



# The Education We Want

A Critical Analysis of the  
Education and Training  
Policy (ETP) 2014, Issues,  
and Recommendations

April, 2021





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## MESSAGE FROM THE BOARD CHAIR

Dear Friends,

This year, HakiElimu is celebrating 20 years of its commitment and desire to contribute towards making Tanzania an *Open, just, and democratic society with quality education for all*. In the past two decades, we have continued to generate evidence through research and policy analysis to engage and advocate for change in education in its broadest sense. Schooling is the most significant component of education for most of us, but it is not the only one. Informal and non-formal education are also important but have been largely neglected to the extent that many people feel that their education has ended once their formal education ends. That is why the focus of HakiElimu is to promote an approach of education that respects human rights and those of the whole community where all people belong, including the right of the citizens to participate in making decisions for the education they need, for their children but also themselves. In this era of social media saturation and unfiltered voices, the need for critical thinking promoted by education is needed now more than ever.

For 20 years now, HakiElimu has also stressed that real transformation in education must be driven by citizens at every level, from the community to the national. We have used the Friends of Education movement to empower citizens to transform education, raise their voices, especially from the poorer segments of society, so they can assume ownership of their development. Our experience of engaging with the community has shown that citizens are ready to create a difference in education and society by challenging all conditions and practices that produce inequality, injustice, discrimination, and lack of dignity.

Thirdly HakiElimu has emphasised that education means education for all. People, especially children, should not be marginalised for disability, hardship or other social factors. This requires not only measures to address the immediate challenges faced by different groups but to identify and address the structural factors that deprive many of education. HakiElimu's emphasis on research is one aspect of this emphasis.

In celebrating 20 years of significant progress and challenges, HakiElimu remains focused and adaptive in setting education agenda for equitable quality education for all. Grounded on researches, policy analysis, community engagement, and advocacy, HakiElimu has managed to impact the policies and practices of the government and other stakeholders in education in many ways. The Government has made significant strides towards increasing inclusion in education and promoting change towards a more relevant education. However, Tanzania is still facing several challenges in education hence the ongoing intense debate on the quality of education across all sectors of society but highlighted by the call by the late 3rd President of Tanzania, Benjamin Willian Mkapa in 2018 for an in-depth national dialogue in education practice and now by the decision of the Government to review and revise the current education policy.

It is fortuitous that this call for inputs into a new education policy coincides with HakiElimu's reflections on 20 years of work in the education sector. This report is a concrete contribution of HakiElimu to the ongoing debate on what is the best and more relevant education system for Tanzania in a rapidly changing world where the assumptions of yesterday threaten to adorn the dustbins of history. It addresses education holistically in all its aspects to ensure all enjoy their right to education. It provides a concrete analysis of the current policy and recommendations for the new one. In this way, it also encourages all other stakeholders, which include us all as we are all impacted by education, to provide inputs. One criticism of the previous policy was that it was not participatory enough in its formulation, hence some of its weaknesses. We hope that our contribution will be matched by many other contributions leading to the paradigm shift, which this report highlights as a condition to achieve inclusion, equity, and quality education.

**Richard Mabala**

# FORWARD

The Government of Tanzania announced the plan to review the Education and Training Policy of 2014 (ETP 2014) during the Annual Joint Education Sector Review meeting (JESR) meeting held in Dodoma from 23 to 25 September 2019. The Policy aimed to improve the quality of education through several measures, ensuring equitable education access to all with a major focus on inclusivity and relevant curriculum, making basic education compulsory and fee-free, reducing pre and primary education years to one and six, respectively. However, the ETP 2014 faced several challenges right from the onset. HakiElimu provided its position in 2015, indicating that the Policy is not adequately addressing key issues for relevant education. The review of the Policy was announced in 2019 and aims to address critical challenges noted in its implementation aligning them with the country's vision for quality education. According to Dr. Leonard Akwilapo, the Permanent Secretary in the Ministry of Education, Sciences, and Technology (MoEST), the Government has set the right conditions to enable a participatory policy-making process with all key stakeholders. MoEST is responsible for formulating a National Policy on Education.

HakiElimu recognises that an appropriate national education policy is important to achieve the intentions set out in Agenda 2063 and Sustainable Development Goals (SDGs) and the Continental Education Strategy for Africa (CESA). As an organisation dealing with policy and education research, HakiElimu feels obliged to contribute to the review of the 2014 ETP. Therefore, a deliberate decision was made to conduct an Education Policy Analysis (EPA) in 2020. The analysis was conducted by the Technical Policy Review Committee (TPRC) composed of experts in policy analysis and practitioners in different education sub-sectors. The analysis went further to look into other education challenges beyond the policy

The report offers insights into the kind of education required to prepare citizens to cope with the demands of the 21st Century and the complexity of the world. It identifies policy issues in 21 key domains covering a full spectrum of education provision. It makes several recommendations for an approach of education we want, based on the local reality of education in Tanzania, international experiences, and best practice from the high-performing education system of similar and different economic, political and educational contexts.

The focus of HakiElimu is not only to ensure all people enjoy the right to education but also to transform the education system. Therefore “**The Education We Want**” requires an approach of developing equity, creativity, and critical thinking to enable citizens to understand, discuss and search for solutions in the local and global context.

This report provides evidence-based contributions to the education policy analysis and review in Tanzania. We hope that the EPA output is an opportunity for HakiElimu to share its perspectives on what we need to consider in the upcoming policy for the education system to become an appropriate cornerstone for social justice.

**John Kalage**

**Executive Director**

## ACKNOWLEDGMENTS

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## ACRONYMS AND ABBREVIATIONS

<b>ACSEE</b>	Advanced certificates of Secondary Education Examination
<b>CA</b>	Continuous Assessment
<b>CCBRT</b>	Comprehensive Community Based Rehabilitation in Tanzania
<b>CDA</b>	Critical Discourse Analysis Model
<b>CIPP</b>	Inputs, Processes, and Product
<b>COSTECH</b>	Tanzania Commission for Science and Technology
<b>CSEE</b>	Certificate of Secondary Education Examination
<b>ECD</b>	Early Childhood Development
<b>EFA</b>	Education for All
<b>EFL</b>	English as a Foreign Language
<b>ESL</b>	English as a second Language
<b>ESR</b>	Education for Self-Reliance
<b>ESRF</b>	Economic and Social Research Foundation
<b>ETP</b>	Education and Training Policy
<b>FDC</b>	Folk Development College
<b>GDP</b>	Gross Domestic Product
<b>GER</b>	Gross Enrolment Rate
<b>HEI</b>	Higher Education Institutions
<b>HESL</b>	Higher Education Student Loans
<b>IAE</b>	Institute of Adult Education
<b>ICT</b>	Information and Communication Technology
<b>IMF</b>	International Monetary Fund
<b>ISCED</b>	International Standard Classification of Education
<b>KCMC</b>	Kilimanjaro Christian Medical Centre
<b>M &amp; E</b>	Monitoring and evaluation
<b>MDGs</b>	Millennium Development Goals

<b>MoEST</b>	Ministry of Education Science and Technology
<b>MOI</b>	Muhimbili Orthopaedic Institute
<b>NACTE</b>	National Accreditation Council for Technical Education
<b>NCERT</b>	National Council of Educational Research and Training
<b>NECTA</b>	The National Examinations Council of Tanzania
<b>NER</b>	Net Enrolment Rate
<b>NQF</b>	National Qualification Framework
<b>OPRAS</b>	Open Performance Review and Appraisal System
<b>OUT</b>	Open University of Tanzania
<b>PEDP</b>	Primary Education Development Programme
<b>PISA</b>	Programme for International Student Assessment
<b>PO-RALG</b>	Presidents' Office, Regional Administration and Local Government
<b>SACMEQ</b>	Southern and Eastern Africa Consortium for Monitoring Educational Quality
<b>SCERT</b>	State Council of Educational Research and Training
<b>SEDGs</b>	Socio economically Disadvantaged Groups
<b>SEDP</b>	Secondary Education Development Programme
<b>SQAF</b>	School Quality Assurance Framework
<b>SRHR</b>	Sexual and Reproductive Health and Rights
<b>STEM</b>	Science Technology Engineering and Mathematics
<b>TCU</b>	Tanzania Commission for Universities
<b>TEIs</b>	Teacher Education Institutions
<b>TETP</b>	Technical Education and Training Policy
<b>TIE</b>	Tanzania Institute of Education
<b>TIMSS</b>	Trends in International Mathematics and Science Study
<b>TLS</b>	Tanzania Library Services Board
<b>TPB</b>	Teacher Professional Board
<b>TPRC</b>	HakiElimu Technical Policy review Committee
<b>TRCs</b>	Teacher Resource Centers

<b>TVET</b>	Technical and Vocational Education and Training
<b>UNESCO</b>	United Nations Educational Scientific and Cultural Organization
<b>UNICEF</b>	United Nations International Children’s Emergency Fund
<b>URT</b>	United Republic of Tanzania
<b>VET</b>	Vocational Education and Training
<b>VETA</b>	Vocational Education and Training Authority
<b>WEO</b>	Ward Education Officer
<b>WOE</b>	Ward Executive Officer
<b>WyEMU</b>	Wizara ya Elimu na Mafunzo ya Ufundi

## EXECUTIVE SUMMARY

*The Education We Want* is a report of a critical analysis of the Education and Training Policy (ETP) formulated and adopted by the Government of Tanzania in 2014. The ETP 2014 aimed to guide education provision from pre-primary to tertiary levels along with vocational, non-formal, and special education sectors. Since its adoption for implementation, there has been a concern among education stakeholders that it does not meet the current demands of education and training in the country required to strengthen economic, social, scientific, and technological transformation.

Besides, the Policy has been criticised for its inability to address challenges related to access to educational opportunities and quality of education and training in the country while at the same time developing adequate and competent human resources to transform and sustain the country's development. These criticisms, among others, were well received by the Government, which resulted in the decision to review the policy. This review, therefore, comes as a contribution to the review process. The analysis contained herein addresses policy issues related to the Policy document itself and the implications of the statements about Policy implementation. The analysis has also highlighted a number of other critical issues that affect the education sector which needs to be addressed alongside with the Policy revision process.

The purpose of the analysis was to develop a document that would form a strong foundation for advising the Government and policymakers in the Policy review plan so that an appropriate Education and Training Policy is formulated, adopted, and implemented. The analysis was conducted by the Technical Policy Review Committee (TPRC) formed by HakiElimu, which comprised of experienced experts from education sub-sectors such as pre-primary, primary, secondary, teacher, technical and vocational, adult and non-formal, higher, and special needs. A comparative approach was adopted where policy documents from selected countries were consulted and compared for drawing lessons to improve the policy review process in Tanzania.

This report consists of five parts. The first and second parts present an introduction to the basic concepts, theory, methodology, and context used in the critical analysis of the ETP 2014. The analysis was guided by two models/theories, namely, Majone's Model (argumentation, persuasion, evidence) and Fairclough's Critical Discourse Analysis (CDA) Model. Majone's (1989) model was used because it emphasises that policy analysis involves argumentation and persuasion based on available evidence. This model, therefore, guided the team to find evidence for scientific argumentation and persuasion. On the other hand, Fairclough's CDA model provided tools for critical policy discourse analysis. These tools helped the analysts delineate the policy silences and the nature of policy discourses. The third part of the report provides the analysis findings in terms of the strengths and weaknesses based on the policy's organisation, structure, and content. Findings indicate that the ETP 2014 has the following strengths: First, the policy provides an assessment of the education sector (technical, higher, secondary and primary) situation at the time of its formulation and identified the major challenges for readers to understand the past, present, and the next direction that the policy would provide in terms of education development; Second, strength of the policy is derived from the merge of the Education and Training Policy (1995), the Technical Education and Training Policy (1996), Higher Education Policy (1999) and ICT for Basic Education Policy (2007). This forms a single Policy document that covers all education levels and sub-sectors, the promise which was not satisfied; Third, the Policy describes the importance of having a national education and Training Policy (Chapter 2 of the ETP 2014) and then provides the vision, mission, general objective and specifics of the Policy; Fourth, the Policy is well organised. It provides policy issues and short but precise description of the issue, followed by Policy objective for that issue, and the Policy statements; Fifth, the Policy provides a separate chapter for the relationship between the legal framework and the Policy itself (Chapter 4). The relevant Acts that would affect the implementation of the Policy are provided including the mention of the need for amendments to make the Policy work. However, they were not amended until now; Sixth, Chapter 5 of the Policy provides an institutional framework for implementation and evaluation.

However, these were not specified for each organ yet the general actors are provided.

Similarly, the analysis identified several weaknesses of the ETP 2014 that need to be considered when reviewing the Policy. The first weakness observed was the inconsistency between national philosophy and education and training policies. The other weakness was that it seems ETP 2014 was not based on adequate research evidence for each education subsector. Third, the Policy fails to provide directions for each of the problems raised, but it offers many promises that are difficult to implement. Fifth, from the view of the Incrementalism Theory, the ETP 2014 is less incremental as it differs significantly from its predecessor, the ETP 1995, and fails to assign responsibilities to specific education stakeholders to enhance accountability in implementation. Likewise, the Policy focuses less on adult and non-formal education, although they offer opportunities to increase access, equity, and relevant tailored education. Eighth, any education policy is supposed to be backed up by a legal framework for its implementation. However, the ETP 2014 was not followed by amendments of relevant Education Acts that were promised in Chapter 4. Ninth, the policymakers did not separate the content of the Policy documents in the relevant education subsectors/levels. Other weaknesses are the policy's reliance on quantitative data only, lack of a methodological framework for its evaluation, lack of strategies for its implementation, lack of emphasis on health, physical education, and sports, and over-emphasis on state dominance and centralisation rather than decentralisation in the provision of education. Finally, the analysis showed that ETP 2014 did not provide specific policy objectives for the different levels of education.

Besides, the analysis identified key policy issues that need to be addressed in the Policy statements compared to the practice in selected countries and research evidence. The policy issues covered the areas of the system and structure of education and training, schooling age, compulsory education, quality of the curriculum, teaching materials and aids, library services. Other areas are science and technology education, the language of instruction, student assessments and evaluation, access and equity, human resources, management and administration of the education and training sector.

The fourth part of the report provides key issues and recommendations required to shape the future of education and training in Tanzania through the upcoming education policy. Having identified the gaps in the Policy document and processes, the analysts provide recommendations for the upcoming education policy. The recommendations focus on the kind of education required to prepare citizens to cope with the dynamic and fast-changing world. The key issue is the provision of quality education at all levels of education. In this part, the report addresses key policy issues identified in 21 domains developed by HakiElimu that reflect the entire education sector in the country. A consideration of each policy issue provides a light on the outcome of comparative policy analysis conducted to provide further insights into the strengths and weaknesses of the ETP 2014.

It is our belief this report provides a comprehensive analysis of the country's education context and the required reforms in the education and training sector. We also believe that the report contributes to the understanding of education policy in Tanzania. The report is evidence-based, relevant in informing national policy-making and implementation processes and is intended to be a strategic tool that can assist the Government of Tanzania and key stakeholders in education to realise policy priorities. Moreover, the comparative analysis conducted concerning policy-making systems in selected African countries and beyond provide examples of policy initiatives that serve to contextualise and inform education policies in Tanzania.



# 1. Introduction

## 1.1 Background

In 2014, the Government of Tanzania finalised Education and Training Policy (ETP) 2014. It was inaugurated in February 2015 by the then President of the United Republic of Tanzania, His Excellency Dr. Jakaya Mrisho Kikwete. It was argued that the Policy provides “the direction for education and training in the country based on economic, social, scientific, and technological changes and challenges of education and training nationally, regionally and internationally (WyEMU, 2014 p. 7). Further, it was argued that the Policy would “increase the opportunities, efficiency, and quality of education and training in the country and meet human resource standards for a middle-income country by 2025” (WyEMU, 2014 p. 7).

Since its adoption in February 2015, ETP 2014 received severe criticisms from among the think tanks, teachers, researchers, and political activists (HakiElimu, 2015). More recently, the Government acknowledges that it is in the process of reviewing the Policy. Based on the Government commitment to review the Policy, and from the understanding of HakiElimu’s role as one of the important actors in the Policy process, the decision was made to conduct this critical analysis. The study aims to identify the Policy implementation processes, influences, strengths, weaknesses, and effects. It is meant to inform the ongoing review processes lead by the Government and offer contributions towards improving the policy so that a good policy is formulated, adopted, and implemented.

A critical analysis of the ETP 2014 was conducted through a research-based consultancy by a team of experts in education policy analysis and frequent discussions with the HakiElimu Technical Policy Review Committee (TPRC). The analysis identified several policy gaps in each of the policy issues described in the ETP 2014 document. The task involved critiquing the ETP 2014 and it does not develop or formulates a new ETP., Policies of other countries were used to compare and create lessons for Tanzania’s education policymakers and practitioners. The countries selected were the Republic of India, South Africa, Hongkong, and Ghana.

## 1.2 Policy analysis models

The critical analysis of the ETP 2014 employed two models: Majone’s (1989) and Fairclough’s Critical Discourse Analysis (CDA). The Majone’s (1989) Model focuses on the weaknesses of the Policy in terms of contents, structure, and implementation. In other words, we put bare its weaknesses in transforming the education sector. In the critique, we provide arguments based on the available evidence. The evidence we are using is from research findings, our own experience as education policy analysts, and other countries’ education policies. The arguments and the evidence we provide aim to persuade the Government’s education policymakers and practitioners to change their knowledge, interests, views, positions, beliefs, goals, and motivation in ETP making process. Box 1 presents Majones’s Model.

Majone's model for policy analysis involves *argumentation* and *persuasion* based on available *evidence*. Walton (2009) provides four tasks undertaken in argumentation: identification, analysis, evaluation, and invention.

- *Identification* is related to the premises and conclusion of an argument as found in a text of discourse.
- The task of *analysis* is to find implicit premises or conclusions in an argument that need to be made explicit to properly evaluate the argument.
- The task of *evaluation* is to determine whether an argument is weak or strong by general criteria that can be applied to it.
- The task of *invention* is to construct new arguments that can be used to prove a specific conclusion. An argument consists of the premise or claim, the factual evidence to support that premise or claim, and the conclusion.
- *Persuasion* is a process aimed at changing someone's beliefs, attitudes, intentions, motivations, or behaviors concerning an event, idea, or object, by using written, spoken words or visual tools to convey information, feelings, or reasoning, or a combination thereof (Gass & Seiter, 2010).
- *Evidence* is what a policy analyst uses to support or defend his or her argument, and only valid and credible evidence is enough to make an argument strong. In a nutshell, evidence comes from theory, statistics, examples, facts, expert opinions, indicators, judgments, and intuitions

### Box 1: Majone's Model: Argumentation, persuasion, and evidence.

Analysis of the ETP 2014 also employed the theory, principles, and methods of Critical Discourse Analysis (CDA) framework developed by Fairclough (1989, 1992, 2015). CDA is a blend of critical and post structural policy analysis approaches that are the current approaches to policy analysis and use qualitative data in texts and discourse (Anderson & Holloway, 2018; Ball, 1994; Fairclough, 2013). More specifically, the study used Huckin's (1997) model, which is, in a nutshell, a modified CDA Model. Box 2 presents tools for conducting CDA.

CDA model used six tools to conduct policy analysis. They include genre, framing, foregrounding, omission, and presupposition:

- Genre is about "how language accomplishes the goals of communication" (Miller, 1997, p. 5).
- *Framing* is "how the content of a text is presented, what sort of perspective (angle, slant) the writer is taking" (Huckin, 1997, p. 82).
- *Foregrounding* and its opposite, *backgrounding*, are related to how writers or speakers emphasize certain concepts (by giving them textual prominence) and de-emphasizing others.
- Omission, which is the critical form of backgrounding, which is *silence* in Foucault's words. The *omission* is a process whereby the writer or speaker completely leaves some aspects out of a text.
- *Presuppositions*, which are defined as the use of language in a way that appears to take certain ideas for granted, as if there were no alternative

### Box 2: Policy analysis tools

### 1.3 Methodology

A case study based on a Library literature review was taken as a primary point of departure. Pal (2005) provides two arguments for the relevance of cases as a good part of the backbone of policy analysis and research. First, a case provides a vehicle for fully contextualised problem definition. Second, case studies can illuminate policy-relevant questions and can eventually inform more practical advice in the real world of policymaking and implementation. Pal further argues that studying “a case is not to study a unique phenomenon, but one that provides insight into a broader range of phenomena” (p. 227). That means that ETP 2014 was studied as a unique education policy, but it provided insight into the broad phenomenon of education policymaking and implementation. Data for the study mainly was on the collection and analysis of policy documents.

