for implementation of SEDP been developed, this would have addressed all the key resource requirements to support successful implementation of the devolution.

5.2.3 Effect of Devolution on the Quality of Education

On the third question regarding the effects this has had on these secondary schools, the poor implementation of devolution of administration and management of community built public secondary schools within the IMC has adversely affected learning and teaching quality, with a consistent downward trend in academic performance as evidenced by the results of the CSEE over the last five years, 2012 being the worst year ever so far identified. The Government efforts to improve equitable access to quality secondary education through implementation of the SEDP is fully appreciated, but this should not have been at the expense of the parallel priority to institutional development to improve sector management and strengthen implementation capacity at the Local Government and school levels.

In their review of the impact of decentralization on schooling effectiveness, and in respect to quality-quantity trade-offs, (Behrman, Deolalikar and Soon, 2002) observed that a trade-off may exist between allocating resources towards providing broad access to education and improving the quality of existing ones. Thus, in

economies where both access to, and quality of, education are both problems, should resources be expended on setting up schools in remote regions or on, say, improving the quality of education in existing ones? Some researchers argue that the trade-off is only apparent because setting up schools, without paying careful attention to educational quality encourages high drop-out rates and grade failures, thereby leading to a failure to increase access to education in a meaningful way. This concurs with the findings of this study as regards the implementation of SEDP, but this could be attributed more to the management of the change process as opposed to devolution in management.

In a review of educational decentralization in the Asia-Pacific region, Le Thu Huong (UNESCO, 2012) states that there is little evidence to show that the devolution of education management to Local Governments in Asia had a positive, independent impact on student outcomes. There is, however, growing evidence from impact evaluation of programmes in several countries around the world that privately managed schools or community-managed schools obtain better student performance, controlling for other variables, than do traditional Government schools.

The single most important body of research with regard to evaluating education decentralization, is PISA (Programme for International Student Assessment), an OECD countries initiative that measures 15 year olds' reading, mathematics and science literacy. Studies using PISA data for 2000, 2003 and 2009 consistently show that the extent to which schools influence staffing decisions is positively related to student learning, controlling for other variables. In addition, the positive effects of school autonomy are larger for the most disadvantaged students.

It was further established through several studies (Winkler and Yeo, 2007) analyzing how decentralization variables may affect student performance on international tests, using institutional settings information available from 39 OECD countries that has further been established that improvement in student performance can be explained by educational standards, curricula design, and size of school budget being set at the central level; personnel-management and process decisions being made at the school level; and administration of education being managed at the intermediate level. It was also found that test scores are higher when schools manage their own budgets and recruit and select their own teachers, but there is no impact on test scores when schools fire teachers and control teachers' salaries. However, test scores are also higher when education ministries set central examinations and determine the curriculum. Furthermore, there is an improvement in student performance when teachers make decisions individually, but not through a teachers union, on class supplies and textbooks.

Experiences from the Asia and the Pacific-rim countries indicate that with proper implementation, decentralization of education management can offer a solution to some problems in education, if the opportunities it creates are taken advantage of. Winkler and Yeo, (2007), state that in their evaluation of a number of studies across several countries and two decades, education researchers have identified the characteristics that highly effective schools have in common as listed hereunder:

- (i) Achievement, orientation, high expectations;
- (ii) Educational leadership;
- (iii) Consensus and cohesion among staff;

- (iv) Curriculum quality/opportunity to learn;
- (v) School climate;
- (vi) Orderly atmosphere;
- (vii) Effective orientation and good internal relationship;
- (viii) Evaluative potential;
- (ix) Parental involvement;
- (x) Classroom climate and;
- (xi) Effective learning time.

They further state that decentralization, especially manifested through school autonomy, has the potential to affect several of the characteristics of effective schools:

High expectations: By empowering parents and giving them information about the school's performance relative to national standards or benchmarks, decentralization may increase parents' participation in school governance, raise their expectations of school performance, and lead to increased pressure on teachers and schools to perform.

Educational leadership: School autonomy gives headmasters and school administrators the tools and the responsibility to effectively lead the school. Headmasters can encourage school-based reform when they display good leadership and receive sufficient training to lead and manage the school community and, especially, the teachers.

Consensus and cohesion: School level decentralization is often accompanied by policies requiring teachers, parents, headmasters and administrators to jointly prepare school improvement plans, with grant funding provided on a competitive basis by the education ministry. The joint preparation of school improvement plans can create a shared commitment to raise quality as well as incentives to work together to implement it. Teachers who shirk this duty may face disapproval from their colleagues.

In addition, the increased power given to headmasters under decentralization gives them the opportunity, if not the obligation, to develop a vision and mission for the school that is shared by the teachers, students and the community. Under school autonomy, headmasters often acquire increased management powers to recruit, select, monitor, evaluate, and train teachers and to use the school's discretionary monies to fund that training. This combination of new powers allows headmasters to select teachers who share values and a common vision for the school's development. They also provide incentives for teachers to improve their classroom performance.

Parental involvement: Decentralization often promotes both the formal and informal participation of parents in the school. Formally, parents participate in meetings to select their representatives on the school management committee. Informally, parents are encouraged to donate money to the school, gaining a stronger interest in monitoring its finances and becoming more involved in their children's education. Involving parents more directly in the education of their children may also lead to changed behaviour in the home, resulting in parents more closely monitoring their children's study habits.

Effective learning time: Decentralization is unlikely to have a large impact on how teachers use classroom time, but it can have an important effect on teacher attendance. Teachers may be pressured by parents to reduce their absenteeism from the classroom and parents may play a role in monitoring teacher attendance.

A wide range of literature discusses the pros and cons of decentralization, but few evaluations have been carried out to show the causal impact of national-level school decentralization programmes on educational quality. Between 1992 and 1994, Argentina decentralized educational services by giving provincial Government the authority to manage secondary schools with the objective of increasing efficiency. This example of devolutionary decentralization involves transferring budget, personnel, and many other important decision-making authorities from the national Government to the provinces. Galiani and Schargrotsky (2002) examined the causal effect of secondary school decentralization on educational quality as measured by Mathematics and Spanish standardized tests administered by the National System of Educational Quality Evaluation (SINEC).

Due to limited data availability and the simultaneous transfer of responsibilities between levels of government, it was not possible to measure the impact of decision-making authority on the quality of education. In order to estimate the effect of education decentralization on the quality of education, the authors compared the change in the average test scores of students in federal-administered schools (i.e., treatment group) to the change in the average test scores of students in schools always administered by provincial Government (i.e., control group). In general, controlling for other variables that could affect test outcomes, such as household real

income, teachers' wages, unemployment rates, and provincial inequality measures, they found that secondary school decentralization improves student performance.

Although bringing decision-making authorities closer to clients may generally yield positive results, Galiani and Schargrodsky (2002) found that the advantages of decentralization may be weakened when local Government's lack technical capabilities. The analysis shows that the effect of decentralization on test scores is positive and stronger in provinces that are fiscally better managed. On the other hand, the effect can be negative for schools located in poor and badly administered provinces, as measured by fiscal deficits. In fact, results show that schools located in provinces with fiscal deficits performed worse than under centralization. Without taking local Government capacity into consideration, these results imply that decentralization can lead to an increase in regional inequality and fiscal instability.

The evidence to date on the impact of decentralization suggests that simply changing the organization of education creating school councils or moving responsibilities to local Governments has little, if any, impact on the delivery of education. It is the exercise of new responsibilities that has an impact. The effective exercise of those responsibilities may be dependent on the training and existing capacity of school personnel. There is consistent evidence of the positive impact of giving schools budget authority and of involving parents in school governance. The magnitude of the impact, however, depends on the details: the scope of budget authority, the type of training to manage funds, and the degree of parental involvement. There is also evidence that Central Government education ministries have important new roles to play in decentralized systems: setting standards, managing national examinations,

and disseminating information to beneficiaries, which are positively related to school performance.

Whereas devolution of the administration and management of community public secondary schools may not have a very large impact on students' examination results, it can improve access of to education as it enable diversification of education service provision to meet the needs of the communities in local Governments Wrinker and Yeo, (2007). Also, movement of decision making to the schools and high involvement of parents in school operations, devolution can help them improve efficiency in education systems by reducing delays in decision making, staff management and processing/releasing payments to supplies of goods and services.

5.2.4 Implementation Challenges

On the fourth question, the major challenges the experiences during implementation of devolution of administration and management of community built public secondary schools in IMC through the SEDP I and SEDP II were:

- (i) Lack of a strategic implementation planning and coordination;
- (ii) Absence of a dedicated organizational structure and management team;
- (iii) Inadequate budget allocation;
- (iv) Insufficient and erratic fund disbursement;
- (v) Poor coordination, monitoring and evaluation;
- (vi) Non-involvement of the whole spectrum of education stakeholders in the process and;
- (vii) Lack of capacity building in Local Government and at schools in preparation for new responsibilities in a devolved system.

This experience is not unique to the IMC, but may be the case in the other municipalities and county councils. On examination of six primarily rural sub-Saharan countries (Ghana, Mali, Nigeria, Tanzania, Uganda, and Zimbabwe, Naidoo (2002) observes that the stated reasons do not always reflect the real underlying rationales for decentralization. Education decentralization that is publicly advocated for to improve service delivery and local empowerment may actually be motivated by cost reduction or political control.

There is much discrepancy between the claims and practices of education decentralization. Naidoo (2002) further observes that core education decisions around curriculum, day-to-day school management, and organizational issues are hardly ever decentralized so as to encourage local community participation in decision-making. Macro-level economic and political context influence the implementation and outcomes of devolution. Devolution of authority to Local Government and local communities cannot succeed, unless all the education sector stakeholders internalize the objectives, benefits and responsibilities involved.