### 1.4 The Report Structure

The report is composed of four chapters; of which the first Chapter provides the background, models for education policy analysis and methodology. The context of the review is discussed in Chapter 2. Chapter 3 presents the findings of the study and discussion. Chapter 4 provides evidence-based policy issues and recommendations in the 21 policy domains that reflect the entire education sector in Tanzania. Finally, Chapter 4 presents a conclusion and a way forward for a successful review and implementation of the Education and Training Policy.



## 2. Context of the Policy Analysis

This chapter provides an overview of the country context in which the education policy analysis has been conducted. Based on the UNESCO's (2013) model, the chapter addresses the key geographical, economic, and societal factors crucial in shaping education policy and reform. Next, the chapter examines the national vision and six key dimensions of the education sector in Tanzania: access, equity, quality, management, financing, monitoring and evaluation.

## 2.1 Analysis of the National Policy Context

The ETP 2014 was analysed by considering the extent to which it was designed in conjunction with other sectors' development policies. That is, the extent to which ETP 2014 considers and reflects Tanzania's geographic, demographic, economic, social, cultural, and political contexts. Strengths and weaknesses of the ETP 2014 in these variables were highlighted to improve, strengthened or corrected for future policymaking and implementation. The main areas of consideration are listed below.

### (a) Tanzania's Geographical and Demographic aspects

Analysis is concerned with the linkage of the ETP 2014 to Tanzania's geographic and demographic contexts. The analysis focused on how ETP 2014 has considered and reflects Tanzania's geographic and demographic characteristics. The issues under consideration in the analysis that may affect or be affected by education policy under consideration are:

- Population distribution in relation to geographic areas;
- The significant demographic changes that might have occurred in recent years and the future;
- The primary demographic (sex and age), socio-economic, ethnic, religious and linguistic characteristics of the population;
- The marginalised population groups and their level of participation in education, the obstacles they face in education;
- Geographic and demographic disparities and gaps in education.

### (b) Tanzania's economy

In this aspect, the analysis was concerned with the interactions between education and the country's economy. The main components here were changing production and employment patterns in social and production sectors. More specifically, analysis focused on main features of the current employment situation and effects they have on the ETP 2014; the impact of the expected change in national employment patterns in the future, and the way ETP 2014 needs to reflect such changes; the poverty rate, how it has changed, and the way ETP 2014 contributed to or been influenced, by such changes; shares of the education budget across the different education sub-sectors and as a percentage of the total Government budget and Gross Domestic Product (GDP); and the effectiveness of spending, transparency, and accountability in spending are key elements determining the value for money spent on education.

### (c) Society and culture

On the social and cultural aspect: the analysis focused on the many interactions between education and socio-cultural issues such as the effects of social structure based on income differences; ethnic, linguistic, and religious groups; and socially-deprived, marginalised, and vulnerable populations on education policy; the attitudes and values of social groups towards education, its priorities and how it is delivered; the influence of traditional cultural views on schooling in terms of access and participation (HakiElimu, 2019). Such views are often tied to the contents and methods of education, including the language used in teaching and learning; the problems and issues regarding education for disadvantaged social groups; kinds of cultural values and behaviours that have been negatively or positively influencing participation in education; the scale of such cultural influence and the way past and present ETP tried to address these social and cultural issues and needs; extent to which education has contributed to social mobility and reduction of social disparities; and the kinds of proactive social and education policies needed to address the remaining social inequality and cultural biases related to education

#### (d) The politics of the ETP making and implementation

This aspect of the analysis considers the ETP process as political. It considers how ETP making and implementation fits into overall national development policies and the political context. Specifically, the analysis considered:

- (i) The political and administrative mechanisms including the degree of decentralization of education policy-making, where and how decisions are made, the major players involved in the decisions, and their strengths and weaknesses, and possible future changes in politics.
- (ii) The extent to which education is prioritized as one of the major national development priorities as delineated in the key official policy documents and frameworks that define Tanzania's policy directions and development priorities.
- (iii) The major national development priorities, policies, and strategies and the extent to which they respond to current and expected future needs of the country and identify the major gaps and issues.
- (iv) How the ETP and other policies and strategies are developed by focusing on the degree of participation of the various education stakeholders.
- (v) The emphasis made on human resource development and education in the national development policies and strategies
- (vi) The national strategies to achieve the MDGs and EFA goals.

## 2.2 Analysis of the national vision, aspirations, and development priorities

A critical analysis of the ETP was made on how the national constitution, the legislation, other sectoral policies, strategies, and plans were considered and address the contextual issues, remaining gaps, and whether adjustments and new priorities can be introduced in the light of ongoing and future contextual changes. The focus was on:

- The National Constitution that provides a framework for education policy and outlines the Government's roles and responsibilities in education.
- Education legislation. The roles, and responsibilities of agencies, individuals, communities, and private providers, are often formalised in education legislation.

In these official documents, the analysis considered the extent to which the ETP 2014:

- (i) Was made based on evidence (evidence-based policy-making). Education policy decisions that are based on solid and reliable evidence is crucial not only for ensuring that policies are effective and efficient but also for ensuring that they are acceptable and implementable at the practical level;
- (ii) Is consistent with other policies, plans, and strategies. In the analysis, we will examine the consistency of these official documents and identify any conflicting priorities, and check whether there is any duplication and whether there are competing demands for resources and implementation capacities, and;
- (iii) Ensure balanced education subsectors so that expanding enrolment and completion in primary education accompanied by a commensurate expansion of capacities in the other education sub-sectors.

## 2.3 Considering each analytical dimension

Any education policy aims to enhance five key dimensions of the education sector and the system. These are access and equity, quality, management, financing, and monitoring and evaluation. These dimensions were used to review the ETP 2014. Specific issues considered for each of these dimensions are described as follows:

### (a) Access and equity in education

In terms of access and equity in education, analysis of the ETP 2014 focused on the extent to which the policy enables:

- (i) Adequate provision of education facilities to facilitate teaching and learning during the implementation of the ETP (this is access). For basic education, this can be measured by indicators such as the apparent intake rate and net intake rate, the gross enrolment ratio, the net enrolment ratio, and the age-specific enrolment ratio, and for secondary education by the transition rate.
- (ii) All categories of social groups have easy access to educational opportunities (this is equity). The equity analysis of the ETP considers issues of gender, administrative area; geographical location; socio-cultural groupings; income percentiles; education level; and type of providers. It will also consider any changes over time, such as past, present, and future trends.
- (iii) All categories of social groups to have full participation and receive equal benefits from education. Commonly used indicators include completion rates and graduation rates and student flow rates such as promotion, repetition, and drop-out rates. Additional indicators of survival, retention, cohort completion rates, etc., can be calculated based on these flow rates. And the internal efficiency of an education system can be measured in terms of the number of years taken by a child to complete a particular cycle or level of education.

### (b) The quality of education

In terms of quality, ETP was analysed using UNESCO (2005) Education Quality framework which focuses on context, inputs, processes, and outcomes. That is the extent to which ETP puts attention on these quality elements. Specific interest was made on evidence about deficiencies in education quality, the causes of such flaws, and commitment to remedy them.

### (c) The management of education, financing, monitoring and evaluation

The analysis focused on the management of the education sector, institutions, resources, efficient and effective implementation of programs, policies, plans, and curricula. Moreover, the analysis focused on how education institutions interacted to achieve a higher level of desired results, the way agreements are reached and decisions made, as well as the processes by which different stakeholders interact. In short, a focus was on adequate provision of education services, capacity to lead and to manage the education sector, transparency and accountability.

The analysis also considered financing wider sector policy aspect and an instrument to implement ETP because no policy can be implemented without financial resources. Three main dimensions of the financing were considered. They are availability and sources, equity in allocation from the central budget to various education subsectors, and efficient s utilisation. The analysis also considered the budget and actual expenditure.

Monitoring and Evaluation (M & E) is an integral part of ETP. It involves the compilation and analysis of information that enables ETP actors to learn from each other's experiences. This information indicates how to make improvements in policy and practices. The study focused on the extent to which ETP 2014 was monitored and evaluated, the purpose of monitoring and evaluation (whether there was the formative,

summative evaluation of the ETP), and the time for monitoring and evaluating summative evaluation of the ETP), and the time for monitoring and evaluating.

## **2.4 Considering each education subsectors during the analysis**

To facilitate easy analysis and comparison of education policy between Tanzania and other countries, the team adopted the revised education sector classification formerly developed by the International Standard Classification of Education (ISCED) (UNESCO, 2013). This classification was revised in 2011 by the UNESCO Institute of Statistics. ISCED divides the education sector into six (6) subsectors which interact and influence each other. They are early childhood care and education, primary education, secondary education, higher education, technical and vocational education and training, and non-formal education (UNESCO, 2013). In each education subsector, an analysis of the ETP 2014 and comparison with other countries focused on the following key issues. Access to quality education, quality education (inputs, process, and outputs), governance and coordination, financing. The analysis also considered cross-cutting issues of teacher policies, gender, sustainability, information, and communication technology (ICT) (UNESCO, 2013).



### 3. Findings of the Policy Analysis

In this Chapter, the findings of the Policy analysis are presented based on the education sector situation in Tanzania. It is based on studies conducted over the past ten years and prior, focusing on access, management, quality, pedagogy and evaluation. The situation in the education sector helped to measure the impact of the ETP 2014 implementation in transforming the education sector. This helped in the identification of the strengths and weaknesses of the ETP 2014. and will be used to inform future education policymaking, implementation and evaluation.

### 3.1 The Organisation Structure, and Content of ETP (2014)

In terms of its organisation, structure, and content, the findings indicate that ETP 2014 has the following strengths and weaknesses.

#### 3.1.1 The Policy strengths

The Policy provides an assessment of the education sector (technical, higher, primary, secondary) situation at the time of its formulation and identified the challenges as for the reader to understand the past, present, and the next direction the Policy would provide in terms of education development. The second strength of the Policy is that it merges Education and Training Policy (1995), the Technical Education and Training Policy (1996) High Education and Policy (1999), and ICT for Basic Education to form a single policy document that covers all education levels and sub-sectors. Third, the Policy describes the importance of having a national education and Training Policy (Chapter 2 of ETP, 2014) and then provides the vision, mission and general objective. Fourth, the Policy is well organised for it provides policy issues, followed by a short but clear description of the issue, followed by policy objective for that issue, and the policy statements. Fifth, the Policy provides a separate chapter for the relationship between the legal framework and the Policy itself in Chapter 4 of the document. The relevant Acts that would affect the implementation of the policy were provided including the mention of the need for amendments to make the Policy work. However, the amendments of those education Acts haven't been made till now. Sixth, in the Policy's Chapter 5 it provides an institutional framework for implementation and evaluation. However, these were not specified for each organ but the general actors are provided.

#### 3.1.2 Weaknesses of the policy

The following are the weaknesses of the policy in terms of its organization, structure, and content

##### 3.1.2.1 Consistency between national philosophy and education and training policy

Although it is argued that education and training policy in Tanzania rests on the pillars of Education for Self-Reliance (ESR) Philosophy, a critical analysis of policy objectives and statements indicates that the policy is limited in enhancing the objectives and values of ESR. This is clear in the policy document when policymakers state that:

*The basis for education and training will concentrate on providing a Tanzanian with a better child care foundation, ethics, skills, competence and enable them to become self-reliant. Education for self-reliance will continue to guide the provision of education and training considering changes that takes place in the society, politically, economically, scientifically, and technologically. (p. 19).*

The education sector policy in Tanzania has undergone a series of the landscape of transformation since the colonial period and after independence. Such transformations in education policy were reshaped by the existing national state philosophy and state ideology of the time. Thus, colonial education policy was framed to serve the interests of colonialists driven by capitalist industrial ideologies. After independence, much emphasis was made on Education for Self-reliance which served the interests of the socialist state ideology of the time. With the economic crises of the 1980s and 1990s, a remarkable shift in education policy was made to privatisation and market liberalisation that was backed up by the World Bank and IMF. Thus, it is clear that the 1995 Education and Training Policy rested on pillars of privatisation and market liberalisation ideologies. While the ETP 2014 is a review of the ETP 1995, it is unlikely that there is a return to ESR which is not supported by the current ideologies of privatisation and market liberalisation.

### 3.1.2.2 The ETP 2014 is derived from minimum research evidence evidence for each education subsector

One of the major weaknesses of the ETP 2014 in terms of content is that the policy may not have been an outcome of adequate research evidence conducted for each education subsector from pre-primary to higher education. In the contemporary world, most policy is supposed to be evidence-based (Cairney, 2016; Slavin, 2002; Wiseman, Whitty, Tobin, & Tsui, 2010). *Evidence-based education* policymaking is a paradigm by which education policymakers use empirical evidence to make informed decisions about education policy interventions. *Evidence-based* policy-making is emphasised over *opinion-based* policymaking. The following is the evidence for our argument. First, in several areas of the documents the policymakers used language such as “Tathmini imeonyesha kuwa...” and not research conducted by specific researchers. The use of such language hides important information for the stakeholders to assess the strength of the policy.

Second, the generalisation of the policy objectives and statements made throughout the Policy document for each policy issue is evidence that there was no adequate research for each education subsector that could have been provided to support decisions and alternatives. One could argue that the policy was made out of the Ministry’s office desks without prior consultations. In education policymaking, evidence can be generated from research reports made by higher-education agencies, evaluation or testing agencies, national statistics and/or research departments in the Ministry of Education, public and/or stakeholder consultations, think tanks/consultants, and trade unions/employers’ organisations (European Commission, 2017).

### 3.1.2.3 The ETP 2014 does not offer potential solutions to some of the problems raised

The ETP 2014 presents the persisting challenges of the education system in Tanzania in a way that suggests that, the policy statements to solve them would be designed and presented later in the document. However, reading through the entire document, one does not find solutions for each problem presented therein, but instead there are incomplete statements that do not assign tasks to specific education stakeholders responsible for the ETP 2014 policy implementation. Moreover, the list of challenges facing education provision which all required policy statements is not exhaustive. There is backgrounding of several other issues that required policy attention. For example, corruption, nationalism, school laboratories. School curricular emphasise the colonial legacy of education preparing individuals for employment rather than self-employment or employment creation.

### 3.1.2.4 The ETP 2014 contains full of promises that are difficult to implement

The Policy statements in the ETP 2014 have many promises, some of which lack strategies for their implementation and achievements. The political nature of the policymaking process is implied in the 2014 ETP document through the use of political discourses as indicated by concrete political issues (language in politics) or the actual language use of institutional political actors (the language of politicians). *Political discourses* can be read-off from the policy document. For example: *Serikali itabakikisha kuwa elimumsingi katika mfumo wa umma inatolewa bila ada.* (WyEMU, 2014, p. 24).

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The following observations can be made from such policy statements: First, the way the statement is framed, is as if fees are the only basic education costs. The Policy is silent on who will incur other costs of basic education. Framing the Policy statement in this way fails to provide demarcation of responsibilities between the Government and parents because educational costs are not limited to fees only. Many other costs are incurred as an educational investment. Second, the statement is prone to misinterpretation during the Policy implementation because there are multiple interpretations of policy discourses. If we can recall the events after the implementation of the *Fee-Free Education Policy*, we will agree on this argument. There were many

misunderstandings in schools on the interpretation of *Fee-Free Policy* because some school administrators continued to charge some costs to run their schools, assuming that the funds from the government would be inadequate. Besides, some parents who were able and motivated to contribute to their children's costs wanted to do so and were denied this right. Those who were not motivated to make some contributions were not even ready to pay the costs of stationery and meals for their children, assuming that the Government would bear the expenses. To them, fee-free means everything to be covered by the Government. Third, the statement does not put clear the cost-sharing policy between parents and the Government.

The suggested statement could be “Serikali itagharimia elimu ya msingi katika mfumo wa Umma bila wazazi kulipa ada. Hata hivyo, wazazi watalipia ...” In the proposed statement, the ACTION is clear “kugharamia elimu ya msingi”. Similar statements have dominated the policy document from the beginning to the last section. For example, consider the following policy statements as indicated in Box 3:

Serikali itahakikisha vyombo vya usimamizi na uendeshaji .....(WyEMU, 2014, p. 24).  
 Serikali itahakikisha matumizi zaidi ya Sayansi na Teknolojia ....(WyEMU, 2014, p. 30).  
 Serikali itahakikisha vifaa, nyenzo na zana stahiki .....(WyEMU, 2014, p. 31).  
 Serikali itahakikisha upatikanaji wa kitabu bora kimoja..... (WyEMU, 2014, p. 31).  
 Serikali itahakikisha kuwepo kwa miundombinu bora ....(WyEMU, 2014, p. 32).  
 Serikali itahakikisha kuwa huduma muhimu ..... (WyEMU, 2014, p. 33).  
 Serikali itahakikisha kuwepo kwa mazingira bora .....(WyEMU, 2014, p. 33).  
 Serikali itahakikisha kuwa lugha ya Kiswahili, Kiingereza ..... (WyEMU, 2014, p. 37).  
 Serikali itahakikisha maadili ..... (WyEMU, 2014, p. 51).  
 Serikali itahakikisha kuwa ..... (WyEMU, 2014, p. 54).

### Box 3: Policy promises

As said above, these policy statements look like an *election manifesto* that provides government promises, some of which may be difficult or impossible to implement. Ideally, public policy statements should be understood as “a set of objectives having dimensions and hierarchy” (Agnihotri, p. 414). These (horizontal) dimensions and (vertical) hierarchy are not recognized in most of the 2014 ETP statements. More specifically, based on the above observations, ETP 2014 has the following weaknesses which may have stemmed from the policymaking process:

1. Lack of standard approach or structure for documenting education policy. Thus, you will see that the structure of the 1995 policy document is different from 2014, 1999, 2007, and 1996.
2. There is a lack of a systematic procedure for arriving at an optimal set of policy objectives in a given policy area and identifying its dimensions and the hierarchy of its objectives;
3. Lack of explicit attempt to identify conflicts among various policy objectives;
4. Lack of a mechanism for measuring objectives through verifiable indicators. The main argument being made here is that these deficiencies in policy statements may contribute to failure in successfully implement, monitor, and evaluate the ETP 2014.

### 3.1.2.5 The ETP 2014 lacks incrementalism

According to Anderson “Incrementalism emphasises the plurality of actors involved in the policy-making process and predicts that policymakers will build on past policies, focusing on incremental rather than wholesale changes.” (Anderson, 2014). Based on incrementalism theory, a policy is supposed to be incremental to previous policy or policies. To be incremental means that it should consider some or all the aspects of the previous *four policies*. However, the ETP 2014 looks like a new policy document, while it was supposed to be a review of the 1995 ETP and the four other policies. It has dropped many components of the 1995 ETP, as discussed in subsequent chapters..

### 3.1.2.6 The ETP 2014 is too general on responsibilities for education stakeholders

Unlike the ETP 1995, ETP 2014 does not assign responsibilities to specific education stakeholders, such as the Government education agencies and institutions responsible for curriculum design, implementation, and evaluation. For example, the ETP 2014 does not consider the need to reform and expand curriculum design and development bodies (Tanzania Institute of Education -TIE) due to expansion of its functions after the reform in school and college textbook production policy from the private sector to TIE. Like the ETP 1995, ETP 2014 could have empowered TIE to reform the school curricula based on the changing historical, social, political, and economic contexts.

The ETP 2014 does not empower TCU, VETA, and NACTE in coordinating and controlling curricula for higher, vocational, and technical education. It could have assigned clear roles to each of these organs to coordinate and control the curriculum review process for the institutions under their jurisdiction. The autonomy of these organs is also provided in the law that established them. If the ETP 2014 could have provided for this autonomy, it could have been consistent with those laws. However, currently, this autonomy is not recognised because the law guiding ETP is outdated and inconsistent with those that established TCU, VETA, and NACTE.