Decentralization reforms that change the distribution of power, authority and resources often meet great resistance than those that re-assign administrative responsibilities alone. Devolution of power to lower levels of Government and local communities may be more rhetoric than reality. Appropriate organizational structure, technical capacity, and resources to implement decentralization policies are necessary, as are political goodwill and congruency between 'bottom up' and 'top-down' principles.

5.3 Conclusions and Recommendations

To address the inadequate provision of educational services in the country, the Government of Tanzania formulated a policy framework, outlining the policies and strategies for the development of the education sector, and also developed an Education Sector Development Programme that translates the priorities in the policy framework into an implementation plan.

For devolution of administration and management of the community built public secondary schools to be effectively implemented, there is need for the Government to intervene now, undertake a ‘half-way’ or ‘mid-term’ management audit of SEDP II and develop a comprehensive strategic implementation plan for execution through the commencement of and up-to the end of SEDP III in 2020.

One of the key factors that adversely affected successful implementation of SEDP was the absence of a core team dedicated to manage the process, and accountable to the Education Sector Development Committee (ESDP) consisting of Permanent Secretaries from MOEVT, MOFEA and PMO-RALG. It is prudent that the Government discard the current amorphous and non-specific organizational structure and adopts a structure led by the core team, who should be given mandate, authority, responsibility, and made accountable for implementation of devolved administration and management of secondary education through the SEDP. This team should spearhead the development of the strategic implementation plan for the remainder period of SEDP II and the whole of SEDP III, and must involve critical and effective stakeholders drawn from the MOEVT, PMO-RALG, Municipal/County Councils, headmasters/mistresses of secondary schools, education sector NGOs and parent

representatives. An appropriate management structure should be designed based on the strategic implementation plan, and suitable staff appointed from the various Central and Local Government, as well as from the private sector to inject some effectiveness.

The Local Government (Municipal and County Councils) structures are still based on the centralized administrative principle. They should be re-structured so that they are based on five fundamentals: devolution of power; decentralization of administrative authority; de-concentration of management functions; diffusion of power-authority nexus; and distribution of resources to the council level. They should be re-engineered to ensure that the genuine interests of the community are served and their rights safeguarded. A coherent integration of these principles and application in various sectors is however, a major challenge.

For the implementation to be even more effective, it is recommended that a deliberate effort is made for capacity building of relevant staff in local Government, municipalities and county councils, secondary schools and at the community level for all those who will be involved in the process.

Another key factor that derailed the implementation of SEDP is inadequate budgetary allocation and ineffective funds disbursement. To overcome this, detailed resource requirements and a financial plan based on the strategic plan and implementation framework should be drawn, and funds sourced up-front. In respect to funds sourced from central Government sufficient budgetary allocation should be made in the education sector component of the national budget for each financial

year from 2013/14 up to 2019/20. Funds from donors should be sought up-front and in a systematic manner to ensure continuous flow. Local Governments should also be directed to make specific provisions in their budgets to contribute to the devolution fund. Parents should also be mobilized to make special contributions to the fund through school fees payments. It is recommended that monitoring and evaluation be undertaken by the project management function of the implementation team on a monthly basis, and progress reports submitted and presented to the ESDP with copies to the ministers of the PMO-RALG, MOFEA and MOEVT.

5.4 Future Research

Having made these conclusions and recommendations with regards to the devolution of administration and management of secondary schools in the IMC, and Tanzania by large, how then can we learn to design and implement decentralization to positively impact on improved education service delivery?

Does decentralization lead to improvements in quality, fairness, or efficiency in the delivery of instruction? This question is foremost in the minds of educators. The evidence to date provides few answers to this question. One reason for this lack of resolution may be the political nature of decentralization reforms. The proponents of reform want them adopted and implemented but not necessarily evaluated. Thus, even when a developed country like New Zealand adopts decentralization reform policy, the policy change is not accompanied by any systematic effort to evaluate its effects.

Another reason lies in the comprehensive nature of decentralization reforms, especially with regard to devolution. When a reform is implemented everywhere

simultaneously, there is no possibility of adopting a rigorous evaluation research design. Compared to devolution, there is better information on the effects of delegation on schooling outcomes. Evaluations of large-scale school autonomy policies in Government financed community-managed schools in El Salvador and charter schools in Nicaragua show delegation has small but positive impacts on parental participation, teacher and student attendance, and learning.

The evidence seen in various references used in this study suggests that to date, decentralization and, especially, school autonomy can improve the delivery of schooling, with some risk of increased inequality of outcomes. However, not enough is known about how to best realize this positive potential of decentralization, especially in poor countries and for poor communities.

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APPENDICES

Appendix 1: Questionnaire and Interview

QUESTIONNAIRE FOR COMMUNITY BUILT SECONDARY SCHOOL TEACHERS

This questionnaire aims at soliciting information on the effects of devolution of the administration and management of Public community built secondary schools in Tanzania. The objective is to identify weaknesses that result from the devolution of the administration and management of Secondary schools to community levels. I will be grateful to you for your valuable contribution to this study by responding to this questionnaire. The Information you provide will be kept strictly confidential and will be used only for academic purposes without revealing who provided what information. Please be as frank and open as possible.

PART A: Individual particulars

1. Name of School

Put tick (√) in the box provided for the you're appropriate

2. SEX

MALE	
FEMALE	

3. Your AGE (Tick the appropriate range within your age)

Less than 19years	
20 – 29 YEARS	
30 – 39 YEARS	
40 -49 YEARS	
50 – 59 YEARS	
60 AND OVER	

4. How long have you been in this work Station?

Less than 1 year	
1 – 5 YEARS	
6 - 10 YEARS	
11 – 15 YEARS	
16 – 20 YEARS	
OVER 21 YEARS	

5. Level of highest of Education Attained

A LEVEL	
Dipl. Education	
Degree with Education	
Post Graduate in Education	
Master Degree in Education	
PhD	
Others	

TAKI D

Please read the statements bellow and indicate your level of agreement or disagreement with them by ticking (√) the appropriate box

1. The roles of the member of School management team are

S/n	Statement regarding you and your School	Agree strongly	Agree	No opinion	Disagree	Disagree strongly
		5	4	3	2	1
1	You fully involve in the decision making in the administration and management of your school.					
2	The school is level of performance is the result of dissatisfied teachers.					
3	You meet other staff frequently to discuss students' disciplinary matters.					
4	There is good cooperation between headmasters/headmistresses and teachers in the schools.					
5	All levels of staff play their roles in the devolution process.					
6	Teachers are involved in procurement of learning material and books.					
7	The headmaster/ mistress visit you when teaching and advise you.					
8	Your headmaster's Involvement is always appropriate.					
9	Your school's performance in non-academic matters is not impressive.					

2. To what extent do you agree with the following statements?

S/n	Statements	Agree strongly	Agree	No opinion	Disagree	Disagree strongly
		5	4	3	2	1
1	There is transparency in making decision recording funds allocated by the Government to community schools.					
2	The headmaster/mistress motivates teachers who work hard.					
3	There are no delays of money allocation to reach community schools from the Government					

3. To what extent do you agree with the following challenges experienced during the devolution of administration and management of community built secondary schools?

S/n	Statements	Agree strongly	Agree	No opinion	Disagree	Disagree strongly
		5	4	3	2	1
1	The problem of shortage of science teachers in schools is still affecting the performance of schools.					
2	There is bureaucracy in solving Teachers problems related to their needs and rights.					
3	Most teachers at your school still face shortage of houses.					
4	Running a school requires more funds than are being provided.					
5	Dependence on funds allocated by Central Government is not enough.					
6	Administrative and management responsibilities are transferred to the school levels with inadequate human resources leading to difficulties in managing the schools.					
7	Education facilities and reading material are inadequate.					
8	Long distances from the school affect students' progress.					

THANK YOU FOR YOUR PARTICIPATION

Appendix 2: Questionnaire for Students

This questionnaire is part of my research work on investigation of effect devolution of the administration and management of community built schools. I will be grateful for your valuable contribution to this study if you could take time to complete the questionnaire. The information you provide will be kept strictly confidential and will be used for the purpose of this study only. So you are requested to be as frank and truthful as possible. Kindly land me your cooperation.

Thanking you in advance for your cooperation for filling in this questionnaire.

PART A

3. Name of School

Put tick (√) in the box provided for the correct information

4. SEX (Tick v where appropriate)

MALE	
FEMALE	

5. CLASS (Tick where appropriate)

FORM	I	II	III	IV

6. AGE Put tick tick (√) where appropriate

14 YEARS	
15 YEARS	
16 YEARS	
17 YEARS	
OVER 17 YEARS	

PART B

1. How well do you discharge your responsibilities as the Head Prefect of your school

S/n	Statement of your responsibilities	Agree strongly	Agree	No Opinion	Disagree	Disagree Strongly
		5	4	3	2	1
1	Leading other students on various activities					
2	Playing a role model by following a school daily routine like attending classes timely <ul style="list-style-type: none"> • Punctuality 					
	<ul style="list-style-type: none"> • Proper Dressing 					
3	Allocating duties to Prefects					
4	Supervising other prefects					
5	Responding to teachers' directives promptly					
6	Developing and maintaining good relationship with Teachers,					
7	Good relationship with Headmaster/Mistress					
8	Chairing prefects' meetings					

2. To what extent are the following statements reflect the situation in your School?

S/n	Statement	Agree strongly	Agree	No opinion	Disagree	Disagree strongly
		5	4	3	2	1
1	The School has enough teachers for all subjects					
2	Shortage of science teachers negatively influence school performance					
3	Teachers are committed to teach students					
4	Students attend library regularly					
5	Parents generally make follow up of their children performance in school.					
6	The performance of your school is encouraging.					
7	The community schools are located too far from students' homes.					
8	Shortage of teachers houses result in some travelling long distances to school					
9	Chairs and desks are enough to every student at school					
10	Learning materials (text books and reference books) are available for all students.					