### 3.1.2.7 The ETP 2014 places little emphasize on adult and non-formal education

The ETP 2014 focuses on delivering adult and non-formal education and not as a sub-sector that can potentially assist the country towards sustainable socio-economic development through learned people in different life stages, across various sectors of society. Recognising and supporting adult and non – formal education opens an opportunity for people of all walks of life (out of school children, overgrown children, young and old adults, women, prisoners, nomadic people, retirees, employed and unemployed) to access education to develop competencies and capabilities to exercise a degree of control over their own lives and the surrounding environment. Also, to take part in decisions that affect their lives; and envisage an alternative future for themselves, their families, communities, and the society in general.

More specifically, recognising and supporting adult and non-formal education is a strategy to ensure a lifelong learning society. The lifelong learning society makes learning (adult and non-formal education) part of citizens’ everyday lives. First, this strategy will allow people to obtain knowledge and skills and learn appropriate behaviours to improve understanding, attitudes, values, and competencies for personal development, spiritual, social, and economic well-being. Second, Adult and non-formal education allow those who could not, for any reason, access education and offer them an opportunity to learn and thus, improving equity and social equality. Third, adult and non – formal education ensure education for all. This will motivate positive changes in attitudes towards government intentions and convert national policy guidelines into sustainable actions at local levels.

### 3.1.2.8 The ETP 2014 not supported by the legal framework

The adoption of the ETP 2014 is not supported by state legal frameworks. While the existing laws were to be amended, this was not done until now. The ETP 2014 is therefore implemented within the contradictory old legal framework. In the fact, it seems both Policies of 1995 and 2014 are used as indicated in the Curriculum

for Primary Education Standard I-VII.

*The Curriculum for Primary Education was reviewed in 2015 to meet the demands of the Education Act of 1978 as amended in 2002, the Education and Training Policy of 1995 and its revised version of 2014, the Education Sector Development Programme (1999-2009), and the Tanzania Development Vision 2025 (TIE, 2019 P. 1).*

### 3.1.2.9 The ETP 2014 lacks focus on separate education subsectors/levels

The ETP 2014 failed to separate the contents for different education levels from pre-primary to the highest level because the document was an outcome of merging of four national policies namely: *Education and Training Policy* (ETP 1995), *Technical Education and Training Policy* (1996), *The National Higher Education Policy* (1999), *The National ICT Policy for Basic Education* (2007). This merging watered down the quality of the Policy. That is, a failure to be comprehensive and background many essential aspects of education and training for each educational level. In comparison, the ETP 1995 document presented policy statements for various parts of the education system, for each education level from pre-primary to teacher and technical education levels. For example, there was a description of that education level, structure, policy issues, and statements at each level. That approach separated policy objectives and statements for each level of education. Thus, at least policy objectives and statements for each aspect in each education level were comprehensively covered, although some were still problematic and lumped several goals.

Merging of the Policies implies they are similar in contexts while that is not the case. From poststructuralist perspectives, education policies are implemented in institutions (classrooms, pre-schools, schools, and colleges) that are different, complex, diverse, challenging, and dynamic. That means one policy statement cannot fit all these contexts. Therefore, there is a need for independent education and training policies for basic, technical, teacher education, higher and education.

### 3.1.2.10 The ETP 2014 relies on quantitative data only

The ETP 2014 uses only quantitative evidence to report the success of implementing past education policies instead of reporting tools. For example, the use of numbers (percentages) can't tell the quality of education regarding the graduates' qualities that each education level can demonstrate. Numbers do not matter in assessing the quality of education. Research (Semali, 2014; Sumra & Katabaro, 2014) on the quality of education in Tanzania does not show significant progress being made in education quality improvement over the past two decades.

The success of policy implementation needs to be measured in terms of the stated objectives. However, numbers could help to inform in terms of students' enrolment populations. The success in terms of quality is not taken into consideration in the 2014 Policy. Considering the extent to which quality of education has been achieved could have helped education policymakers come up with a solid and effective policy in 2014.

### 3.1.2.11 The ETP 2014 lacks methodological evaluation framework

An education policy, like any other public policy, needs to be evaluated. Policy evaluation needs to be done at the beginning, middle, and end of the implementation (Anderson, 2015). The policy cycle framework requires evaluation to be done at a specified period to inform the following policy formulation. Evaluation informs the policymakers and practitioners on the progress towards the achievements of its objectives.

As a consequence, the review took into consideration the political prescription, resulting in the policy with limited, not evidence-based decisions. An evidence-based policy refers to the idea that policy decisions should be based on, or informed by, rigorously established objective evidence rather than on ideology or 'common sense' (Hammersley, 2013; Parkhurst, 2017; Bridges & Watts, 2009). It is also assumed that social goals are best served when scientific evidence is used rigorously and comprehensively to inform decisions rather than in a

piecemeal, manipulated, or cherry-picked manner. The move towards evidence-based policy has its roots in the more significant movement towards evidence-based practice, which was prompted by the rise of evidence-based medicine in the 1980s. This may be seen, for example, in the ETP 2014 when the policymakers make arguments that lack evidence.

### 3.1.2.12 The ETP 2014 lacks implementation strategies

Unlike National Higher Education Policy (URT, 1999), the ETP 2014 does not provide strategies for implementing the policy statements provided. Ideally, the statements of the strategies for policy implementation provide who does what, how, when, with what objectives. *A policy strategy* is a statement which “sets the direction for achieving the goals and priorities by the policy. [It] also clarifies the roles and responsibilities of the stakeholders.” (UNESCO, 2013, p. 9). Policy strategies are designed to accomplish the objectives of the policy. A policy embraces both *thought and action*, while strategy concentrates mainly on the action. That is, it is most *action-oriented*. Action orientation means that specific stakeholders are assigned specific responsibilities to implement the policy. Failure to implement policy’s responsibilities means that the lines of accountability are not defined by the Policy. For example, a policy statement that states that “Tanzania Institute of Education (TIE) shall be responsible for pre-primary, primary, secondary school and teacher education curriculum design, development, dissemination, monitoring, and evaluation” (URT, 1995, p. 51), assigns such responsibility and accountability directly to TIE and not any other institution or stakeholder. This means that when such obligations are not implemented, accountability falls to TIE officials. But, generalised statements that “the Government will ...” do not define lines of responsibility and accountability for various stakeholders. There is no organ called *the government*. The government is a huge elephant that works through ministries, departments, institutions, and authorities; it is paramount these functioning bodies are recognised and assigned responsibilities right away in the policies.

Lack of clear policy strategies affects education policy implementation because a policy is a guideline or *path of action* to reach the goals, while strategies are significant courses of action or *patterns of successful* action to achieve the objectives. They are intended to meet specific competition by using their resources in the best possible manner. It is from policy strategies, where stakeholders (the ministries, schools, colleges, quality assurance/control institutions, international s organisations, private sector, parents, students) involved in implementing a policy may develop their specific institutional policies, strategies, and plans. An education plan “lists specific targets and outputs, and sets out a roadmap of concrete actions to achieve these targets and outputs, to ultimately achieve the goals and priorities that are described in the policy.” (UNESCO, 2013, p. 9). Furthermore, it provides “the resources required for each activity and the length of time to be spent on each activity.” (p. 9).

*A policy usually spells out a specific course of action/approach to reach the set objectives; the strategy outlines one’s approach to meet competitive situations, uncertainties, risk, and insecurity likely to arise in the future. A policy is a general guide of action that sets the limits and the direction of action; while a strategy is deployed to mobilise the available resources.*

### 3.1.2.13. The ETP 2014 place little emphasis on health, physical education, and sports

Unlike other countries’ policies, the ETP 2014 makes little or no emphasis on *health education, which is essential for society to respond to society’s health challenges*, such as obesity. Health education is about the principles by which individuals and groups of people learn to behave in a manner conducive to the promotion, maintenance, or restoration of health. There is a relationship between education policy and people’s health. Education must contribute to the improvement of people’s health. Besides, the section on the curriculum in the ETP 2014 lacks emphasis on the components of physical education and sport sciences, which, in other countries, are very important as a form of employment, improving health and wellbeing.

### 3.1.2.14. The ETP 2014 emphasises state dominance in education provision

While the ETP 1995 emphasised liberalisation and stakeholder involvement in education provision, the ETP 2014 emphasises the Government's dominance, a practice which was less sustainable in the 1970s and 1980s and proved little success. However, other Government documents including the second five years Development Plan (2016/17- 2020/21) stress on enhancing the participation of the private sector in the provision of education.

### 3.1.2.15. The ETP 2014 emphasises centralization rather than decentralization

The ETP 2014 emphasizes the centralization of power in decision-making and education provision rather than decentralization. Almost all policy statements emphasize the government taking responsibility for the specific policy issues. However, for more than two decades, there has been an emphasis on decentralization and liberalization in education provision. The roles of the central, local governments, institutions, and other stakeholders are not stated clearly in the relevant policy statements so that the power differentiation is clear.

### 3.1.2.16. The ETP 2014 lacks focus on National Goals in Education and specific objectives for the different levels of education

The ETP 2014 does not provide national goals in education and specific objectives for the different levels of education from pre-primary schooling to higher education. This is contrary to the ETP 1995, which has a list of general aims and objectives of education and training in Tanzania. The ETP 2014 has to be consistent with overall national goals or aims of education. Absence of relevant goals, aims and objectives in the ETP 2014 raise questions on the focus of education (Kejo, 2020). For example, goals, aims and objectives guide curriculum development and, finally, instructional objectives. In this respect, it is not even clear the source of primary education objectives as indicated in the 2019 Curriculum for Primary Education Standard I-VII. However, the Government is expected to formulate educational relevant goals.

## 3.2 The System of Education and Training

The structure is the central aspect of each national school system. It is the foundation on which the school system is built. The structure defines some of the most critical school characteristics, like school entrance age, compulsory education, duration of different school levels, system subordination, and internal correlations (Popov, 2012). Curricula, syllabi, and even textbook contents depend on the structure. The structure of the education system proposed by the ETP 2014 is 1-10-2-3+ years. That is 1 year of compulsory pre-primary education; 10 years of compulsory basic education (6 years Standard I-VI and 4 years of lower secondary); 2 years of secondary advanced level education (Form 5 and 6) and 3 or more years of higher education. This structure belongs to the *British-American model*, especially on the 6 years primary education plus four years secondary education. Education is compulsory for children for 10 years (six years for primary education and four years for lower secondary education), from six to sixteen years of age. The two-year upper secondary level normally includes 16 to 19-year-olds, but also older pupils. Anyone who has successfully completed compulsory education has had equivalent basic education and passed the Certificate of Secondary Education Examinations is entitled to enrol in upper secondary education. Students at the higher education level, which goes for at least three years, are generally required to have passed the Advanced Certificate of Secondary Education Examinations. Other countries with similar structures (6+4+2/3) include Germany (Berlin and Brandenburg), Spain, the Philippines, Singapore, Chad and Congo.

It should be highlighted that in the past two decades, the main trends in the structural education reforms that have been performed worldwide, the focus has been on: Decreasing school entrance age

- Decreasing school entrance age
- Increasing the total duration of school education

- Increasing compulsory pre-school education
- Increasing compulsory education
- Increasing the duration of primary education and at the same time neglecting secondary education as a separate school level and considering it as part of the basic education.

### Compulsory education

Compulsory education refers to the most crucial period of formal education required by the law of all children between certain ages in a given country (Dulger, 2012). The ETP 2014 commits to the provision of compulsory education from pre-primary through Form IV (lower secondary), making 11 years of compulsory education (one for pre-primary, six for primary, and four for lower secondary). All these cycles of education are fee-free in all public schools. In comparison terms, Finland has ten years of compulsory and free schooling beginning at the age of seven (Government of Finland, 1998). On the other hand, India has free and mandatory access to education from early childhood care (age 3 onwards) through higher secondary education (i.e., until Grade 12) (Government of India, 2020).

### 3.3 Schooling age for basic education and training

School starting age refers to the age at which children begin quasi-formal, institutionally based learning. The ETP 2014 directs school starting age for pre-primary education to be between three and five years. This education experience is to be for at least one year. For primary education, the policy directs the starting age to be between four and six years, depending on the child's ability to cope with the lessons (p. 24). This was a change from seven years as primary school starting age indicated in the ETP 1995. Globally, there has been a modest observable trend towards an earlier school-starting age in the past three decades and based on the latest data from the World Bank collected from 208 countries (See Figure 1). Thus, in 1989, around 29% of the world's countries had a school-starting age at 7 years, while in 2019, that figure had fallen to 12 % (which is a decline of 17%). The percentage of countries with a school-starting age of five has also remained largely unchanged over the last three decades (11.8% and 12.1% in 1989 and 2019, respectively). Therefore, the major change over the past three decades has been an increase of countries with starting age of six, from 60% in 1989 to 71% in 2019. These findings support the ETP 2014 since, many countries have moved towards a 6-year school starting age.

However, the policy challenge about school starting age is the provision of range; three and five years for pre-primary and four and six years for primary. This has the potential to result in a relative-age effect were children who start formal schooling at an age significantly younger than their classmate suffer comparatively in terms of lesser socio-emotional readiness for learning, lower levels of readiness for cognitive learning, and a significantly higher propensity to be bullied (House, 2013).

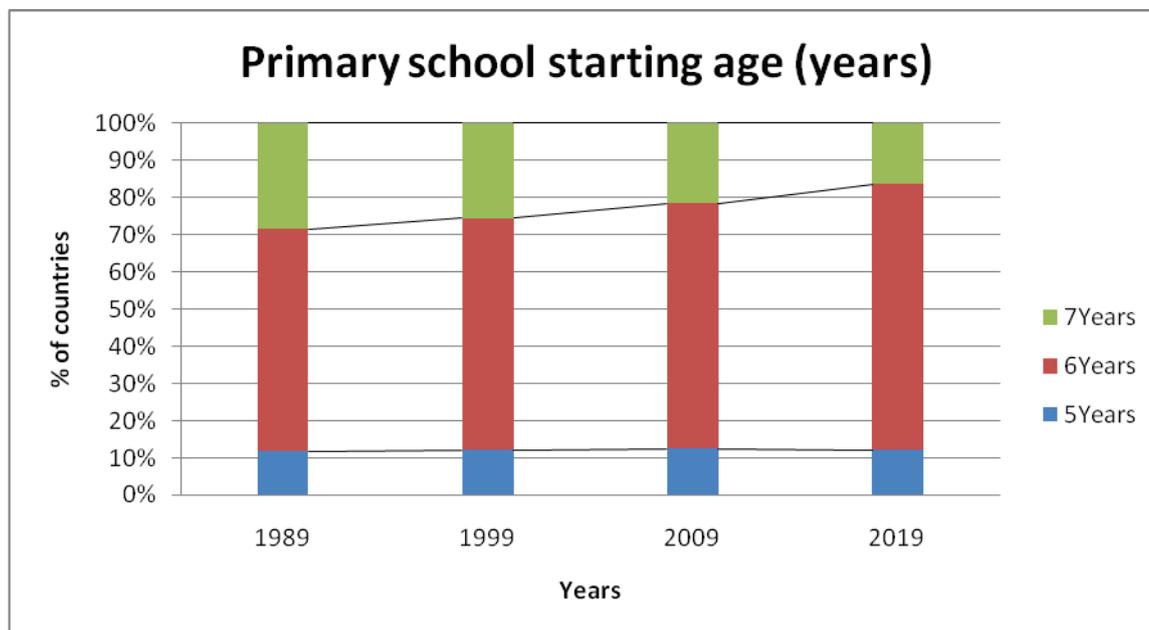


Figure 1: Trend in primary school starting age between 1989 and 2019.

### 3.4 The quality and standard of education and training

The quality of education in Tanzania has been under severe criticisms for decades. Studies (HakiElimu, 2008; HakiElimu, 2018; URT, 2018; Semali, 2014; Sumra & Katabaro, 2014) indicate that poor-quality education in Tanzania has been persisting for decades and is attributed to lack of high-quality teachers, instructional materials, facilities, commitment among teachers and students. It was expected that, since education quality is a policy issue in almost all countries in the world, ETP policy statements could have considered all the aspects of education quality for all education levels from basic education to higher education. This could have shown a political direction and commitment to solving those problems facing quality education provision at all education levels. As described in EFA Global Monitoring Report (UNESCO, 2005), the elements of education quality are related to contexts, inputs, processes, and products (CIPP). However, the ETP 2014 lacks comprehensive coverage of those aspects for improving education quality. Instead, few and soft policy statements do not reflect the Government's commitment to enhancing the long-overdue problem of poor education quality at various education levels. The few policy statements mean that little weight and political commitment are attached to quality improvement. There need to be more robust, and comprehensive policy statements for each aspect of education quality at all education levels. But more importantly, the levels should be separated for clear conceptualization and implementation of the policies.

### 3.5 Quality assurance in education and training

The ETP 2014 recognizes the importance of quality assurance in education and training by devoting a section on this aspect. Education policymakers identified the challenges facing education quality at all levels, in terms of structure, management, and strategy. The policymakers acknowledged the failure of school inspection policy to improve schools and teachers' work effectiveness and the implementation of the Education Policy in Tanzania (Jamhuri ya Muungano wa Tanzania, 2014). It was noted that "the practice to maintain quality through inspection of schools did not lead to the expected improvement in learners' outcomes. It was devoid of standards and guidelines and largely limited to diagnosis, with less contribution in quality assurance aspects." (p. 2). The Government desires to provide quality education by transforming "from the old system, which focused on a process-oriented approach of inspection, to quality assurance approach. This will broaden the scope of implementers by strengthening the involvement of members of the community." (p. 2).

Moreover, in 2017, the Government developed the so-called *School Quality Assurance Framework* (SQAF) (URT, 2017), which seems to be one of the steps for ETP 2014 implementation. SQAF was a policy for transforming School Inspection to School Quality Assurance. However, the current SQAF is not supported by the legal framework, the Education Act has not been amended since 1995. It was proposed that the education Act would be amended to back up the transformation from school inspection to quality assurance policy. However, since the adoption of the ETP in 2015, no amendments have been made so far. Thus, the implementation of QAF contradicts the legal framework.

A critical analysis of ETP identifies some weaknesses in the quality assurance system in Tanzania. SQAF is inconsistent with the Education (Amendment) Act No. 10 of 1995 (CAP 353 R.E. 2002) which covers school *inspection* (See Part D, Section 41-44) and not *school quality assurance*. This means that since there hasn't been a legal back up of ETP 2014, even the implementation of SQAF is against the law. The existing law contains the legal definitions of *school quality assurance*. It does not recognize the role of *Internal School Quality Assurers*, *Close-to-School Quality Assurance Officers*, and *External School Quality Assurance Officers*. It legitimately acknowledges the role of School Inspectors, Minister, and Commissioner, empowered by the Education Act in school inspection and not school quality assurance. This is to say that school quality assurance processes operating in schools since 2018 are not legitimate acts not supported by law.

Additionally, both SQAF and ETP 2014 reproduce the discourses of top-down school inspection, which hasn't shown significant success in improving education quality and school effectiveness since its adoption and implementation for five decades. This is clear from the ETP and the SQAF documents. Instead of getting away with the use of the inspection concept, both the ETP and SQAF reproduce the concept. For example, SQAF defines the '*school inspection*' as ensuring that schools comply with the Education Act and the laid down policies, laws, and regulations, ascertaining whether the school is being correctly and efficiently managed in line with the quality standard and principles. Moreover, the concept is emphasized in the statements indicated in Box 4:

#### Statements found in SQAF

- *School inspection* is carried out and verbal feedback is given to school staff, community representatives, and WEOs (p. 9).
- SQAOs and all key actors will conduct follow up *inspection* for those schools which are poorly performing and SQAOs will capacitate WEOs on school's supervision (p. 9). (Emphasis added).
- SQAOs write and produce *inspection report* and send it to the school owners -which can be the government or non-government (p. 9). (Emphasis added).
- WEOs will carry out a routine inspection to help, mentor and coach the schools to improve (p. 9). (Emphasis added).
- The SQAD shall conduct a mandatory *follow-up inspection* for the previous inspected schools/teachers colleges/ adult and non-formal programs to assess the extent to which the advice and recommendations made were implemented.
- A mandatory *follow-up inspection* shall be conducted for all poorly performing schools within 60 days after the last external SQAOs w entire school quality assurance visit to validate the compliance of thre recommendations made.
- Based on the proposed solutions, the *follow-up inspections* for the assessment of the short-term school-based recommendations shall be conducted at the school/community level every quarter while the long-term recommendations shall be followed up bi-annually. (p. 10). (Emphasis added)

Similar reconstruction of inspection discourse is made in the ETP 2014 policy statement:

- The government will strengthen the school inspection system, strategy, conception, and philosophy to make quality assurance for basic education more effective in the country (URT, 2017, p. 27). (Emphasis added).