3. To what extent do you agree or disagree with the following statements in regard to your school?

s/n	Statements	Agree strongly	Agree	No opinion	Disagree	Disagree strongly
		5	4	3	2	1
1	Devolution has not resulted in improved students performance.					
2	Devolution has not resulted in improved teacher commitment.					
3	Devolution has not enhanced availability of resources.					
4	Students are not committed to their studies					

THANK YOU FOR YOUR COOPERATION

Appendix 3: Interview Guides for Director of Secondary Education in Tanzania

This questionnaire is part of my research work on investigation of effects of devolution of the administration and management of public community built secondary schools. The information you provide will be kept strictly confidential and will be used for the purposes of this study only. I will be grateful for your valuable contribution to this study if you could take time to complete the questionnaire.

Kindly be as frankly truthfully, and openly as possible.

Themes and Questioning

1.0 Factors hindering decision-making

1. What in your opinion is your understanding of the word devolution?
2. What are the reasons for devolution of secondary schools to Local Government and to communities?
3. How has the devolution been implemented generally?
4. What are your responsibilities in administration and management of community built secondary school?
5. How is the Regional Education Officer involved in decision-making and management of community secondary schools during devolution as a process?

2.0 Allocation of resources

1. How do you finance the community built Schools?
2. What were the resources allocated by the Central Government to council level and to schools during devolution for the financial year 2011/2012 like and what criteria were used?

3. Is the allocation of resources delivered indirectly through other organs? What are its effects?
4. What are the benefits or disadvantages for routing financial resources through other organs?
5. Are the allocated funds proportional to the needs of each district and school?
6. Are the allocated resources enough and released in time?
7. If the funds are not enough; how have the administrator? And management performed their duties in Secondary Schools?
8. How do you overcome the challenges related to limited resources?
9. How have resources affected school performance especially in the year 2012?

3.0 Challenges facing devolution

1. What are the challenges you have experienced in the process of implementing Devolution of the administration and management of the community built secondary schools in Tanzania?
2. In your opinion, do you think devolution of administration and management of secondary schools has improved the quality of education and performance of students in Tanzania? Please comment.

Thank you for taking your time to respond to my questions

Appendix 4: Interview Guides for the Municipal Education Officer

This questionnaire aims at soliciting information regarding the effects of devolution of the administration and management of public community built secondary schools. The information you provide will be kept strictly confidential and will be used for the purpose of this study only. So, please be as truthful honest and openly as possible. I will be grateful for your valuable contribution to this study if you could take time to complete the questionnaire.

1.0 A: Factors facilitating devolution

1. Do you know the main reasons why the Government decentralized the administration and management of secondary schools to local Government?
Please explain.
2. Do you know of any legal provision for the implementation of the devolution in the community built Secondary schools in Tanzania?
3. Are there any regulations for implementing devolution of secondary education administration and management in Ilala Municipality?
4. How relevant and useful are the regulations to the implementation of the devolution process?
5. What are your responsibilities in the administration and management of secondary schools?
6. What are the new challenges caused by devolution in the Ilala community Secondary schools?

B: Devolution of decision-making

1. What organ do you have for decision making in your District/ municipality?
2. What is the highest organ of decision-making in regard to secondary education in your District?
3. How many times does the organ meet in a year?
4. How are the schools represented in the municipal council so as to be involved in decision making?
5. Is it enough for the secondary school education officer to represent schools in the municipal council meetings?
6. From your own opinion, what should be done to improve the impact of devolution of the administration and management of community built of secondary schools in decision-making organs?

2.0 Allocation of resources to level of administration and management to school level

1. How are your municipal secondary schools financed?
2. What criteria have been using in allocating funds to your individual schools?
3. Are the school funds allocated at the beginning of the school year or not?
4. Have you delayed in the allocation and disbursement of school funds?
5. What has been its impact when funds are delayed? What are generally the causes of delays?

3.0 The challenges experienced during the implementation of devolution

1. What are the challenges which have been experienced during the devolution of the administration and management of community built and managed secondary schools?
2. What measures have been taken to overcome these challenges?
3. Do you think that such challenges still exist in management and administration of the devolved secondary schools? If so how can they be eliminated?

4.0 Performance of community public secondary schools

1. What was the performance of the Ilala community built secondary schools during the past two consecutive years? i.e. 2011 and 2012
2. What are the factors that contributed to such results?
3. Have you discovered students in your district, who cannot read and write, who joined form one in the year 2012? How did they get in and why?
4. How can you ensure that such a problem does not reappear in your municipal schools?

Thank you for taking your time to respond to my questions

Appendix 5: Interview Guides for Headmasters/ Mistresses

This questionnaire aims at soliciting information on the effects of the devolution of the administration and management of Public community built secondary schools. The information you provide will be kept strictly confidential and will be used for the purpose of this study only.

You are requested to be as honest, truthfully and open as much as possible.

Involvement in decision-making

1.0 Who is involved in decision making at your school? Please describe the process.

1. What are your major responsibilities in administration and management of your school?
2. How do you resolve students and teachers disciplinary matters?
3. Who is responsible in improving the quality of teaching and performance at your school and how?

2.0 The allocation of resources

1. What are the main financial sources for your school?
2. Do you think there is enough openness on how the funds are distributed from the Municipal Director to community built secondary schools? Kindly explain.
3. Are the funds allocated to your school packaged with directives from the source?
 - (1) How does your school manage to buy furniture, learning materials and stationeries for the school use? Who make the decisions in all these aspects?

3.0 What are the challenges that face you in the management of infrastructure including school buildings and equipments?

1. Does your school have enough teachers and for every subject?
2. Are the funds allocated to your school enough to run the school?
3. What was the academic performance of your school for O`level like in the years 2011 and 2012? What do you say about the results? What do you say about other school outputs and outcomes?

4.0 (a) How can you improve academic performance of your school?

(b) Do you have a problem of shortage of teachers and if so in what aspects and how are you going to solve the problem?

(c) Is there truancy problem at your school and if there is how are you going to deal with it?

Appendix 6: Interview Guide for School Board Chairperson

1.0 Factors facilitating Devolution of the administration of management of community Secondary Schools.

1. What are the roles of school board Chairperson to the school?
2. How many times does the School Board meet in a year?
3. How do you collaborate with the Head Master/Mistress of the school in the school management and administration?
4. What part do you play in the implementation of school development plan and budget?
5. How do you monitor the school construction projects?
6. How do you participate in decision making regarding the academic and other output and outcomes?
7. How do you deal with discipline matters for both students and school teachers?

2.0 Allocation of Resources

1. How do you get information regarding allocation of funds in your school?
2. Do you monitor expenditure of the funds allocated in the school? How?
3. Who is the overall in charge of management of the secondary school?
4. How do you get involved in generating solutions for the daily challenges at your school?
5. Apart from attending the scheduled School Board Meetings, how quickly can you make yourself available to attend problems at the schools?

3.0 The challenges experienced during implementation of devolution

1. What has changed as a result of devolution of the Administration and Management of public secondary schools in Ilala Municipality?
2. What challenges do you face in management of the school? And how do you deal with them?
3. What measures do you take to overcome these challenges?
4. How are you and members of your board remunerated?

4.0 Performance of community public secondary school

1. What were the school academic result and other School outcomes performance like for the previous two years?
2. What are your views about the performance of your School?
3. If the performance is not good what is the reason behind?
4. What is your opinion on how to improve the performance of your school?

Thank you for taking your time to respond to my questions

Appendix 7: Interview Guide for Ward Education Officers

1.0 Factors facilitating Devolution of the administration of management of Community Secondary Schools.

1. What are the roles of Ward education officer to the management of community built secondary schools?
2. How many secondary schools are in your ward?
3. Do you think it was wise to decentralize Secondary schools? Kindly explain.
4. Are you involved in development programmes and decision-making?

2.0 Allocation of Resources

1. What role do you play in security funds for schools developments?
2. Are the schools in your ward having enough teachers? If not do you participate to ensure school have enough teachers?

3.0 The challenges experienced during implementation of devolution.

1. What challenges do you face after the devolution of secondary schools?
2. What measures do you take to overcome the challenges

4.0 Performance of community public secondary schools.

1. What is your participation in improving academic processes in the secondary schools in your ward?
2. Are you satisfied with the performance of schools in your ward? Kindly explain
3. What do you think schools be done to improve performance in community built schools?