#### Box 4 :Statement emphasised top-down school inspection

This policy statement has two dimensions: one emphasizes strengthening the school inspection system, strategy, conception, and philosophy (instead of the SQA system), and the other highlights the effectiveness of quality assurance for basic education. There is a contradiction in the policy here because, to transform and change school inspection policy to school quality assurance, the former School Inspectorate Directorate was renamed as School Quality Assurance Directorate. However, this policy statement means that the school inspection structure, strategy, conception, and philosophy were to be strengthened and not the school quality assurance. Thus, by foregrounding “school inspection”, it may be interpreted that the policymakers’ discourses reconstruct top-down rather than a school-based approach to education quality improvement that is the core of SQAF.

Even though SQAF provides the role of various stakeholders in quality assurance, the ETP 2014 was silent on this. This means that even the SQAF was not a planned process based on the ETP. In general, the ETP still emphasises and relies on outputs (i.e. examinations results) as evidence and indicators of education quality in the school system as if this is the only and reliable indicator. Other indicators of school contexts, inputs, and processes are not given due considerations (UNESCO, 2005). This means the ETP limits the definition of quality into outputs (examination results) and policymakers assume that quality can be improved by focusing only on production. A good policy needs to consider the various perspectives of education quality that could be considered in policy implementation.

The ETP does not give due consideration to teachers in the quality assurance process. Since teachers are the curriculum leaders, there needs to be policy statements and strategies that focus on the role of teachers and schools in assuring education quality. Studies like Galabawa (2001) and CAG (2009) have shown that one of the reasons for the failure of a school inspection to improve learners’ outcomes was the failure to empower teachers in the process.

According to Galabawa (2001), school inspection ignored teachers’ and students’ interests and ability to be creative in teaching and learning, and that there are unequal power relations between the school inspectors and teachers. Galabawa identified the weaknesses of what he called the school inspectorate model and recommended reforming the school inspectorate system, structure, ideology, and processes because it suffered from systemic, structural, and procedural weaknesses. Galabawa suggested the need to transform school inspection to school supervision to improve schools and teachers’ work. He argued that supervision, rather than inspection, is an effective model because it considers the needs and professional aspirations of teachers, school administrators, and students. He puts the idea clearly:

*In Tanzania’s case, it is possible to improve on the present model of inspection. First, the major duty of the “inspectors” needs to be instructional leadership rather than instructional evaluation. Secondly, the heads of schools will have to be involved in the supervision roles. . the inspectorate needs to concentrate on improving school teaching and administrative skills among teachers and school administrators” (Galabawa, 2001, p. 117).*

Although such weaknesses of school inspection were noted by Galabawa (2001) since 2001, the ETP 2014 did not take supervision as an effective model rather than inspection. Similarly, it is not clear whether SQA will attend the weaknesses of a school inspection to improve schools and effectiveness of teachers’ work. As discussed later, rather than being in good and supportive relationships that would have facilitated the school inspection processes, procedures, and outputs that would have improved school management, teaching, and learning, these two groups have been in contradiction for many years. SQA still rests on the pillars of school inspection, a colonial legacy, and thereby, continues to be a fault-finding process among teachers, school administrators, and students, rather than a continuous and creative process of improving their practices.

Despite acknowledging the school inspection challenges, ETP 2014 ignored the legal framework within which school inspection, school administration, SQA, and teachers’ work operated. It is argued that school inspectors, school administrators, subject teachers, and students operate within the constraints imposed by the educational, legal discourses because the legal discourses constrain them to create solutions for improving

school management, curriculum, pedagogy, and evaluation.

There are no strategies for linking school quality assurance to the national education quality assurance system to improve education quality in the country. Unlike ETP 1995, TETP (1996), and NHEP (1999), ETP 2014 does not document the role of various stakeholders in quality assurance for each education level from basic to higher education. For example, the roles of the Government, TCU, NACTE, NECTA, and TIE in quality assurance are provided in the ETP 1995. Similarly, the role of parents, SQA Directorate, staff, teachers, and students in the various levels of education need to be stated clearly in the major policy document to enhance its effective implementation. Moreover, policy strategies for quality assurance for each level of education need to be outlined clearly as made in the previous education policies.

The ETP 2014 does not put clear the framework for quality assurance in teacher education, higher education, technical, vocational, and adult and non-formal education. Since these institutions have their autonomy under respective quality control organs, ETP has to provide policy direction on the role of TCU, NACTE, VETA, and individual institutions in quality assurance and control.

### 3.6 The curriculum for education and training

An education policy is purely a curriculum policy. If one is talking about education, is talking about the curriculum because formal education is what happens in schools and classrooms. More policy statements are required for the curriculum section of the policy document. That is, the objectives, content, organisation implementation (construction), and evaluation. For example, the education policy of New Zealand is about the *New Zealand Curriculum Framework* (New Zealand Ministry of Education, 2006). However, this is very different with Tanzania's Education Policy. There is very little emphasis on curriculum objectives, content, organisation implementation (construction), and evaluation as part of the education policy implementation.

As compared to ETP 1995, ETP 2014 has several weaknesses in terms of curriculum issues. First, the ETP 2014 does not consider the broader definition of *curriculum as content, process, praxis, and product* (Grundy, 1987; Kelly, 2009). *Curriculum as content* refers to the body of knowledge to be transmitted. Based on the content, ETP 2014 fails to define the kind of knowledge, skills, attitudes, and other characteristics expected to be developed by the curriculum for pre-primary, primary, secondary, teacher, non-formal and adult, technical, vocational, and higher education. Unlike ETP 1995, which provided compulsory and optional school subjects (languages, science, and technology, humanities, life skills), the aims and objectives of education/curriculum for each level of education are consistent with the curricula content for each level (see Chapter 1, p. 1-10), the ETP 2014 does not.

Unfortunately, the actions of policymakers are translated as 'ignoring' these objectives, aims and assume that they are known and could be similar for all education subsectors. Stating these objectives and aims for each level of education is important because they differ from level to level and define the nature of each level of education's curricula content and process. Concerning the curricular content for technical and higher education, it is stated in the ETP 2014 that:

*Vocational and higher education curricula are outdated and do not meet the needs of the labour market, and thus, graduates of such curricula are not employable or fail to work effectively when employed. Also, there have been challenges for graduates in the technical curriculum not being recognized to join the academic curriculum for some disciplines; or a graduate from an academic curriculum not recognized in a technical curriculum. Evaluations also show that the curricula of some colleges are not comparable in content and duration of training for similar programs. By this logic, there is a need to evaluate existing curricula to develop the one that meets current and future education and training needs in line with national, regional, and international science and technology development and changing needs. (p. 28).*

However, the policy does not provide a guide for action on what should be done to deal with these challenges. Instead, the policymakers provide political statements which are too general to provide action guidance in each education subsector (see 3.2.4 to 3.2.6 of ETP 2014 for the policy statements). According to the experience review, India emphasizes the need to define the curricula and pedagogical structures, aims, and objectives for each level of education (Ministry of Human Resource Development, 2020, p. 11). For India, the general aim of the school curriculum is to make “learning holistic, integrated, enjoyable, and engaging” Then, the policymakers provide strategies for implementation and reforms required to achieve the general aims of the school curriculum.

*Curriculum as a process* and not a physical thing. It is the interaction of teachers, students, and knowledge. In other words, the curriculum is what happens in the classroom and what people do to prepare and evaluate, and several elements in constant interaction. From the theory of constructivism, the curriculum is socially and cognitively constructed, and teachers are the leaders in that process (Fosnot, 2005; Steffe & Gale, 2012). However, ETP 2014 does not give due consideration to the role of teachers and other stakeholders in curriculum development in schools. This is declared in the document:

However, ETP 2014 does not give due consideration to the role of teachers in curriculum construction in schools. It does not recognize this role of teachers and put policy statements and strategies that would also lead to school effectiveness. This is declared in the document:

*From 2005, the curricula were reformed to become competence-based. Evaluation indicates that these reforms were made without stakeholders’ participation, including teachers, parents, employers, students, tutors, lecturers, professional associations, political parties, religious institutions, non-governmental organizations, education coordinators, and school inspectors. Either, there were inadequate preparations for curriculum implementers. (p. 27).*

This practice of less involvement of stakeholders in educational and curricular decisions in Tanzania is not new. It is historical, and it is not the Government’s culture to do so. The Makwetta Commission made a tremendous stakeholder involvement in getting public opinions relevant for reforming the education sector (URT, 1982). Since then, stakeholder participation in education policymaking has been less.

*Curriculum as a product* is an attempt to achieve specific results in students. That is the knowledge, skills, attitudes, and other behaviours. It describes what the entering and exiting students should be capable of; they should describe the related areas to be experienced within the course and the intended results or outcomes of having experienced these activities. Tanzania’s education policy emphasizes curriculum as the basis measured by examination results at all levels of education. That is why they concentrate on examination results and not on what competencies graduates can demonstrate. Thus, because of this emphasis on examinations, there has always been a concern from the labour market on the quality of graduates from technical, higher, teacher, vocational, and schools (Istoroyeki & Hum, 2016). The ETP has to consider this and reform the curricular at all levels.

Additionally, the ETP 2014 does not emphasize democracy in curriculum construction. Dewey (1916) argued that a democratic curriculum needs “a continuous reconstruction” to connect the learner’s present experience to all possible new ventures. Such a curriculum needs to open each child in the educational world with the possibility of creativity, no matter from which context they come (Brough, 2012; Gautam, 2016). Democracy in curriculum construction is an essential aspect in considering curriculum as content, process, and praxis, the extent to which the ETP provides for students’ freedom in planning, decision-making, and evaluating the learning process. The curriculum needs to provide space in students’ selection of content (in terms of subjects) and textbooks based on their interests, objectives, motivation, ability, background, and future career plans. The experience in India and United States show that democracy in the school curriculum is essential for preparing students for democratic life by giving them opportunities to make a free choice of subjects and skills that they think fruitful for their career in the future. The Indian policy states:

*“Students will be given increased flexibility and choice of subjects to study, particularly in secondary school including subjects in physical education, the arts and crafts, and vocational skills – so that they can design their paths of study and life plans. Holistic development and a wide choice of subjects and courses year to year will be the new distinguishing feature of secondary school education. (Ministry of Human Resource Development, 2020, p. 13)”*

Moreover, the ETP 2014 does not clearly define and emphasize in the curriculum section the learner-empowering pedagogy. Studies like Mislav (2016) and Bartlett and Mogusu (2013) show that teaching and learning in Tanzania primary and secondary education has been teacher-dominated for many years. It may also be argued that by being silent on pedagogy and evaluation on the curriculum section in the policy document, ETP fails to integrate, but separates the three message systems of schooling: the curriculum, pedagogy, and evaluation as proposed by Bernstein (1971, 1975).

### 3.7 Research

Unlike the ETP 1995 (p. 63-63), which emphasizes educational research and evaluation units for the national level, the ETP 2014 lacks emphasis on these for educational institutions across all levels. The triadic relationship of research, theory, and practice (Trevillion, 2008; Hoy & Miskel, 2012) means that teaching and learning practices in all educational institutions at all levels must be informed by up-to-date research. Lack of emphasis on the Policy means that educational research is not considered to be important in improving teaching and learning. Tanzania has been lagging behind in funding education research at all levels and the donors have financed most research for their interests. In the current global competition and move towards semi-industrialized, Tanzania needs an education policy and curriculum that emphasises research to enable social, political, and economic transformations. Although some higher education institutions have their institutional research policies, there is a need for a nationally directed research policy. Several countries (such as New Zealand) have their national research policies which link educational institutions with the industry.

### 3.8 Science and technology education

The third policy issue under the section relates to the quality of education and training in *Science and Technology Education* (ETP 2014, p. 29-30). It is argued that the number of students who study science and Mathematics subjects in schools is between 30-35 per cent. The policy objective presented for this policy issue is “to have a sufficient number of citizens educated in science and technology at all levels of education” (p. 30). Two policy statements were provided to achieve the stated objectives. The first states that “the Government will strengthen the structure and procedure for teaching mathematics, science and technology at all levels of education” (p. 30). It has to be noted that one of the constraints to learning science and mathematics in schools is the lack of laboratories, electricity, and science equipment which were pointed out in the ETP 1995, while the ETP 2014 lacks directions on how these facilities will be provided. The other problem is ideological beliefs reconstructed in schools and the society that “science and mathematics are difficult” subjects. ETP does not recognize these ideological beliefs that constrain students to learn science and mathematics thereby providing policy statements and strategies for their elimination.

The second statement states that “the government will enhance adequate use of Science and Technology in the provision of education and training at all levels.” (p. 30). We believe that the emphasis here was on information and communication technology (ICT). However, the weaknesses of this Policy statement are that: First, there are no strategies provided on what could have been done by the government and other education stakeholders to enhance fair use of science and technology (ICT) in the provision of education and training at all levels. Since education is a shared responsibility, each stakeholder’s role must be stated. Second, such statements do not fit all levels of education. There could have been each statement for each education level (subsector) because these are different contexts.

Our analysis further shows that, as compared to many developed countries, education provision in Tanzania

has relied too much on face-to-face pedagogy from pre-primary to higher education. Despite the developments in ICT technology several decades ago and its adoption in teaching and learning in developed countries, there has been a slow move to adopt ICT-based teaching and learning in Tanzania's education sector. However, there has been ICT policy for basic education adopted since 2007 which stated that

*“Unless action is taken soon, the country will fall behind further in the global information society, be unable to participate in the knowledge economy effectively, and its people will lack the skills they need for life in the digital age. (MoEVT, 2007, p. 1).*

It is also argued that the use of ICT in teaching and learning will “empower learners, teachers, educators, managers, and leaders to use ICT judiciously and effectively for expanding learning opportunities and ensuring educational quality and relevance.” (p. 2). Similarly, it was also expected that ICT could have been adopted in other levels of education, including teacher education and higher education institutions, in order “to ensure that all learners have the key competencies required for forming peaceful and prosperous societies” (p. 2).

However, since the adoption of ICT policy in basic education, recent studies (Ngeze, 2017; Sodhi, 2013) that examined the state and use of ICT in primary and secondary education indicates that the implementation of the policy has been limited by inadequate infrastructures and financial resources; inadequate experience in sharing, collaboration, and partnership in ICT implementation; training and capacity development, insufficient numbers of qualified technical personnel to manage and maintain ICT resources, lack of awareness among decision-makers, development partners, and insufficient prioritization of ICT in the implementation of educational and development policies (Sodhi, 2013).

Since it was argued in the ETP 2014 that ICT in Basic Education Policy has been integrated, it was expected such weaknesses could have been addressed by providing policy objectives, statements, and strategies for each category of human resources, that is, learners, teachers, educators, education managers, and leaders. The implementation of such policy statements could have led these human resources “to use ICT judiciously and effectively for expanding learning opportunities and ensuring educational quality and relevance.” The policy could have also stated how the cost implications for the country, education providers, and students could have been met. However, the ETP 2014 is silent on all of these aspects.

Similar findings were reported in teacher education by Andersson, Nfuka, Sumra, Uimonen, and Pain (2014), who evaluated ICT implementation in the Teachers' Colleges Project in Tanzania. Part of the report states: “The long-term objective was partially achieved, but an insufficient number of computers at teachers' colleges and unreliable internet connections were obstacles to the preparation of will-be teachers to teach ICT apply ICT in teaching” (p. 6).

However, significant investment and use of the ICT in some higher education institutions was seen, with some universities leading in the acquisition and use of ICT in teaching and learning (Swarts & Wachira, 2010). Some universities have computer centres available to a considerable number of the student population with have high bandwidth connections through satellite.

These limitations will constrain alternative pedagogy that could have been used in teaching and learning instead of face-to-face pedagogy. That means that policy actions that emphasize ICT use in teaching and learning have to consider the significant financial implications for the Government, other education providers, teachers and students.

### 3.9 Teaching and learning materials, aids, and methods

The trend in studies conducted since the 1960s has proved beyond a reasonable doubt that the availability of high-quality textbooks and other educational materials is a necessary condition for the provision of high-quality education (Read, 2015; Hyneman & Farrell, 1978; Verspoor, 1986; Habte, Psacharopoulos, & Hyneman, 1993; Fuller, 1985; Verspoor & Wu, 1990; World Bank, 2001; Verspoor, 1986). However, there is also evidence that Tanzania's policy on the production and distribution of school educational materials (textbooks, reference books, teaching aids, syllabi, teachers' guides, etc.) has fluctuated since independence. Between the years 1966 and 1977, the production and distribution of educational materials were monopolized and centralized. In this period, all schools use a single textbook for each subject. However, monopoly and centralization led to poor quality textbooks, poor physical production quality, irregular, incorrect, and unproductive book distribution. Reluctance among state publishing companies to correct textbook errors, emerging school complaints about supplies, and poor management of finances in the sector led to the collapse of the state-dominated textbook production and distribution in most developing countries by the end of the 1980s.

Due to the failure to produce adequate, high-quality, and modern educational materials, education quality in Tanzanian schools suffered significantly. For example, during the adoption and implementation of school textbooks marketization between the years 1991 and 2014, education quality in Tanzania suffered due to poor quality educational materials as the market was controlled by the profit-motivated publishers (Mislav, 2016; Patrice, 2012; Languille, 2016; Kira & Bukagile, 2013). The ETP 2014 acknowledges that since the adoption of marketization and privatization of the School and College Textbooks Policy in 1991, most textbooks produced and distributed to primary and secondary schools were inadequate, expensive, and emphasized rote learning or memorization among students. This is also supported by studies (Mislav, 2016; Patrice, 2012; Languille, 2016; Kira & Bukagile, 2013). In 2014 the Government shifted again to single textbook, produced by TIE. However, the problem of textbook market liberalization policy was not adequately researched by the policymakers.

In terms of availability, by 2018, primary schools had notable shortages of all Standard IV books due to delays in the production and distribution processes for the new textbooks that match the new curriculum. Furthermore, data indicate that there are critical shortages of textbooks in History (PBR=1:11), Civics (PBR=1:9), and Geography (PBR=1:8). At subject levels, some regions and councils were oversupplied with books and others undersupplied. There are also shortages and disparities within LGAs. For example, although the average national PBR for Kiswahili is 1:3, and most of the regional ratios range between 1:3 and 1:5, some districts are facing shortage, such as Mafia (1:12), Iramba (1:9), and Mkalama (1:21). When analysed at the school level, the data show higher inequalities, with some schools oversupplied and others not having even a single textbook in certain subjects and grades. (URT, 2018, p. 38).

It was expected for the ETP 2014 to come up with a clear policy that would have improved the production and distribution of school educational materials. Although the ETP 2014 states that "The Government will ensure the availability of a single quality textbook that will be prepared through specific procedures for every subject in the basic education policy" (p. 31). This is the so-called *Single Textbook Policy* as opposed to *Multiple Textbook Policy*. The following is observed: First, in any case, the former cannot be better in the supply of adequate and high-quality educational materials relevant to the world of growing and dynamic knowledge. It should be noted that the problem is not with multiple textbook policy, but in the implementation. Second, reverting to a single textbook constrained teachers and students in opportunities to access a variety of challenging and sometimes contradictory or opposing ideas. In order to prepare a bright future for our children's education, there is a need to have a clear policy that will provide the best textbooks for teachers and students.

The Government could have provided alternative sustainable policies on educational materials such as online access to educational materials and parents' involvement, substantially reducing public's expenditure on purchasing educational materials. For example, Singapore, Hong Kong, Taiwan, China (Kong, Chan, Huang, & Cheah, 2014), and New Zealand (Bainbridge & Chawner, 2012) have successfully moved to using e-educational

materials for teachers and students in replace the printed textbooks. These countries have continuously planned and implemented official policies on e-Learning to enhance the quality of school education. According to Kong, Chan, Huang, and Cheah (2014) in each of these Asian countries, there are, three stages of e-Learning policy development (Table 1).

**Table 1: The Development of e-Learning Policies for School Education in Singapore, Hong Kong, Taiwan, and Beijing in the Past two Decades**

Singapore	Hong Kong	Taiwan	Beijing
1997–2002	1998–2003	1997–2002	2001–2005
1st national ICT plan for Education	1st territory-wide e-Learning strategy “Information Technology for Learning in a New Era: Five-year Strategy”	National plan of e-Learning, with a strategic document on school infrastructure building	10th municipal plan of school education, with strategic documents on-campus network construction and ICT curriculum design
2003–2008	2004–2007	2003–2008	2006–2010
2nd national ICT plan for Education	2nd territory-wide e-Learning strategy “Empowering Learning and Teaching with Information Technology”	National science and technology program on e-Learning research, with a white paper for e-Learning	11th municipal plan of school education
2009–2014	2008–2013	2009–2014	2011–2015
3rd national ICT plan for Education	3rd territory-wide e-Learning strategy “Right Technology at the Right Time for the Right Task”	Taskforce on digital literacy and national programs on mobile learning and school-based e-Learning	12th municipal plan of school education, with a city-wide strategic plan for primary and secondary schools

Source: Kong, Chan, Huang, and Cheah (2014, p. 190)

However, as per Table 2, three stages have five main policy issues: infrastructure, curriculum integration, student learning, teacher professional development, leadership and capacity building.

**Table 2: Past Policies on e-Learning in School Education in Singapore, Hong Kong, Taiwan, and China**

Dimension	Singapore	Hong Kong	Taiwan	Beijing
Infrastructure	Building ICT infrastructure on campus	Building ICT infrastructure on campus	Building ICT infrastructure on campus	Building ICT infrastructure on campus
	Developing digital platforms for e-Learning in school education	Developing online depository with curriculum-based digital resources	Developing online learning communities for school education	Developing digital resources and platforms for e-Learning
Curriculum integration	Offering ICT-related curriculum in school education	Offering ICT-related curriculum in school education	Planning digital literacy as an official curriculum component	Offering ICT-related curriculum in school education
	Promoting ICT integration into curriculum delivery	Setting thresholds of ICT-integrated lesson time	Promoting ICT integration into curriculum delivery	Promoting ICT integration into curriculum delivery
	Transforming pedagogical use of ICT	Promoting ICT integration into curriculum delivery	Promoting the educational use of mobile technology	Promoting mobile learning in school curricula
		Developing e-textbooks for e-Learning in school education		

Students learning	Integrating e-Learning elements into learning tasks	Integrating e-Learning elements into learning tasks	Integrating e-Learning elements into learning tasks	Integrating e-Learning elements into learning tasks
	Establishing baseline ICT standards for students	Fostering students' proficient and ethical use of ICT for learning	Fostering students to proficiently use ICT for learning	Providing technical and pedagogical training for teachers
		Developing information literacy framework for school use	Advocating the use of ICT for learning with the development of 21st-Century skills	
Teacher professional development	Providing technical and pedagogical training for teachers	Establishing baseline ICT standards for teachers	Providing teacher training related to pedagogical use of ICT	
	Adopting peer-mentorship approach for teacher training	Providing technical and pedagogical training for teachers	Enhancing the coherence or sustainability of teacher development	
Leadership and capacity building	Supporting school-based programs on piloting e-Learning pedagogies in classrooms	Enhancing training for e-leadership in school education	Advancing research on mobile learning across school curricula	Enriching e-Learning pedagogy for curriculum delivery
	Enhancing school leadership on e-Learning through a peer-coaching approach	Supporting school-based planning of e-Learning	Sponsoring research centers on e-Learning	Enhancing school leadership on e-Learning
		Pioneering school-based e-Learning pedagogical innovations		
		Encouraging parental involvement in e-Learning at home		

Source: Kong, Chan, Huang, and Cheah (2014, p. 201-202)

While the ETP 1995 emphasized liberalization and stakeholder involvement in education provision, including educational materials, the ETP 2014 emphasizes the dominance of the Government in the production and purchase of educational materials, a policy which is less sustainable since it had proved little success in the past. Historically, state supply has been criticized for its inability to provide adequate and high-quality educational materials for schools, let alone for the entire education sector. This is clear on the policy document:

- (i) The Government will ensure that the appropriate teaching, learning materials and aids suffice education and training following the needs and development of science, technology, and teaching and learning methods at all levels. (p. 31).
- (ii) The Government will ensure the availability of one quality textbook that will be prepared through a special procedure for each subject per individual student in basic education (p. 31).
- (iii) The Government will provide and coordinate the use of a single textbook for each subject in basic education to facilitate the assessment of similar teaching and learning outcomes at different levels of education (p. 32).

All the above three policy statements emphasize the role of the Government, which means that, in terms of the production and distribution of school educational materials, the ETP 2014 does not recognize the role of the private sector, parents, and other stakeholders. This contradicts the ETP 1995, which emphasizes private sector participation in education since education provision is a shared responsibility. The consequence of less emphasis on these other stakeholders is that if the government does not take responsibility as it has been doing for decades, schools, teachers, and students will be affected in accessing knowledge.

The third policy statement above, “the Government will provide and coordinate the use of single textbook for each subject ... to facilitate the assessment of similar teaching and learning outcomes at different levels of education” is not suitable for higher, technical, and vocational levels of education, where students are prepared to think divergently and critically from different viewpoints. The use of a single textbook for these levels of education is questionable.

Moreover, the Policy objective provided concerning educational materials, aids, and methods is not specific but too general. It talks of “having better teaching and learning environment”. Teaching and learning environment is a very broad aspect of education quality improvement. It should be specific on *educational materials* and aids and should separate teaching methods since they are separate. That is, separate objective and statement(s) on teaching methods need to be developed.

Third, while the Government is implementing the *Competence-Based Curriculum Policy*, it is not clear whether a single textbook developed by the government enhances the demands of the competence-based curriculum, which aims to create multiple competencies for the subject. A policy on school teaching and learning materials needs to provide freedom and opportunity for teachers and students to use educational materials they can afford, access, and purchase. A study by Read (2015) noted the difficulties in preparing educational materials that support the competency-based curriculum.

Learner-centred and outcomes-based curricula require educational materials that support the teacher in delivering these approaches and the development of competencies and skills in the classroom. Unfortunately, many textbooks—probably the majority published for these curricula do not provide the required support to students and teachers. Among the common textbook faults in addressing learner-centred curricula are the following:

- (i) Strong emphasis on the presentation of facts
- (ii) Lack of orientation in activities, exercises, experiments towards the specific; classroom conditions of

rural and poor schools, (majority)-not surprising, as most authors are drawn from the more prestigious schools (often elite private schools), not necessarily familiar with prevailing facilities, equipment, resources, and conditions in rural schools

- (iii) Lack of balance in providing competency-based activities in different subjects at different grade levels
- (iv) Lack of variety in textbook content aimed at providing work for multi-ability groups
- (v) Lack of strategies for dealing with the common wide variety of contact hours between and within countries
- (vi) Variable coverage of target skills and competencies
- (vii) Teachers' guides that do not address the skills and knowledge gaps of many untrained and semi-trained teachers adequately
- (viii) Lack of formative assessment exercises that help teachers to determine whether their students are making progress on the required skills (p. 46 and p. 49).

Moreover, the ETP 2014 acknowledges the presence of a high book-pupil ratio in primary and secondary schools but fails to provide policy strategies to reduce this ratio to the planned 1:1. According to the Basic Education Statistics (URT, 2018) and the ETP document, the current book-pupil ratio is 1:3 in primary schools and 1:4-9 in secondary schools. These ratios are high for effective teaching and learning.

One of the reasons for inadequate textbooks in most public schools is the reliance on the capitation grants as the only source of financing textbooks (Languille, 2016). According to Languille, "since the inception of the Capitation Grant in 2001, flows of funds to schools have been erratic, largely below their officially allocated amounts." (p. 77). Despite this limitation, the finance of educational materials still relies on Capitation Grants. The ETP 2014 could have provided policy strategies for producing, distributing, and financing school educational materials that encourage active learning and collaboration or social learning. While we acknowledge the current general policy position on enhancing the availability of learning and teaching materials, it is also vital for the policy to clearly state the approaches and responsible stakeholders who should be responsible for executing that policy commitment. A policy on educational materials must consider their production, distribution, quality, availability, storage, and utilization (World Bank, 2014).

Since the 1990s, many African countries adopted a market-led policy to produce and distribute educational materials (Read, 2015; World Bank, 2008). Such policy experience from other countries like Ghana indicates that a separate policy is required that directs how textbooks are produced (writing and publishing), distributed, sold, evaluated, selected, printed, and produced (Ministry of Education, Republic of Ghana, 2002). However, in Tanzania, since the school textbook policy reform in 2014, a formal written policy guideline for the production and distribution of school educational materials has been prepared by the Tanzania Institute of Education in 2019 (TIE, 2019a, 2019b, 2019c). It is not clear how textbook production processes were done between 2014 and 2019. These policy documents are accessible on the TIE website for stakeholders to understand how textbooks are written, published, approved, and distributed.

Countries that have committed to providing adequate textbooks, such as India, emphasize the aspects of availability, access, and quality of educational materials.

*The reduction in, and increased flexibility of, school curriculum content-and the renewed emphasis on constructivist rather than rote learning-must be accompanied by parallel changes in school textbooks. All textbooks shall aim to contain the essential core material (together with discussion, analysis, examples, and applications) deemed important on a national level, but at the same time contain any desired nuances and supplementary material as per local contexts*

*and needs. (Ministry of Human Resource Development, 2020, p. 15).*

The significant role of teachers in the selection of educational materials needs to be emphasized by the ETP because teachers are the ones who use the materials. This is clear in Indian education policy that empowers teachers to choose materials they find relevant for their school context.

*Where possible, teachers will also have choices in the textbooks they employ—from among a set of textbooks that contain the requisite national and local material—so that they may teach in a manner that is best suited to the achievement of learning outcomes and their students’ and communities’ needs. (Ministry of Human Resource Development, 2020, p. 15).*

The costs of producing and distributing educational materials to schools, teachers, and students also need to be attended by ETP.

*The aim will be to provide such quality textbooks at the lowest possible cost—namely, the cost of production/printing to mitigate the burden of textbook prices on the students and the educational system. This may be accomplished by using high-quality textbook materials developed by NCERT in conjunction with the SCERTs; additional textbook materials would be funded by public-private partnerships and crowdsourcing that incentivize experts to write such high-quality textbooks at-cost-price. (Ministry of Human Resource Development, 2020, p. 15).*

Moreover, effective strategies for reducing the costs of production and distribution of educational materials are provided, such as access to online printable versions of textbooks.

*All efforts will be made to ensure the timely availability of textbooks in schools. Access to downloadable PDF printable version of all textbooks will be provided by all State/UTs and NCERT to help in the environment conservation and reduction of the logistical burden. (Ministry of Human Resource Development, 2020, p. 15).*

The availability of school textbooks is related to the development of reading culture among teachers and students. Studies (Anangisye, 2020; Mislav, 2016; Patrice, 2012; Languille, 2016) show that Tanzania’s society lacks a reading culture. This culture is reproduced in schools and classrooms in such a way that students do not read for understanding but read for passing examinations. Such culture also exists among many teachers, who are part of the society and outcome of the school system. Hence, most teachers teach to focus on passing school examinations. However, the ETP 2014 lacks policy and strategies for developing reading culture among school and college students.

The policymakers argue the ETP 2014 also integrates ICT (information and communication technology) Policy Basic Education (URT, 2007). However, with the current state of ICT development, it is unfortunate that ETP 2014 lacks strategies for moving to online access to teaching and learning materials (textbooks, reference books, teaching aids, subject syllabi, teachers’ guide, etc.) for both teachers and students in all levels of education. While many countries (such as Singapore, Hong Kong, Taiwan, and China) have a policy on this, Tanzania’s policy does not emphasize online access to teaching and learning materials for both teachers and students. The policy statement on school libraries in every primary and secondary school could have been linked with access to the online reading culture among school and college students because they enhance each other.

The ETP 2014 does not provide strategies for eliminating the current teacher-dominated pedagogies in schools and colleges. For example, experience shows that in schools and higher education institutions, there has been the dominance of lectures for decades. More recently, the existence of large classrooms in some courses has led to drop out of some seminar presentations and discussions. But ETP 2014 does not recognize this.

### 3.10 Library services for facilitating the implementation of ETP

In addition to the textbooks in schools, students all over the world (especially developed countries), are also

expected to access educational materials from formal libraries, be it physical or online. The advantage of using libraries are many and includes the fact that students may have additional materials for their related subjects or topics from collections of different editions of books, journals, recordings, and other literary and audio-visual materials. A thriving library has to be evolving, innovative, accessible, have good communication, trust, multiple sources of funding, resourced, well arranged, and good leadership (Spreitzer & Sutcliffe, 2007).

However, research evidence in Tanzania shows that most primary and secondary schools in Tanzania have poor access to school, regional, national, and public libraries where teachers, students, and the public could access educational materials (Olden, 2005; Malekani & Mubofu, 2019; Mcharazo & Olden, 2016). Similarly, there are other challenges such as inadequate funding, lack of well-designed school library buildings, libraries not valued by school communities, staffing, and reading culture (Malekani & Mubofu, 2019). These challenges need the attention of education and training policy.

In some urban schools, teachers and students have access to regional libraries, but they are outdated, established in the 1960s and 1970s, they also are very small in space and lack variety of books and educational materials. Although this is an aspect of the National Book Policy (URT, 2004), the ETP (2014) has to be connected to it. For example, the ETP 1995 provides for a section on library services (p. 64) which acknowledges that “as a teaching and learning resource, the library is crucial for accessing information, knowledge and skills” (p. 64). In 1995, The Tanzania Library Services Board (TLS) was assigned the responsibility to “plan, promote, establish, equip, manage, maintain and develop public, school and other institutional libraries.” (p. 65).

However, despite these challenges, the ETP 2014 does not provide a policy framework and strategies for establishment of libraries in basic education. It is silent on this matter as if there is no problem with library services in schools and other institutions in the country. Since policymaking is supposed to be incremental (Dye, 2017), it was expected that the ETP 2014 could have provided the progress achieved so far since 1995, identify the challenges and come up with policy objectives, statements, and strategies for the promotion, establishment, equipping, management, maintenance and development of the public, school and other institutional libraries.

### 3.11 Language of Instruction

Language of instructions (LoI) is the vehicle for teaching and learning and therefore influences performance and perhaps the pupils’ comprehension of the lesson. The debate on the LoI in Tanzania dates back to the 1960s when the country attained independence from the British (Sa, 2007; Kavenuke, & Uwamahoro 2017; Yogi 2017). The dilemma to completely adopt Kiswahili or English languages since then has drawn attention to policymakers, researchers, and the entire public. The ETP 2014 has directed the use of Kiswahili as the LoI at all levels while consolidating the use of English as the LoI in all levels of education (Section 3.2.19-20). In principle, the Policy emphasizes the use of both languages of instruction at all levels of education, given the rising need for both Kiswahili and English locally, regionally, and globally. The continued emphasis and consolidation of English Language in all levels of education is due to the observation that both teachers and students struggle to express themselves in English clearly because they have not mastered it, as they were (are) not taught well (UNESCO, 2016).

As it was in the ETP 1995, with the current ETP 2014, experiences and practices indicate that Kiswahili is mainly used as the LoI in public pre-primary and primary schools, whereas English is used as LoI in private pre-primary, primary, and in all public and private post-secondary levels of education, except for Grade A teachers’ training. However, studies such as (Sa, 2007; Yogi, 2017) have well documented that students in the transition to secondary schools are ill-prepared to use English Language as LoI. The change in LoI could be successful in either language. However, it depends on proper implementation, resources, and the quality of teaching. The dilemma is not selective to Tanzania’s education system. Many countries face the same challenges, are torn between the accessibility of using local language and the pressure to learn an international language (Yogi, 2017). Balancing the importance of both languages can sustain the debates and criticism existing since

independence. Still, solutions such as effective implementation through the investment in training educators are a possible starting point.

### 3.12 Students' assessments and evaluation in education and training

In comparison terms, the ETP 1995 provides very clear directions for students' assessment and evaluation at all education subsectors compared to the ETP 2014. For example, the type and role of centralized examinations and NECTA is spelt in the 1995 Policy document and is omitted in the ETP 2014. Similarly, for primary, secondary, and teacher education levels, Tanzania is one of the countries where students' learning achievement is assessed by both school-level continuous assessment (CA) and national examinations. However, the ETP 2014 does not provide a clear statement of the required balance between CA conducted by schools and national summative evaluation (National examinations) of student learning conducted by National Examinations Council of Tanzania (NECTA) for STD IV, STD VII, Form II, Form IV, and Form VI.

This Policy's silence has led many private and public schools to introduce a diverse number of examinations instead of doing group work and take-home exercises. Students sit for many examinations in a single academic year. For example, studies indicate that STD IV, STD VII, Form II, Form IV, and Form VI have the following tests and examinations: Mid-term tests, Terminal examinations, Annual Examinations, Mtihani wa Ujirani Mwema (Exams with neighbouring schools), pre-mock examination, mock examination, pre-national examination, national examination. These tests and examinations are too many and waste teaching and learning time. It is argued that, since tests and examinations are dominant discourses, they construct ideologies and beliefs among teachers and students and reshape their pedagogies (Bartlett & Vavrus, 2013). Thus, due to frequent exams and tests, some teachers teach to pass the tests and exams, and some students study to pass examinations. Standardized exams reduce creativity and the ability to think critically and problem-solve. If ETP 2014 would have been clear of CA, schools could have followed the national guide.

Recent studies such as Kyaruzi, Strijbos, Ufer, and Brown (2019) on assessment and evaluation in secondary education indicate that assessment and evaluation were teacher-centred. That is, despite curricular transformation from content-based to competence-based, the adoption of a learner-centred approach based on social constructivism has been a big challenge to teachers to align assessment practices with theory. Many teachers believe that assessment is solely dictated by the teacher and the learner has nothing to contribute to the setting and administration of assessments. The theory of constructivism emphasizes the role of the learner in both learning and assessment procedures and the need for authentic assessment, which incorporates a diversity of objectives from both cognitive psychomotor and affective domains. In a nutshell, there is a gap between theory and practice in students' assessment. Many teachers use the teacher-centred approach in both teaching and assessment procedures. Moreover, teachers and students have negative attitudes towards the assessment procedures of learner-centred approach (Kyaruzi, Strijbos, Ufer, & Brown, 2019). The ETP has to provide evidence-based policy statements on assessments that are learner-centred.

Since Tanzania does not participate in any international assessment program such as PISA and TIMSS, it lacks data to compare the performance of its education sector with other countries and over time. On the other hand, some countries such as New Zealand, Japan, and Korea, have moved to what they call assessment for learning. Tanzania's policy on assessment and evaluation still emphasizes standardized testing and national examinations, which are criticized for discouraging creativity and critical thinking among students (Mislav, 2016). This is supported by Kellaghan and Greaney (2004), who argue that:

*“...examinations are limited in the areas of knowledge and skills that they assess; they contain little reference to the knowledge and skills that students need in their everyday life outside school and they tend to measure achievement at a low taxonomic level...” (Kellaghan & Greaney, 2004, p. x).*

The ETP 2014 has to take into account the three forms of assessment instead of relying only on one form of

assessment. The three forms are (1) assessment *for* learning, (2) assessment *of* learning, and (3) assessment *as* learning. Assessment *for* Learning (Formative Assessment) rests on the philosophy *that*:

*“...assessment and teaching should be integrated into a whole. The power of such an assessment doesn’t come from intricate technology or from using a specific assessment instrument. It comes from recognizing how much learning is taking place in the common tasks of the school day—and how much insight into student learning teachers can mine from this material”.* (McNamee & Chen 2005, p. 76).

Thus, assessment *for* learning is an ongoing assessment that allows teachers to monitor students on a day-to-day basis and modify their teaching based on what the students need to be successful. This assessment provides students with the timely, specific feedback that they need to make adjustments to their learning. This is put clear by Burns (2005), who argues that:

*“After teaching a lesson, we need to determine whether the lesson was accessible to all students while still challenging to the more capable; what the students learned and still need to know; how we can improve the lesson to make it more effective; and, if necessary, what other lesson we might offer as a better alternative. This continual evaluation of instructional choices is at the heart of improving our teaching practice”.* (p. 26).