Thank you for taking your time to respond to my questions

Appendix 8: Levels of Performance: Selected Community Bult Schools in Ilala Municipality

LEVEL A: 2010

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
A1	188	04	12	17	61	94
A2	281	04	16	28	111	122
A3	122	01	00	01	34	86
TOTAL	591	09	28	46	206	302
AVERAGE	197	03	09	15	69	101

LEVEL B: 2010

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
B1	121	00	01	07	36	77
B2	116	00	01	01	14	100
B3	55	00	00	03	15	37
TOTAL	292	00	02	11	65	214
AVERAGE	97	00	01	04	22	71

LEVEL C: 2010

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
C1	187	00	01	12	79	95
C2	57	00	00	06	17	34
C3	65	00	00	00	13	52
TOTAL	309	00	01	18	109	181
AVERAGE	103	00	00	06	36	60

LEVEL A: 2011

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
A1	248	06	15	23	94	110
A2	297	03	05	27	119	143
A3	203	00	01	08	54	140
TOTAL	748	09	21	58	267	393
AVERAGE	249	03	07	19	89	131

LEVEL B: 2011

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
B1	166	00	01	03	76	86
B2	189	00	02	02	27	158
B3	159	00	00	00	19	140
TOTAL	514	00	03	05	122	384
AVERAGE	171	00	01	02	41	128

LEVEL C: 2011

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
C1	180	03	02	10	60	105
C2	108	00	01	05	19	83
C3	194	00	00	00	37	157
TOTAL	482	03	03	15	116	345
AVERAGE	161	01	01	05	39	115

LEVEL A: 2012

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
A1	257	01	19	15	108	114
A2	397	01	13	34	150	199
A3	95	00	00	04	25	66
TOTAL	749	02	32	53	283	379
AVERAGE	250	01	11	18	94	126

LEVEL B: 2012

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
B1	64	00	01	00	17	46
B2	125	00	00	02	24	99
B3	114	00	00	03	21	90
TOTAL	303	00	01	05	62	235
AVERAGE	101	00	00	02	21	72

LEVEL C: 2012

SCHOOL	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
C1	169	00	01	03	28	137
C2	32	00	00	00	04	28
C3	86	00	00	01	05	80
TOTAL	287	00	01	04	37	245
AVERAGE	96	00	00	01	12	82

SUMMARY OF AVERAGES

SCHOOL	YEAR	DIV I	DIV II	DIV III	DIV IV	FAILED
A	2010	03	09	15	69	101
B	2010	00	01	04	22	71
C	2010	00	00	06	36	60

SCHOOL	YEAR	DIV I	DIV II	DIV III	DIV IV	FAILED
A	2011	03	07	19	89	131
B	2011	00	01	02	41	128
C	2011	01	01	05	39	115

SCHOOL	YEAR	DIV I	DIV II	DIV III	DIV IV	FAILED
A	2012	01	11	18	94	126
B	2012	00	00	02	21	72
C	2012	00	00	01	12	82

SUMMARY OF THE CLUSTER PERFORMANCE

CLUSTER A / LEVEL A:

YEAR	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
2010	591	09	28	46	206	302
2011	748	09	21	58	267	393
2012	749	02	32	53	283	379
TOTAL	2,088	20	81	157	756	1,074
AVERAGE	696	7	27	52	252	358

CLUSTER B / LEVEL B:

YEAR	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
2010	292	00	02	11	65	214
2011	514	00	03	05	122	384
2012	303	00	01	05	62	235
TOTAL	1,109	00	06	21	249	833
AVERAGE	370	00	02	07	83	278

CLUSTER C / LEVEL C:

YEAR	CAND. SAT	DIV I	DIV II	DIV III	DIV IV	FAILED
2010	309	00	01	18	109	181
2011	482	03	03	15	116	345
2012	287	00	01	04	37	245
TOTAL	1,078	03	05	37	262	771
AVERAGE	359	01	02	12	87	257