On the other hand, Assessment *of* Learning (Summative Assessment) is the snapshot in time that lets the teacher, students, and their parents know how well each student has completed the learning tasks and activities. It provides information about student achievement. While it provides useful reporting information, it often has little effect on learning.

Finally, assessment *as* learning develops and supports students’ metacognitive skills which is crucial in helping students become lifelong learners. As students engage in peer and self-assessment, they learn to make sense of information, relate it to prior knowledge and use it for new learning. Students develop a sense of ownership and efficacy when using teacher, peer, and self-assessment feedback to make adjustments, improvements, and changes to what they understand.

The need to reform school and college assessment strategies is not only needed in Tanzania. It has been a thrust elsewhere. For example, in its new policy, India commits to transform assessment:

*“...from one that primarily tests rote memorization skills to one that is more formative, is more competency-based, promotes learning and development for our students, and tests higher-order skills, such as analysis, critical thinking, and conceptual clarity. The primary purpose of the assessment will indeed be for learning-it will help the teacher and student-and the entire schooling system continuously revise teaching-learning processes to optimize learning and development for all students. This will be the underlying principle for assessment at all levels of education”.* (Ministry of Human Resource Development, 2020, p. 16).

Similarly, the impact of frequent tests and examinations on students’ learning outcomes has been noted in India:

*“The current nature of secondary school exams, including Board exams and entrance exams - and the resulting coaching culture of today - are doing much harm, especially at the secondary school level, replacing valuable time for true learning with excessive exam coaching and preparation. These exams also force students to learn a very narrow band of material in a single stream, rather than allowing the flexibility and choice that will be so important in the individualized education system of the future”.* (Ministry of Human Resource Development, 2020, p. 16).

*The existing system of entrance examinations shall be reformed to eliminate the need for undertaking coaching for ‘cracking’ the examination. Board exams will encourage holistic development to reverse these harmful effects. Students will be able to choose any of the subjects in which they take Board exams, depending on their individualized interests.* (Ministry of Human Resource Development, 2020, p. 16).

### 3.13 Access and equity in education and training

As compared to the ETP 2014, ETP 1995 provides more specific and clear policies to improve educational access for different categories of students such as disadvantaged communities, people with disabilities and girls. Policies formulated were: equitable distribution of educational institutions, provision of universal and compulsory primary education at the age of seven years, the establishment of co-education and girls' secondary schools, and provision of resources. Other policies were the introduction of school feeding programs, elimination of gender stereotyping, and construction of hostels/boarding for day schools. Evidence shows that although the implementation of these policies has improved educational access to those groups as compared to the period before 1995, there is still a big problem, as national statistics shows. For example, in terms of the policy on the construction of hostels/boarding for day schools, there is little success as about 97% of ordinary level students in government schools are in day schools. Only 3% were boarders (URT, 2019a; URT, 2019b). Since most day schools are in rural areas without clean water, electricity, learning space and time, textbooks, etc., access to quality education is difficult because it is affected by the teaching and learning environment, including long distance. For high-quality education, the reverse should be the case (that is, more students in boarding and few in day schools). The ETP 2014 is silent on increasing the number of boarding schools and students that may improve access to education in public schools and colleges. There should be policy objectives, statements, and strategies for increasing the number of boarding schools to reverse the statistics to make 97% boarding and 3% day. The ETP 2014 could have been built on the 1995 Policy to further improve access to education for these categories of students. Although some efforts were made to construct hostels and classrooms during PEDP and PEDP, it has not led to significant changes because there is no specific policy to sustain these efforts.

With the implementation of the Fee-free Education Policy in primary education since 2001 and Basic Education in 2016, drop-outs caused by fees were reduced. However, there are remaining barriers to access education which haven't been eliminated. They include the distance from school, lack of adequate teachers and textbooks, lack of dormitories, pregnancies, , child labour, truancy, poverty, and cultures constraining schooling such as early marriage (URT, 2014, HakiElimu, 2019). Consequently, there are high regional disparities in enrolment in pre-primary education in Tanzania, as evidenced by GER and NER. Table 3 shows regions lagging in access to pre-primary education. "The overall NER of 5-years population is 38.7%, which implies that 61.3% of the 5-year old population are either out of school or enrolled into primary education. The overall GER is 84.0%, which implies that the education system is yet to absorb all 5-year old children into the pre-primary education." (URT, 2019b, p. 27). Data also shows that gender disparity in enrolment in these levels of education is negligible.

As Table 3 shows, regions such as Dar es Salaam, Katavi, Manyara, Simiyu, and Tabora are lagging in access to pre-primary education as compared to regions such as Arusha, Iringa, Mtwara, Njombe, Rukwa, Ruvuma, and Tanga. “The overall NER of 5-years population is 38.7%, which implies that 61.3% of the 5 years population are either out of school or enrolled into primary education. The overall GER is 84.0%, which implies that the education system is yet to absorb all 5-years children into the pre-primary education.” (URT, 2019b, p. 27). Data also shows that gender disparity in enrolment in these levels of education is small.

**Table 3: Gross Enrolment and Net Enrolment in Pre-primary and Primary Education in 2019**

GENDER	Pre-Primary Education						Primary Education						G P I P R I
	GER			NER			GER			NER			
	M	F	T	M	F	T	M	F	T	M	F	T	
Arusha	116.7	107.3	<b>112.0</b>	54.5	48.9	<b>51.8</b>	107.2	103.8	105.5	92.3	90.2	91.3	0.98
Dsm	37.6	37.0	<b>37.3</b>	16.6	17.0	<b>16.8</b>	95.4	96.9	96.1	84.1	86.0	85.1	1.02
Dodoma	89.2	90.5	<b>89.9</b>	33.1	35.1	<b>34.1</b>	105.2	111.0	108.1	89.9	96.3	93.1	1.07
Geita	75.7	79.2	<b>77.4</b>	33.9	36.7	<b>35.3</b>	135.8	136.8	136.3	116.1	118.4	117.3	1.02
Iringa	110.7	108.3	<b>109.5</b>	53.6	53.1	<b>53.3</b>	124.9	125.0	125.0	104.6	105.4	105.0	1.01
Kagera	89.5	87.2	<b>88.3</b>	34.7	35.7	<b>35.2</b>	97.6	97.0	97.3	81.6	82.4	82.0	1.01
Katavi	63.1	66.9	<b>65.0</b>	26.9	29.4	<b>28.1</b>	126.5	124.0	125.3	109.1	107.8	108.4	0.99
Kigoma	56.6	58.0	<b>57.3</b>	35.7	35.9	<b>35.8</b>	90.2	89.4	89.8	74.9	75.1	75.0	1.00
Kilimanjaro	85.6	83.5	<b>84.6</b>	45.8	44.2	<b>45.0</b>	104.4	102.3	103.3	90.3	89.3	89.8	0.99
Lindi	100.6	102.7	<b>101.6</b>	42.3	46.5	<b>44.4</b>	122.1	120.3	121.2	106.3	105.7	106.0	0.99
Manyara	89.5	84.0	<b>86.8</b>	28.9	28.8	<b>28.8</b>	91.9	91.8	91.9	80.4	81.1	80.7	1.01
Mara	97.7	95.4	<b>96.5</b>	48.7	47.9	<b>48.3</b>	129.8	127.1	128.5	111.9	110.9	111.4	0.99
Mbeya	83.6	82.4	<b>83.0</b>	39.9	39.3	<b>39.6</b>	110.7	110.7	110.7	95.6	95.9	95.8	1.00
Morogoro	101.9	101.6	<b>101.8</b>	39.4	42.2	<b>40.8</b>	113.7	113.5	113.6	98.3	100.0	99.2	1.02
Mtwara	107.7	109.3	<b>108.5</b>	55.6	57.8	<b>56.7</b>	123.1	124.1	123.6	107.3	108.7	108.0	1.01
Mwanza	81.3	80.8	<b>81.0</b>	33.1	34.3	<b>33.7</b>	114.6	117.1	115.8	101.4	104.7	103.0	1.03
Njombe	131.2	127.2	<b>129.2</b>	60.3	59.5	<b>59.9</b>	123.9	124.1	124.0	107.5	108.9	108.2	1.01
Pwani	91.6	91.2	<b>91.4</b>	45.2	45.9	<b>45.6</b>	152.5	151.1	151.8	129.3	129.4	129.4	1.00
Rukwa	122.1	122.9	<b>122.5</b>	55.9	57.0	<b>56.5</b>	102.0	105.2	103.6	88.0	91.5	89.8	1.04
Ruvuma	124.9	123.2	<b>124.1</b>	55.0	57.2	<b>56.1</b>	118.9	116.8	117.9	105.4	104.3	104.8	0.99
Shinyanga	68.4	72.9	<b>70.7</b>	44.3	47.7	<b>46.0</b>	111.0	113.8	112.4	95.0	98.2	96.6	1.03
Simiyu	70.9	73.0	<b>72.0</b>	27.4	30.0	<b>28.7</b>	104.4	107.3	105.9	89.1	93.1	91.1	1.05
Singida	123.3	121.2	<b>122.3</b>	46.5	47.5	<b>47.0</b>	109.5	110.8	110.2	95.7	97.8	96.7	1.02
Songwe	88.4	87.5	<b>88.0</b>	44.8	45.5	<b>45.1</b>	100.5	100.5	100.5	86.7	87.3	87.0	1.01
Tabora	51.6	54.1	<b>52.9</b>	29.5	31.4	<b>30.5</b>	97.8	97.9	97.9	83.1	84.5	83.8	1.02
Tanga	132.1	129.8	<b>131.0</b>	62.2	63.0	<b>62.6</b>	121.2	119.4	120.3	101.7	101.8	101.8	1.00
Grand Total	<b>84.2</b>	<b>83.8</b>	<b>84.0</b>	<b>38.2</b>	<b>39.1</b>	<b>38.7</b>	<b>110.1</b>	<b>110.5</b>	<b>110.3</b>	<b>94.7</b>	<b>96.1</b>	<b>95.4</b>	<b>1.01</b>

Source: URT (2019a)

Moreover, by 2019 there were regional disparities in the number of primary schools in Tanzania, thus resulting to higher number of pupils per school. It was noted that Katavi had the highest average number of pupils per school (1009), and Kilimanjaro had the least average, 281 per school (URT, 2019b p. 48). However, the ETP 2014 lacks specific policy statements and strategies for elimination of such regional disparities in access to basic

education. Instead, generalized policy statements that assume access to education for all categories of children can be easily improved using a general policy

In terms of access to education for disadvantaged groups such as those with disabilities, data shows that in government pre-primary classes, physical impairment is the type of disability with the largest number of pupils, 756 boys, and 599 girls, while those with hearing and vision impairment had the least number of pupils (76 B,56G).

The other disadvantaged group is the orphans. The total enrolled orphan pupils in pre-primary education are 77,561 of which 71.5% are those with one living parent while 28.5% are those without both parents. Furthermore, the enrolled orphans are 5.4% of the total pupils enrolled (1,428,719) in 2019. Mara, Simiyu, and Geita Regions have the highest percentage of orphans per enrolment at 8.4%, 7.7%, and 7.5%, respectively, while Manyara, Lindi, and Mtwara Regions have the lowest percentage of orphans at 2.7%, 2.8%, and 3.2% respectively (URT, 2019b, p. 33). On the other hand, as Table 4 shows, about 6.9 % of all pupils in Tanzanian primary schools are orphans. More specific policies are required to help them access education.

**Table 4: Number of Orphan Pupils in Government and non-Government Primary schools by Grade and Sex, 2019**

Grade	Male	Female	Total	Percentage
Std I	41,252	38,863	80,115	4.6
Std II	50,070	48,241	98,311	5.3
Std III	60,656	58,010	118,666	6.1
Std IV	63,504	62,383	125,887	7.1
Std V	54,202	54,295	108,497	8.7
Std VI	51,452	53,575	105,027	9.5
Std VII	47,662	51,868	99,530	10.5
Total	368,798	367,235	736,033	6.9

The third disadvantaged group are the vulnerable pupils. In 2019, the number of vulnerable pupils was 7.8% of the total enrolment. Most of the vulnerable pupils were from families with poor income, which is 69.4% of the total vulnerable, while pupils using marine transport had the least percentage at 0.7% of all vulnerable pupils. Generally, most vulnerable pupils come from Arusha (13.3%) and Simiyu (10.3%) Regions, while the least are in Dar es Salaam (3.6%), Mtwara (3.8%), and Katavi (3.9%)(URT, 2019, p. 34). More specific policies are required to help them access education because they may drop out or perform poorly at any time and stage

In higher education, educational access for those categories of students is still very low (TCU, 2019). For example, according to TCU data, by 2017/2018, female students’ enrolment in universities in both public and private universities was 38.5%, while 61.5% were males. Aggregation by undergraduate and postgraduate programs also shows that there was a high gender differential in enrolment between male and female students by more than half (see Table 5 from TCU, 2019, p. 75). This inequality may be caused by various factors or barriers that encourage female students to drop out at lower levels of education, and barriers to university enrolment such as cost-sharing and higher cut-off points (Kilango, Qin, Nyoni, & Senguo, 2017). There is also significant male domination “across the courses, particularly in sciences, mathematics and engineering programs” (URT, 2019b, p. 47). As a way of conclusion, this report also noted that:

*“Gender equity in higher learning institutions and technical education is a severe constraint in Tanzania, and more so in science and technology-related academic programs. There is, therefore urgent need to emphasize the teaching of science and mathematics in primary and secondary schools to gain children’s interest and develop their foundational competencies at an early age” (p. 47).*

However, the ETP 2014 did not have specific policy strategies to eliminate gender inequity in the teaching of science and mathematics subjects in primary and secondary schools and higher and technical education institutions. Instead, there is a general statement for all educational levels, which is difficult to implement as it does not assign any task to stakeholders.

There is evidence that between the years 2000 and 2010, some universities implemented specific policies to reduce gender disparity in higher education, such as special scholarships for female students, reducing cut-off points, and pre-entry programs (Kilango, Qin, Nyoni, & Senguo, 2017; Onsongo, 2009). Such policies had successfully improved the number of female students. However, these policies are not getting recognition and sustenance at the national level through ETP. Similarly, since 2015, student loan schemes have been imposed with very tight conditions which many students fail to meet, and there have been limited programs with specific policies for increasing female students' enrolment.

**Table 5: The Percentage of Students' Enrolment in Higher Education Institutions by Award Level and Sex in 2017/18**

Gender	PhD	Master	Bachelor	Postgraduate Diploma	Average
Male	74.2	60.4	62.8	73.2	67.65
Female	25.8	39.6	37.2	26.8	32.35

Source: TCU (2019, p. 75).

Experience in other countries such as India shows that educational access for students from different social classes, sex, age, ethnicity, and occupation may be significantly improved by the following policies: first, to provide “effective and sufficient infrastructure so that all students have access to safe and engaging school education at all levels from pre-primary school to Grade 12;” second is to provide “regularly trained teachers at each stage; special care shall be taken to ensure that no school remains deficient on infrastructure support;” third, re-establishing “the credibility of Government schools by upgrading and enlarging the schools that already exist, building additional quality schools in areas where they do not exist, and providing safe and practical conveyances and/or hostels, especially for female children, so that all children have the opportunity to attend quality school and learn at the appropriate level; fourth, putting alternative and innovative education centres in cooperation with civil society to ensure that children of migrant labourers and other children who are dropping out of school due to various circumstances are brought back into the mainstream education; fifth, carefully tracking students, and their learning levels, to ensure that they (a) are enrolled in and attending school, and (b) have suitable opportunities to catch up and re-enter school in case they have fallen behind or dropped out.

### 3.14 Availability of competent teachers and other human resources

Section 3.4 (page 46-48) of the ETP 2014 describes the current situation and challenges facing the human resources in the education sector in Tanzania. It is argued that “there have been increasing demand of teachers in various education levels due to expansion of the education sector and lack of incentives to motivate academicians to join and retain them in the teaching profession.” (p. 46). The other identified challenge was “teacher attrition to other expanding sectors that have better remuneration and work environment” (p. 46).

Research shows that Tanzania is facing a significant shortage of teachers, especially in science and mathematics subjects. Similarly, there is a problem of inequitable allocation, including allocation between administrative and teaching roles (UNICEF, 2018) and of funds invested in the teacher education subsector to produce more competent teachers. The share of teacher education from the total education budget has declined from 1.8% in 2014/2015 to 1.4% in 2017/2018. Teacher education receives the lowest share (URT, 2018). This affects the quality and number of teachers produced.

However, ETP 2014 lacks specific policy objectives, statements, and strategies to guide teacher recruitment, training, deployment, and retaining or motivation as the major human resource in the education sector. Rather, there is a collapsed statement and objective for all human resources. Ideally, each human resource in the education and training sector needs to be considered disjointedly since there are different requirements for recruiting, training, deploying, and retaining or motivating (World Bank, 2007). According to the World Bank, Sub-Saharan African countries face severe limitations in policy on recruitment, retaining, and retraining of teachers and college principals.

In terms of teacher training, the ETP 2014 lacks specific policy objectives, strategies, and statements for teacher training. Training is considered to be the first aspect of a policy issue because without training, there is no way the country can have qualified teachers needed to work in all education subsectors. Teacher training is key for improving the quality of teachers in the country to cope with local, national, and global developments engineered by globalization. The famous statement that “the quality of an education system cannot exceed the quality of its teachers” (Barber & Mourshed, 2007) cannot be neglected if Tanzania is to improve the quality of education. That means that teacher training needs to be a policy issue for improving education quality. Since 1995, teacher training in Tanzania was liberalized, and private providers were allowed to establish and run teacher training colleges and universities. This is clear in the ETP 1995, which states that the Government would “liberalize the establishment and ownership of teachers colleges” (p. 47) to respond to the growing demand for teachers from pre-primary to technical education levels.

Consequently, since the adoption of liberalized teacher training in 1995, some teacher training institutions enrolled students with inadequate qualifications or with fake certificates for teacher training provided that they were able to pay for fees and other costs (Mgaiwa, 2018; Anangisye, 2010; Luwavi, 2012; Mosha, 2012). It was also noted that “teacher training in higher education is uneven, especially when comparing public and private institutions. There is a need to harmonize the curriculum thus have a standardized minimum package across institutions/universities.” (Education Sector Development Committee, 2017, p. 36). That means that poor quality teachers were produced and employed in the education sector because the entry qualifications to teacher colleges were not considered by some colleges and universities as stated in the ETP 1995 (p. 48). One of the pieces of evidence is the Certificates Verification Exercise conducted by the Fifth Government in 2016/2017, whereby more than 4,000 teachers with fake certificates were identified (Simbachawene, 2017).

There is adequate evidence that many people who choose to teach failed to obtain other training for employment opportunities. For example, according to Towse and others (2002), in Tanzania, less than 15% considered teaching as their first career choice, and 37% were unable to follow their first choice because their grades were too low. Consequently, teaching attracted less qualified candidates (HakiElimu, 2008; Mgaiwa, 2018; Anangisye, 2010; Luwavi, 2012; Mosha, 2012). Mgaiwa (2018) put this clear:

*“The teaching profession in Tanzania, as in many other developing countries, has failed to attract the best-qualified candidates. More often, teacher training colleges receive the medium, if not least, qualified candidates as compared to other professions (p. 257).*

Similarly, in Ghana, about 69% of enrolled student teachers obtained an E in English, the lowest possible pass grade, while 40% had a grade E in mathematics (Akyeampong & Stephens, 2002).

The human resources issues in education are more extensive than how the ETP 2014 responds to it. It is supposed to be entrenched in the Policy document and responsibilities assigned to relevant stakeholders because without a clear policy on training that guides teacher training, colleges and universities will lack direction for enrolling high quality and motivated individuals to join the teacher training and teaching profession.

Such teacher training policy should cover all education subsectors from pre-primary to higher education as it was done in the ETP 1995 (see pp. 35, 38, 41, 56-57). For example, following compulsory pre-primary education as stated in the ETP 1995, it is clear that there would be high demand for pre-primary school

teachers. However, while ETP 1995 emphasizes compulsory pre-primary education, the ETP 2014 policy fails to develop objectives and policy strategies for producing pre-primary school teachers to work in those pre-primary schools.