Appendix 9: IMC Public Secondary Schools Performance in CSEE in 2012

Ser. No.	Centre No.	Centre Name	Registered	Absent	Sat for Exams	Withheld	No CA	No CD	Div. I	Div. II	Div. III	Div. IV	Total Pass	% Pass	% Pass (Div. I-III)	% Pass (Div. I-III)	Failed	% Failed
1	50208	KISUTU	231	2	229	0	0	229	4	32	45	96	177	77.29	81	35.37	52	22.71
2	50222	ZANAKI	328	3	325	12	0	313	2	27	53	155	237	75.72	82	26.20	76	24.28
3	50204	JANGWANI	298	0	298	4	0	294	8	43	56	113	220	74.83	107	36.39	74	25.17
4	51045	DAR ES SALAAM	319	6	313	11	0	302	4	25	29	159	217	71.85	58	19.21	85	28.15
5	50960	B.W. MKAPA	524	5	519	36	0	483	8	44	81	199	332	68.74	133	27.54	151	31.26
6	50147	PUGU	107	2	105	2	0	103	7	8	19	36	70	67.96	34	33.01	33	32.04
7	50101	AZANIA	454	5	449	7	0	442	27	66	50	153	296	66.97	143	32.35	146	33.03
8	52537	ILALA	258	1	257	0	0	257	1	19	15	108	143	55.64	35	13.62	114	44.36
9	52379	MAJANI	276	2	274	36	0	238	1	11	28	88	128	53.78	40	16.81	110	46.22
10	51241	JUHUDI	433	1	432	35	0	397	1	13	34	150	198	49.87	48	12.09	199	50.13
11	52761	KEREZANGE	41	1	40	3	0	37	0	2	7	9	18	48.65	9	24.32	19	51.35
12	51406	JAMHURI	256	3	253	6	0	247	2	12	18	86	118	47.77	32	12.96	129	52.23
13	52768	OLONGONI	246	2	244	29	0	215	0	7	13	76	96	44.65	20	9.30	119	55.35
14	51943	MAGOZA	263	7	256	37	0	219	0	2	9	80	91	41.55	11	5.02	128	58.45
15	52767	GEREZANI	172	2	170	8	0	162	0	3	8	54	65	40.12	11	6.79	97	59.88
16	52754	UGOMBOLWA	164	5	159	14	0	145	0	6	9	43	58	40.00	15	10.34	87	60.00
17	52766	KINYEREZI	386	5	381	44	0	337	1	0	9	110	120	35.61	10	2.97	217	64.39
18	52778	ABUUY JUMA	215	2	213	38	0	175	0	1	3	52	56	32.00	4	2.29	119	68.00
19	52756	VINGUNGUTI	158	3	155	17	0	138	0	0	1	43	44	31.88	1	0.72	94	68.12
20	52762	HALISI	105	2	103	8	0	95	0	0	4	25	29	30.53	4	4.21	66	69.47
21	52366	KIVULE	205	2	203	25	0	178	0	1	3	49	53	29.78	4	2.25	125	70.22
22	52769	ARI	156	0	156	18	0	138	0	2	6	32	40	28.99	8	5.80	98	71.01
23	52770	KISUNGU	130	2	128	9	0	119	0	0	3	32	35	29.41	3	2.52	84	70.59
24	53990	CHANIKA	119	4	115	26	0	89	0	1	2	23	26	29.21	3	3.37	63	70.79
25	52705	MNAZI MMOJA	136	3	133	28	0	105	0	3	3	24	30	28.57	6	5.71	75	71.43
26	54052	KITUNDA	70	1	69	5	0	64	0	1	0	17	18	28.13	1	1.56	46	71.88
27	52753	MISITU	332	6	326	30	0	296	0	4	8	71	83	28.04	12	4.05	213	71.96
28	51945	BUYUNI	269	8	261	25	0	236	1	3	5	55	64	27.12	9	3.81	172	72.88
29	52735	ZAWADI	181	4	177	14	0	163	0	0	6	38	44	26.99	6	3.68	119	73.01
30	52763	FURAHA	144	4	140	21	0	119	0	1	3	28	32	26.89	4	3.36	87	73.11

31	52779	ZINGIZIWA	117	1	116	17	0	99	0	0	2	23	25	25.25	2	2.02	74	74.75
32	52774	MSIMBAZI	160	5	155	41	0	114	0	0	1	27	28	24.56	1	0.88	86	75.44
33	52760	KINYAMWEZI	159	5	154	27	0	127	0	2	2	27	31	24.41	4	3.15	96	75.59
34	52758	MSONGOLA	148	15	133	23	0	110	0	1	0	24	25	22.73	1	0.91	85	77.27
35	52771	MCHIKICHINI	195	2	193	0	0	193	0	2	3	36	41	21.24	5	2.59	152	78.76
36	52775	SANGARA	152	5	147	33	0	114	0	0	3	21	24	21.05	3	2.63	90	78.95
37	51946	MWANAGATI	151	4	147	22	0	125	0	0	2	24	26	20.80	2	1.60	99	79.20
38	52776	MBONDOLE	228	6	222	57	0	165	0	0	2	31	33	20.00	2	1.21	132	80.00
39	52772	MCHANGANYIKO	180	2	178	9	0	169	0	1	3	28	32	18.93	4	2.37	137	81.07
40	52764	NYEBURU	187	2	185	26	0	159	1	0	3	26	30	18.87	4	2.52	129	81.13
41	51947	PUGU STATION	138	2	136	5	0	131	0	0	0	24	24	18.32	0	0.00	107	81.68
42	52777	NGUVU MPYA	208	5	203	40	0	163	0	0	2	26	28	17.18	2	1.23	135	82.82
43	54183	BINTI MUSA	148	3	145	4	0	141	0	0	0	23	23	16.31	0	0.00	118	83.69
44	52757	KITONGA	158	3	155	38	0	117	0	0	3	12	15	12.82	3	2.56	102	87.18
45	51680	MVUTI	43	2	41	9	0	32	0	0	0	4	4	12.50	0	0.00	28	87.50
46	52769	MKERA	145	0	145	49	0	96	0	0	0	10	10	10.42	0	0.00	86	89.58
47	52773	VIWEGE	109	6	103	17	0	86	0	0	1	5	6	6.98	1	1.16	80	93.02
OVERALL PERFORMANCE			9602	161	9441	965	0	8476	68	343	557	2575	3543	41.80	968	11.42	4933	58.20