Experience from other countries show that teacher training is an essential aspect of education policy. For example, India's education policy provides an approach on teacher training which states that:

*“recognizing that the best teachers will require training in high-quality content as well as pedagogy, teacher education will gradually be moved by 2030 into multidisciplinary colleges and universities. As colleges and universities all move towards becoming multidisciplinary, they will also aim to house outstanding education departments that offer B.Ed. M.Ed. and Ph.D. degrees in education.*

By the year 2030, the minimum Degree qualification for teaching will be 4-years. The integrated B.Ed. is the degree that teaches a range of knowledge content and pedagogy, and includes strong practicum training in the form of student-teaching at local schools. The 2-year B.Ed. Programs will also be offered by the same multidisciplinary institutions offering the 4-year integrated B.Ed. They will be intended only for those who have already obtained Bachelor's Degrees in other specialized subjects. These B.Ed. Programs may also be replaced by suitably adapted 1-year B.Ed. Programs, and will be offered only to those who have completed the equivalent of 4-year multidisciplinary Bachelor's Degrees or who have obtained a Master's Degree in a speciality and wish to become a subject teacher in that speciality. All such B.Ed. Degrees will be offered only by accredited multidisciplinary higher educational institutions offering 4-year integrated B.Ed. Programs (Ministry of Human Resource Development, 2020, p. 22).

The above policy statement for teachers training in India has the following features: First, it focuses on the actions to be taken in teacher training in terms of content and pedagogy. Second, it sets the minimum teacher qualifications required for someone to become a qualified teacher and teach in the Indian Education system. Third, it sets categories and time frameworks for teacher education programs in India. Fourth, it guides colleges and universities on the teacher education programs they have to offer. Fifth, sets the time frame for the teacher training policy reforms to be completed (ten years from 2020 to 2030).

The adoption and implementation of the ESDP through Primary Education Development Programme (PEDP) in 2002 and Secondary Education Development Programme (SEDP) in 2004 led to higher demand than supply of teachers for primary and secondary education. Consequently, teacher training programs in universities were reviewed, which led to the reduction of the number of training period from four (4) to three (3) years. The teacher education program contents were reviewed to fit three years. Over the years, there have been some stakeholder concerns on the quality of teachers produced by the three-year programs as compared to the four-year programs (Mgaiwa, 2018).

In the same period, there has been a decline in the training and supply of science, mathematics, and business subject teachers as compared to those of arts and humanities subject teachers. This is clear in the ETP 2014 document, which provides statistics (p. 47) to show the scarcity of teachers in science and mathematics in secondary and technical education. There is also a rural-urban imbalance in primary and secondary school teachers.

Such problems were outcomes of the past education and training policies. This discrepancy between science and art teachers is historical and was noted in the 1980s by the Makwetta Commission. The Commission recommended that “Pamoja na kuendeleza masomo ya sanaa na Sayansi ya Jamii umuhimu umedhihirika wa kutilia mkazo masomo ya Sayansi na Teknolojia” (p. 196). If these recommendations were considered through a strong policy, today, there could have been less shortage of science and mathematics teachers as compared to those in arts subjects.

In terms of the *teacher recruitment and selection* for public schools, both ETP 1995 and ETP 2014 lack a clear

direction for recruiting teachers and other human resources for the education sector. In Human Resource Management discipline, recruitment involves “the process of finding and engaging the people the organization needs. Selection is that part of the recruitment process concerned with deciding which applicants or candidates should be appointed to jobs” (Armstrong & Taylor, 2014, p. 225). According to Armstrong and Taylor, recruitment and selection have the following sequence of stages: (1) Defining requirements (2) Attracting candidates (3) Sifting applications (4) Interviewing (5) Testing (6) Assessing candidates (7) Obtaining references (8) Checking applications (9) Offering employment and (10) Following up. These processes allow employers to evaluate the strengths and weaknesses of applicants to serve various positions. It also allows them to identify applicants who studied in fake colleges or obtain fake certificates. Thus, recruitment and selection are systematic processes that need policy guidelines at all levels of education.

On the other hand, *teacher deployment* is about their utilization. While this has been done without a specific policy strategy for many years, the government is now implementing the so-called *Primary Teacher Education Deployment Strategy* (URT, 2018), which is not an outcome of the ETP 2014 since it was not emphasized. While this strategy focuses on primary schools, there is no available strategy for other levels of education. The Strategy “sets out several principles for prioritization of new teacher allocation, as well as some limited reallocation of existing teachers, in a way that prioritizes those schools with the greatest need. It also aims at improving teacher utilization.” (p. 34). According to the strategy, primary school teachers will be allocated “based on the agreed criteria and formula” (p. 34). The strategy also “provides different workable ways of ensuring the allocation of teachers” (p. 34).

The ETP 2014 does not consider teacher retention or motivation as a policy issue in Tanzania. Research evidence (Filipatali, 2013; Moshia, 2016, 2006, 2004; Mgaiwa, 2018; Namamba & Rao, 2017; Komba & Nkumbi, 2008) shows that teacher motivation has been very poor due to low remuneration, working conditions, poor health, and other services, lack of promotion, lack of continuous professional development, lack of specific policies for teacher education, lack of an autonomous teacher regulatory body, inadequate ICT and teacher education, and poor quality of candidates joining teacher education. During the 1980s, The Makwetta Commission recommended very strongly better policy strategies to improve teachers’ work, responsibilities, status, services, and remunerations (Tume ya Rais ya Elimu, 1982). In terms of motivation, the Commission recommended that teachers are provided with teaching allowance as a motivation to the teaching job

*“Tume inaamini kwamba mabadiliko ya kimapinduzi katika maslahi na marupurupu ya walimu yataweza kuleta mapinduzi katika ubora na hadhi ya walimu na katika juhudi na maarifa yao katika kazi... Ni muhimu kwamba maslahi ya walimu yawe ya kuridhisha na yaweze kuonyesha picha ya hadhi ya mwalimu katika jamii. Fomula hii ya mishabara ya walimu itawavutia walimu bora kupenda kufundisha, itasaidia kuzaia tabia ya walimu kutaka kuacha kazi na itawashawishi walimu weng na bora kudumu na kufanya kazi zao kwa utulivu zaidi. Kadhalika fomula itasaidia kupunguza tofauti kati ya mishabara na marupurupu ya walimu na ile ya watumishi katika mashirika ya Umma” (p. 246).*

Such policy recommendations were implemented in the 1980s, and teachers received a teaching allowance of 50% of their basic salary (Bennell & Mukyanuzi, 2005).

In the 1990s, the adoption of market liberalization by the third Government abolished teaching and other allowances for teachers and other civil servants. Despite the several developments and policy changes that have taken place in teacher education since the 1980s, it is unfortunate that such an effective teacher motivation policy which was made in 1982 based on research evidence by the Commission was dumped by policymakers in 2014.

While the ETP 1995 considers and provides directions for teachers’ working conditions, qualifications at every education level, professional development, training, and retention (See ETP 1995, pp. 31-42), ETP 2014 is silent on all these critical aspects. The silence in the policy may be interpreted as less importance is accorded to this

critical human resource. For example, in 1995, it was planned that the entry qualifications to teachers' colleges would be raised: 'The "Minimum admission requirement for the teacher education certificate course shall be Division III of Secondary Education Examination while for the Diploma teacher certificate course, minimum entry qualification shall be Division III in the Advanced Certificate of Secondary Education Examination."' (URT, 1995, p. 48).

Experience in other countries like India indicates that National Education Policy 2020 contain sections with very clear policy statements on teacher's recruitment and deployment, service environment and culture, continuous professional development, career management and progression, professional standards for teachers, special educators, and approach to teacher education (Ministry of Human Resource Development, 2020, p. 18-23). The section on teachers has about 28 sections which show that the Government of India recognizes and accords very serious attention to teachers' education and the teaching profession.

This is very clear from the policy on teacher motivation which states that:

*The quality of teacher's education, recruitment, deployment, service conditions, and empowerment of teachers are not where they should be. Consequently, the quality and motivation of teachers do not reach the desired standards. The high respect for teachers and the high status of the teaching profession must be restored to inspire the best to enter the teaching profession. The motivation and empowerment of teachers are required to ensure the best possible future for our children and our nation. (Ministry of Human Resource Development, 2020, p. 20).*

The ETP for Tanzania has to take bold decisions in teacher education like the Indian Government. For example, as one of the strategies to reform the teacher education subsector and reclaim the status of the teaching profession, a National Education Policy statement says: "the thousands of substandard standalone Teacher Education Institutions (TEIs) across the country will be shut down as soon as possible." (p. 23).

Concerning the teacher education curriculum, India has *The National Curriculum Framework for Teacher Education* (National Council for Teacher Education, 2009) which described the context, concerns, and vision of teacher education, curricular areas of initial teacher preparation, transacting the curriculum, and evaluating the developing teacher, continuing professional development and support for in-service teachers, preparing teacher educators, and implementation strategies.

The ETP 2014 does not provide policies for qualifications required for teachers who work in teacher colleges, universities, and technical and vocational education. Consequently, each of these institutions may have its policy on teachers'/tutors'/lecturers' qualifications.

Experience shows that some primary and secondary schools in Tanzania have developed teacher motivation strategies, such as providing monetary incentives for those teachers whose students perform highly in the final examinations. However, this is not practised by all schools. It is better if there is a nationally directed policy on institutional policies for teacher motivation. Thus, since ETP is a national policy, it has to have policy directives for educational institutions to have institutional policies for teacher motivation.

In terms of staff motivation in higher education, experience from other countries shows that there needs to be a specific policy statement for higher education staff. For example, based on research in India, it was observed that "faculty motivation in terms of teaching, research, and service in HEIs remains far lower than the desired level." (Ministry of Human Resource Development, 2020, p. 40). To address the challenge, policymakers devised a statement to deal with the various factors leading to low faculty motivation levels so that faculty members become "happy, enthusiastic, engaged, and motivated towards advancing [their] students, institution, and profession." (Ministry of Human Resource Development, 2020, p. 40). The policy recommended the following strategies:

*At most, all HEIs will be equipped with the basic infrastructure and facilities, including clean drinking water, clean working toilets, blackboards, offices, teaching supplies, libraries, labs, and pleasant classroom spaces and campuses. Every classroom shall have access to the latest educational technology that enables better learning experiences. (p. 40).*

*Teaching will not be excessive, and student-teacher ratios not too high, so that the activity of teaching remains pleasant and there is adequate time for interaction with students, research, and other university activities. Faculty will be appointed to individual institutions and generally not be transferable across institutions so that they may feel genuinely invested in, connected to, and committed to their institution and community. (p. 40).*

*Faculty will be given the freedom to design their own curricular and pedagogical approaches within the approved framework, including textbook and reading material selections, assignments, and assessments. Empowering the faculty to conduct innovative teaching, research, and service as they see best will be a crucial motivator and enabler for them to do truly outstanding, creative work. (p. 40).*

*Excellence will be further incentivized through appropriate rewards, promotions, recognitions, and movement into institutional leadership. Meanwhile, faculty not delivering on basic norms will be held accountable. (p. 40).*

*The HEIs will have clearly defined, independent, and transparent processes and criteria for faculty recruitment. (p. 41).*

*The presence of outstanding and enthusiastic institutional leaders that cultivate excellence and innovation is the need of the hour. (p. 41).*

Since the education and training sector is expanding due to the growing population and other social dynamics, the ETP has to consider having a separate teachers' training that is dynamic to meet the expansion in the education and training sector. Such a different teacher education policy should take into consideration all aspects of teachers, preparation or training, recruitment, deployment, utilization, retention, motivation, and professional development to provide adequate and competent teachers since education is the engine for the production of human resources for other national sectors.

Unlike the ETP 1995, which had a direction on the school librarians and laboratory technicians (p. 43), ETP 2014 does not have a clear policy on the training, recruitment, deployment, and retaining or motivation of school librarians and laboratory technicians. Such a policy on libraries and laboratories needs to go hand in hand with the librarians and laboratory technicians. However, there are no specific policy objectives, statements, and strategies to guide librarians and laboratory technicians' training, recruitment, deployment, and retaining or motivation.

### **3.15 Leadership, management, and administration of education and training sector**

Section 3.5 (URT, 2014, pp. 55-56) describes the situation and challenges facing the education sector's leadership, management, and administration in Tanzania. The Policy states that:

*There were challenges in responsibility and accountability in the education sector caused by the system of leadership, management, and administration from the level of ministries dealing with education and training up to the levels of schools, colleges, and various organizations which have affected the efficiency of the education sector. (p. 50).*

These challenges usually are reflected in mismanagement of human, financial, physical, and time resources. As a result, the sector is hunted by high drop-outs, demotivation, poor outcomes, and low quality of education. The mismanagement in the sector has also led to inadequate policies, plans, and implementation. Unfortunately, the ETP 2014 talks lightly about these challenges regarding leadership and management of the sector and hence giving simple policy alternatives and strategies that hardly help in addressing the respective challenges in schools and other educational institutions.

It was expected that since the ETP 2014 is a better version of the ETP 1995, its contents would have been an extension and improved version of the former Policy; however, the situation is quite the opposite. For example, ETP 1995 addressed the establishment of organs to coordinate vocational, technical, tertiary, and higher education and training, but this is hardly seen in the ETP 2014. Since there were challenges in terms of management of these institutions, the ETP 2014 could have come up with relevant policy strategies to strengthen the role of each of these organs and policies to address the challenges facing them in the management and administration of vocational, technical, tertiary, and higher education and training. Unfortunately, the ETP 2014 does not recognize the role of these organs, the challenges facing them, and strategies to overcome them. It is recommendable that at the national level, the management and administration of vocational, technical, tertiary, and higher education and training are, since 2016, coordinated by the Ministry of Education, Science, and Technology. This must have reduced the challenges of managing these subsectors by different ministries as it was before.

The report of the Controller and Auditor General (NAO, 2017) shows that since its establishment in 1994 and subsequent decentralization, VETA and vocational education sector faces challenges of “inadequate management of VETA operations” (p. 66), inadequate monitoring of decentralized revenue-generating activities (p. 68), delays in implementation of planned activities (p. 69), “non-utilization of training tools and equipment of TZS 321 million” (p. 69). Other weaknesses are “inadequate management of centres’ advisory committees, improper decentralizing of VETA properties and non-issuance of performance contracts to lower levels” (p. 66-68). To address these challenges and enhance effective management and administration of vocational education and training, relevant and specific policy objectives, statements, and strategies need to be developed and implemented.

Similarly, technical education subsector is faced with challenges in lack of support facilities and resources, a large number of students in classrooms, lack of motivation to some teachers due to unfavourable working conditions, and low students’ attitude morale (Tambwe, 2017). The ETP needs to address these challenges and enhance effective management and administration of technical education and training. Relevant and specific policy directives need to be developed and implemented.

Moreover, the higher education subsector is faced with challenges of budgetary constraints, human resources, lack of facilities, large enrolments, professional developments, employability of graduates, and so on (Istoroyeki & Hum, 2016; Tamilenti & Emmie, 2011). To address these challenges and enhance effective management and administration of higher education and training, relevant and specific policy directives need to be developed and implemented by enhancing TCU and individual higher education institutions.

The other policy issue in the education sector is the decentralization of educational leadership, management, and administration. Decentralization has been a public policy for all economic sectors in Tanzania and other developing countries, as stated in the national constitution (URT, 1977). The national framework on decentralization states that:

*There shall be established local government authorities in each government region, district, urban area, and village in the United Republic of Tanzania, which shall be of authorities the type and designation prescribed by law to be enacted by the Parliament or by the House of Representatives.*

*The purpose of having local government authorities is to transfer authority to the people. Local government authorities shall have the right and power to participate and to involve the people in the planning and implementation of development programs within their respective areas and generally throughout the country. (p. 83).*

However, unlike ETP 1995, the ETP 2014 is silent on the decentralization of education management and administration. In 1995, it was stated that “Ministries responsible for education and training shall devolve their responsibilities of management and administration of education and training to lower organs and communities” (URT, 1995, p. 26). The ETP 2014 does not provide directions for facilitating decentralization of educational management and administration. Rather, the policymakers complain without evidence that decentralization of educational management has led to interaction of responsibilities and irresponsibility.

Similarly, despite arguing that the major problem that led to interaction of responsibilities and irresponsibility was un-amended education laws, regulations, and guidelines for leading, managing, and administration to meet demand. However, ETP 2014 still does not provide for the amendment of education laws, regulations, and guidelines and this might be one of the reasons Education Act No 10 of 1995 is not amended until today.

The ETP 2014 generalizes the management and administration of educational institutions by presenting one policy objective with three policy statements for the entire education sector (p. 51), assuming that that objective and policy statements could be applicable in managing and administering all educational institutions from basic to higher education. It has to be noted that basic, teacher, technical, vocational, non-formal, and higher education institutions consist of people of different ages, backgrounds, motivations, knowledge, interests, and abilities. So, for example, principles that could be applied to manage human, financial, physical, and time resources in basic education may not apply in higher and technical education institutions.

Do policy statements direct all educational institutions to move in the same direction?? Likely not, because while some education programs developed at the University of Dar es Salaam School of Education aim to train specific teachers for primary and secondary schools (Bachelor of Teacher Education-Primary; and Bachelor of Teacher Education-Secondary), ETP directs moving towards basic education, which does not divide basic education into primary and secondary. This is evidenced that there is a lack of knowledge and participation of some critical stakeholders such as university dons in making the ETP 2014 so that these academicians who are developing the two programs are not aware of the direction of education. Otherwise, this is a wastage of resources because basic education will not be divided into primary and secondary.

A critical analysis shows that the ETP 2014 emphasizes centralization of power in decision-making and provision of education rather than decentralization because almost all policy statements emphasize on the government to take responsibility for the specific policy issues. However, over the past two decades, there has been an emphasis on decentralization and liberalization in education provision. The roles of the central, local governments, institutions, and other stakeholders are not stated clearly in the relevant policy statements so that the power demarcation is clear. The ETP 2014 does not emphasize decentralization. This weakness also constrains responsibility and accountability in education provision. Moreover, unlike the ETP 1995, ETP 2014 does not empower parents/communities, school boards, and School Committees in the management and administration of schools and colleges. It does not recognize and define the powers of School Boards and School Committees, which were empowered by Education (Amendment) Act 1995 (CAP 353 R.E. 2002) to supervise and advise management of schools and colleges. This is clear in the ETP 1995, which states that:

- *All education and training institutions shall have school or college committees/boards. (p. 28).*
- *Boards and committees of education and training institutions shall be responsible for the management, development planning, discipline, and finance of institutions under their jurisdiction. (p. 28).*

Since the ETP 2014 does not provide a statement for the disestablishment of School Boards and Committees, it means that they haven't been disestablished. Thus, these organs must have continued with their legal responsibilities of supervising and advising the management of schools and colleges since 2015. This means that the ETP 2014 contradicts with Education (Amendment) Act No. 10 of 1995 (CAP 353 R.E. 2002) because, as per 1995 policy and the Act, school and college heads were under school/college boards or school committees. However, as per ETP 2014, school heads and college principals are not supposed to report to School Boards/

Committees. Instead, they are supposed to report to Ward Education Officer (WEO) (URT, 2014, p. 66), a position which does not legally exist in the Education (Amendment) Act No. 10 of 1995 (CAP 353 R.E. 2002).

### The genesis of School Boards and School Committees

Unlike ETP 1995, the ETP 2014 does not define the qualifications (status) and powers of educational managers for schools and colleges. Concerning status and powers of education managers, ETP 1995 stated that

*All education managers at national, regional, and district post-primary formal education and training institutions shall have a university degree, professional training in education management, as well as appropriate experience. Education managers at ward and primary school levels shall have a Certificate or Diploma in Education, as well as professional training in education management and administration from a recognized institution. (p. 29).*

Between the period of 1995 and 2014, many changes have taken place at global, regional, and national levels which may have led such positions to demand individuals with more qualifications, training, and experience. The ETP 2014 is silent whether such qualifications, professional training, and experience would still be adequate or higher ones would be required for such managerial positions. It was important to have policy objectives, statements, and strategies for such positions for effective and efficient management of the education sector, subsectors, and institutions.

### 3.16 Sustainable System of Financing Education and Training

The ETP 2014 describes the current situation and challenges of education sector financing in Tanzania. It is stated that the education sector is being jointly financed by the state, domestic and external stakeholders, and the communities. This section identifies challenges facing the education sector financing, including inadequate funding as education sector budget estimates are usually greater than the actual disbursement. They do not meet the actual needs for quality education provision.

The Policy states that funding for the education sector will be from multiple sources, including the state, donors, private actors, and contributions from households. The challenges in the ETP 2014 do not specifically assign respective financing responsibilities to these identified stakeholders. Regarding the basic education sector, for instance, the policy has insisted on the Government giving ‘fee-free education’, which is a misleading statement because the government is financing that. It would have been appropriate if the policy stated that basic education will be financed by the Government and also highlights the roles and responsibilities of parents and other actors. Sustainable education financing policy has to be clear on sources of funds for the education sector. Sustainable education financing policy has to be clear on sources of funds for the education sector.

Practically, however, the education sector remains among the Government’s priorities in terms of budget allocation. For the past five years, for instance, the sector has ranked second with an average allocation of 15% of the national budget. Education is also among the top six priority areas included in the Vision 2025 Policy document and in the more recent Five-Year Development Plan, which contains a stronger emphasis on industrialization.

According to UNESCO’s Budget Analysis (2018), despite the education sector ranks second in terms of budget allocation, its average allocation of 15% has remained short of the recommended ratio of 20%. (as per the Global Partnership for Education target). The sector is also hunted with disbursement challenges where only an average of 60% of the allocated development budget is disbursed. There is a need, therefore, to have an effective mechanism and procedure for sending funds to schools and other educational institutions so that the funds are received and spent on the budgeted activities. However, there is a clear policy statement that provides a clear and effective procedure or mechanism to enable government schools and other educational institutions to receive and spend funds for specific purposes.

Fifth, the policymakers provide the challenges of high fees and other contributions paid by students in non-government schools and private colleges that cannot be afforded by the majority. However, there is no specific policy statement to deal with this challenge. Instead, they promise that “the government will make a regulation for controlling fees and other contributions for non-government schools and private colleges.

The ETP 2014 also talks about a *sustainable system of financing education and training*. However, all education subsectors were lumped together, assuming there would be *one best sustainable financing system* that fits all subsectors. That is, financing basic education would be similar to financing early childhood, technical, teacher, higher, and non-formal education. Moreover, in that section, an intelligent policy analyst would expect to see the one-best sustainable financing system devised and stated clearly for effective policy implementation. However, the policy statements provided did not even contain such one-best sustainable method of financing education and training in the country.

It has to be noted that from the poststructuralist perspective on education policy analysis, there is no one best sustainable system of financing education and training that fits all these education subsectors because these are very different educational contexts. This is made clear by Meise (2017), who stated that “there is no “one best way” because any version of “best” is grounded in a particular context and way of knowing the world: to impose that “one best” on other contexts is problematic.” (p. 3). Meise further states that:

*“Because realities are constituted through interaction, different humans may constitute different versions of reality for their cultural or social group. Postmodern approaches are generally suspicious of claimed “universal” versions of reality because universality is not considered “natural” and could only be accomplished if one version of reality is imposed on all. Thus, the overall goal of postmodern approaches is to reveal how seemingly “universal” structures and ways of knowing the world are one fallible construction among others. It is important to note that, for postmodernists, there is no single “Truth” hidden by distorted versions of reality. Rather, there are many versions of truth competing for legitimacy. Postmodern approaches challenge any way of structuring truth and reality that overpowers others. They do this by emphasizing suspicion, irony, pastiche, tension, irrationality, and vulnerability to demonstrate the inadequacy of any particular structure or order for understanding reality”.* (p. 5).

Similarly, having the *one-best sustainable financing system* is the thinking of *scientific management* that has been criticized more than a century ago. Scientific management believed that there is one best way of doing all things in an organization to improve work and organizational efficiency and productivity (Galabawa, 2001). These assumptions are limited in financing the education sector in today’s complex and dynamic modern world.

Just after the adoption of the ETP in 2015, the Fifth Government was elected and took over in November 2015. This government implemented Fee-free Basic Education Policy for public schools. In section 3.6 of the ETP 2014 it is not explicitly stated on Fee-Free Policy, although it is mentioned elsewhere in the document. It is still questionable whether a Fee-Free Education Policy will be sustainable as there have been many criticisms from different education stakeholders in the country (HakiElimu, 2017).

The ETP should put bold policy statements on sustainable funding of each education subsectors in Tanzania. It is clear that the government provides funds for basic education but lacks a policy for financing technical, vocational, and non-formal education. This affects the quality, access, and equity in technical, vocational, and non-formal education. Consequently, Tanzania has a low number of human resources with technical and vocational skills to work in various fields, especially with the focus on industrialization by the fifth government. If the government is not able to finance these subsectors, it should provide a policy for the private sector and families to finance them. Why shouldn’t that loans be available to students in technical, vocational, and non-formal education? Unlike the ETP 1995, ETP 2014 does not provide specific policy objectives, statements, and strategies for financing adult and non-formal education financing.

On the other hand, since the beginning of the 1990s, higher education financing policy has been and continues to be cost-sharing (URT, 1999; Ishengoma, 2004, 2006, 2008, 2010a, 2010b, 2013; Kossey & Ishengoma, 2017;

Mgaiwa, 2018). Since the 1990s, it was stated that higher education financing would emphasize “cost-sharing and power-sharing with private organizations, individuals, non-governmental organizations and communities who will be encouraged to take an active role in establishing and maintaining institutions of higher learning. Students will have to contribute for their education.” (URT, 1999, p. 16). But the cost-sharing policy hasn’t been recognized in the ETP 2014 as it was done in 1999 National Higher Education Policy (URT, 1999). Since the policymakers purport to argue that, ETP 2014 is an integration of four (4) policies, including the 1999 National Higher Education Policy, we expected to see some of its aspects being reiterated in the ETP 2014. For example, policy on “sources of financing higher education” (p. 16), “financial assistance to students” (p. 19), and “encouraging the private sector to support higher education” (p. 23). Moreover, National Higher Education Policy provides strategies for each of the policies. Such strategies assigned responsibilities for each higher education stakeholder, including the Government, higher education institution owners, higher education institutions, private sector providers, and students/parents or guardians (see National Higher Education Policy, Chapter 6). There is no argument why all these policies were dropped in the ETP 2014.

According to Mgaiwa (2018), in Tanzania, due to the unpredictability of the revenue collection from the government-identified sources, countries’ economic performance, little funds are disbursed by the government to its institutions, including universities (Fussy, 2017; Ishengoma, 2010; Mgaya & Lokina, 2010). However, although all the above was part of higher education financing policy, ETP 2014 does not consider them. Moreover, the Cost-sharing Policy has received severe criticisms from the stakeholders due to its weaknesses to achieve the objectives of access and equity for students from disadvantaged groups. For example, there are no special loan considerations for female students and there are vague loan applicant screening criteria (Kossey & Ishengoma, 2017). For example, studies show that the implementation of the cost-sharing policy in higher education between 2000 and 2015 has limited some students to enrol in public universities because they could not manage the contributions due to poor financial status (Mpiza, 2007). According to Mpiza, The Loans Board provides loans to students with very high academic performances only.

Unfortunately, cost-sharing and others related to higher education financing were also not considered while developing the ETP 2014 and there are no alternative policies to finance higher education students. The ETP 2014 could have considered strategies to overcome such challenges to reduce the effects of cost-sharing policy on higher education quality, access, and equity.

Countries that are committed to financing higher education have devised alternative policies that provide financial resources for higher education-specific needy students rather than depending on only one source, the loans. This is made clear in the Indian National Education Policy as follows:

*Financial assistance to students shall be made available through various measures. Efforts will be made to incentivize the merit of students belonging to Scheduled Castes (SC), Scheduled Tribes (ST), Other Backward Classes (OBC), and other Socioeconomically Disadvantaged Groups (SDGs). The National Scholarship Portal will be expanded to support, foster, and track the progress of students receiving scholarships. Private HEIs will be encouraged to offer larger numbers of free ships and scholarships to their students. (Ministry of Human Resource Development, p. 40).*

Besides, it has to be noted that, in Tanzania, there are two categories of higher education institutions: public and private. The financing policy for these two categories of institutions can never be the same. The ETP 2014 could have considered these as separate entities in terms of financing higher education and training.

Experience from other countries’ education policy shows that there is a need to have different policy objectives, statements, and strategies for financing each education subsector because these are very different contexts with different objectives and education recipients. However, while there may cost-sharing in other levels of education, in almost all countries in the world, basic education is a compulsory system and need to be financed by the state for its social returns to the society.

For the Government to ensure sustainable higher education financing, the ETP has to consider policy objectives,

statements, and strategies for reliable sources of funds, the role of each stakeholder, a mechanism for monitoring and evaluation of financing policy. Reliable sources could include diversified sources of income by public higher education institutions in order “to reduce their dependence on public funds, which are often tied to economic and political factors.” (Mgaiwa, 2018, p. 13). For example, according to Mgaiwa, universities need to develop strategies “for income generation aimed at diversifying their income through grants and contracts, alumni contributions, and partnerships with corporate organizations.” (p. 13). The government and other education stakeholders have to sustain their funding for innovative and growing higher education institutions that expand their capacities for teaching, research, and public services.

Funding for the education sector also depends on donors and aids from institutions like World Bank, UNESCO, IMF, and donor countries. It is true that the Government alone cannot finance the education provisions. Therefore, the ETP should have sustainable financing policy strategies to enable the country to be based on internal sources of finance for self-reliance. Such policy strategy should be backed up by the law so that stakeholders take their responsibilities in financing education at the various levels.

The ETP 2014 lacks commitment to policy strategies to control public funds allocated for education, such as having a financial information management system that would have been relevant to facilitate the current Fifth Government effort to control public funds from being misused. This would reduce the misuse and misallocation of state funds allocated for education which has been a problem for many years. Although ETP has a section of the educational management information system, it is not clear how this would be useful to facilitate the management of this important resource, not only for the education sector but for all sectors of the economy.

The ETP acknowledges community contribution in education financing at all levels, which has been significant, especially for basic education since independence. Still, it does not provide a policy statement on how the community will continue to contribute to sustainable education financing for each subsector. The ETP 2014 Policy statement completely kicks the community out of the education financing framework.

The ETP 2014 acknowledges the donor contribution in education financing, which has been significant, especially for basic education but does not provide a policy statement on how the donors will continue to contribute to sustainable education financing for each subsector. The ETP 2014 statement completely ignores donors’ contribution to education financing policy. If they are no longer needed should be made clear through policy statements.

Although there has been significant inequity in financial resource allocations among various levels of the education sector, the ETP 2014 lacks a strategy for making financial resources equitable, predictable, and sustainable. There is no policy strategy for allocating financial resources to the poor and vulnerable groups in the society at all levels of education, especially in higher education.



## 4. Shaping the Future of Education: Issues and Recommendations

This section provides policy issues and recommendations for improvement in the new Education and Training Policy. The “Policy Issues” in the analysis refer to gaps, problems or questions that affect a wider swath of society in connection to the Education and Training Policy 2014. Under the section “Other Issues”, reference is made to problems, gaps and questions in the education that do not directly fall under the National Education and Training Policy. However, they are specific and require attention at the policy implementation level. This Chapter highlights issues clustered in 21 domains, with recommendations as proposed by the stakeholders of the review process, during consultations and from the reviewed literature. These include experts and community representatives, including community ambassadors of education, “the Friends of Education”. This Chapter contains the narrative of challenges in the education sector, presenting the review and analysis of specific policy alternatives from the ETP 2014 and recommends improvements and areas of implementation derived from the identified gaps in the ETP 2014, as per the items below.

## 4.1 The Organisation, Structure, Content, and Implementation of Education and Training Policy

*Policy Issue (a): The Policy does not include national education goals, aims, and objectives of education for each education subsector.*

The previous ETP 1995, identified each education subsector and its purpose, aims, and objectives. These must be clearly stated clearly for policy actors to refer to. However, contrary, ETP 2014 does not provide the national education goals, aims, and objectives of each education subsector to enable policy actors and implementers to link between policy statements and objectives in dealing with the problems and challenges facing each subsector. Policymakers make presuppositions that policy actors know those purposes, aims, and goals.

### Recommendations:

- Identify and include consistently overall national goals in education as formulated by a responsible or entrusted organ, such as the National Body of Education or The National Education Commission, as proposed in issue 6 of this section.
- Include the National Goals of Education and Aims and Objectives of education for each subsector as part of the document.

*Policy Issue (b): The Policy provides general statements in addressing education sectors, instead of addressing individual levels and subsectors of education.*

Unlike the ETP 1995, which provides policy statements for each policy issue per each subsector, ETP 2014 provides universal policy statements as if they apply to all subsectors. However, the fact that education subsectors are different contexts is unlikely that each policy statement for each policy issue applies to all education subsectors

### Recommendations:

- Avoid universal policy statements as presented in the ETP (2014) that assume that the statements apply to all education subsectors (levels) from pre-primary to higher education since these are different contexts.
- Recognise each subsector differently based on research evidence and the existing situation.

*Policy Issue (c): The implementation framework is weak and lacks legal support.*

Internationally and in Tanzania, education policy is backed up by the Education Act. The state legal frameworks must support any education policy review. The review of a policy has to be followed up by the amendment of respective Acts because policy cannot be implemented without legal support.

### Recommendations:

- Amendment of State Acts to preside the implementation of new or revised ETP. For example, some sections of the Education Act, Number 25 of 1978, do not support the reforms made through the ETP 2014.
- Formulate separate Acts for each subsector or level of education, for example, basic education, compulsory education, higher education, teacher education and vocational education.

*Policy Issue (d): During the formation of the ETP 2014, stakeholders in the education sector were mal represented.*

**The top-down approach to policymaking, adoption, implementation and evaluation cannot work in the current complex, competitive, and highly dynamic education and training sector.**

**Recommendations:**

- Involve major education stakeholders such as teachers, parents, private sectors, and think tanks because their involvement empowers them to own and implement the policy.
- Emphasize the bottom-up approach instead of the top-down approach in policymaking and formulation.

*Policy Issue (e): The language used in the ETP 2014 was not clear to the implementors in the education institutions.*

Policy statements are prone to misinterpretation. For example, the events following the implementation of the Fee-Free Education Policy were misunderstood by many. Some school administrators continued to request contributions from parents to run schools, assuming that the funds from the Government would be inadequate. On the other hand, parents who wanted to contribute to the schools were denied to do so. Some parents were not ready even to contribute stationery costs, on the assumption, the Government will pay for everything. To them, fee-free means the Government is everything is paying for everything.

**Recommendations:**

- Clarify terminologies and statements in the ETP for implementation in various educational institutions.

*Policy Issue (f): The profile of teachers and learners is not explicitly defined.*

**The policy does not explicitly state the expected profile of learners and teachers for each level of education. , The Curriculum for primary education Standard I-VII has stipulated assessment criteria for each subject. The focus is on competencies expected from learner after completing a given cycle of education.**

**Recommendations:**

- Specify final learning outcomes for each cycle of education.
- Explicitly indicate profiles of the teachers (competencies) for each level of the education cycle

*Policy Issue (g): The Policy does not offer education flexibility due to the absence of clarity on the transition from formal to non-formal education, non-formal to formal education.*

The current education policy does not provide an opportunity for the transition from formal to non-formal education, non-formal to formal education. There is no guide on how STD VII leavers can join the non-formal education and get a certification, and then such certificate be used to join further education.

**Recommendations:**

- Develop types of qualification according to the form/type of education (Formal, Non-Formal, and Informal).
- Allow transition from one form/ type of education to another

*Policy Issue (b): The Policy does not offer a multi-sectoral coordination framework.*

A unified structure to ensure smooth coordination and inter-relationship among ministries and institutes is missing. However, it is essential to ensure that different education subsectors reinforce each other by creating synergy and support for the performance of the entire education system.

### **Recommendations:**

- Establish a National Body of Education or The National Education Commission
- Establish a National Qualifications Body/Authority
- Develop comprehensive national Curriculum framework
- Refine and institutionalized the National Qualification Framework (NQF)

*Policy Issue (i): The policymaking was less incremental*

Education and training policy must be built on past policies, focusing on incremental improvements rather than entirely new changes. Thus, the ETP 2014 could have been constructed on ETP 1995, as the aspects of ETP 1995 are contained in the ETP 2014 but in a revised form.

### **Recommendations:**

- Education and training policymaking, implementation, and evaluation should be incremental to accommodate the issues of the previous policy since many educational challenges remain the same.

*Policy Issue (j): The Policy did not involve adequate research evidence for each education subsector*

The current ETP seems to have relied on general education sector data rather than subsector-specific research evidence. The findings study shows that some of the previous education policies were not adequately implemented and evaluated through research. For example, in the 1990s, the policies (guidelines) were guided by the Makwetta Commission Report.

### **Recommendations:**

- Collect data and research evidence from each education subsector from pre-primary to higher education through partnerships with the public and private sector.
- Establish a strong collaboration between researchers and policymakers.

### **Other Issues:**

*Issue (a): The Education Policy is not effectively implemented*

From the time of Independence, there were several education policies developed. However, the major problem with education policy is the lack of commitment to implementing the policy. Education policies in Tanzania are plagued by ineffective dissemination, inadequate funds in successive planning for the realization, and influence by the stakeholders.

### **Recommendations:**

- Stress the use of multiple dissemination platforms.

- Develop a clear communication and engagement strategy with stakeholders
- Provide a road map or strategy for policy implementation and make it mandatory.
- Recruit policy experts at all levels responsible for policy interpretation and implementation, for example, Regulatory Authority (TCU and NACTE), Local Governments, Tanzania Institute of Education, National Examination Council of Tanzania, and Vocational Education Authority.

*Issue (b): Education subsectors are not well covered and synergised in the Policy.*

Unlike the ETP 1995 covering all education subsectors comprehensively and separately, the ETP 2014 does not cover all the education subsectors. This weakness stems from the above assumptions that universal policy objectives and statements may apply to all subsectors.

#### **Recommendations:**

- Cover separately pre-primary, primary, secondary, teacher, adult and non-formal, vocational, technical, and higher education.
- Provide policy objectives and statements on each of the subsectors, expected to focus on Curriculum and pedagogy, quality, access, equity, management financing, and cross-cutting issues.

## **4.2 Pedagogical structure for formal education**

The pedagogical structure and curricula for formal education are supposed to be relevant to the needs and interests of learners at different stages of their development. The suitable design will enhance learning for students based on cognitive, social, and physical development. It will also inform curricula development at each stage of education, school physical infrastructure, and management

*Policy Issue (a): The linear structure of formal education does not depict alternative pathways. One year of pre-school learning (beginning at age 5) provided in the ETP 2014 does not offer adequate preparation time for primary school.*

As depicted in the ETP (2014), Tanzanian formal education structure was changed to enable learners to complete higher education between the ages of 20 and 22 years, hence introducing the 1+10+2+3+ years structure. This structure seems appropriate and in line with the international trends regarding the number of years that children are expected to spend in basic education. The structure can be improved by introducing 2+6+4+2+3+ years. That means two years for pre-primary school (foundational level); six years for primary level (lower and upper primary, class I to VI); four years of lower secondary level (from 1 to form IV); two years for high school (Form V and VI); and three and above years for professional education and higher. However, the duration for pre-primary education (one year) is not sufficient to prepare learners for primary and further education

#### **Recommendations:**

- Include day care centres in the structure to enhance coordination, recognition and Curriculum development
- Introduce additional one year for pre-primary education is needed because early childhood education forms a basis for and has positive consequences on later learning
- Cluster pre-primary through grade two into one educational cycle (early education).

**Table 6: Pedagogical structure table for formal education**

Form of education	Level of Education	Stage of Education	Duration	Learners' Age
Early Education	Foundation Stage	Day care centre (optional)	2	Under 4 years
		Pre-primary (Junior)	1	4
		Pre-primary (Senior)	1	5
Basic Education	Primary Education	Early Primary	2 (Standard 1 &2)	6-7
		Lower Primary	2 (Standard 3 &4)	8-9
		Upper Primary	2	9-11
	Secondary Education	Ordinary secondary	4	12-15
Post-basic Education	Vocational Education and Training	Professional Training	2+	16-18
	Secondary Education	Advanced secondary	2	16-17
Tertiary education	Technical Education	Undergraduate Education( Professional Education)	3+	18-20
Higher education	University Education	Undergraduate Education (Academic)	3+	18-20
Other forms of Education	Adult, Informal and Non-formal education			

The figure below represents the organization structure of formal and non formal education

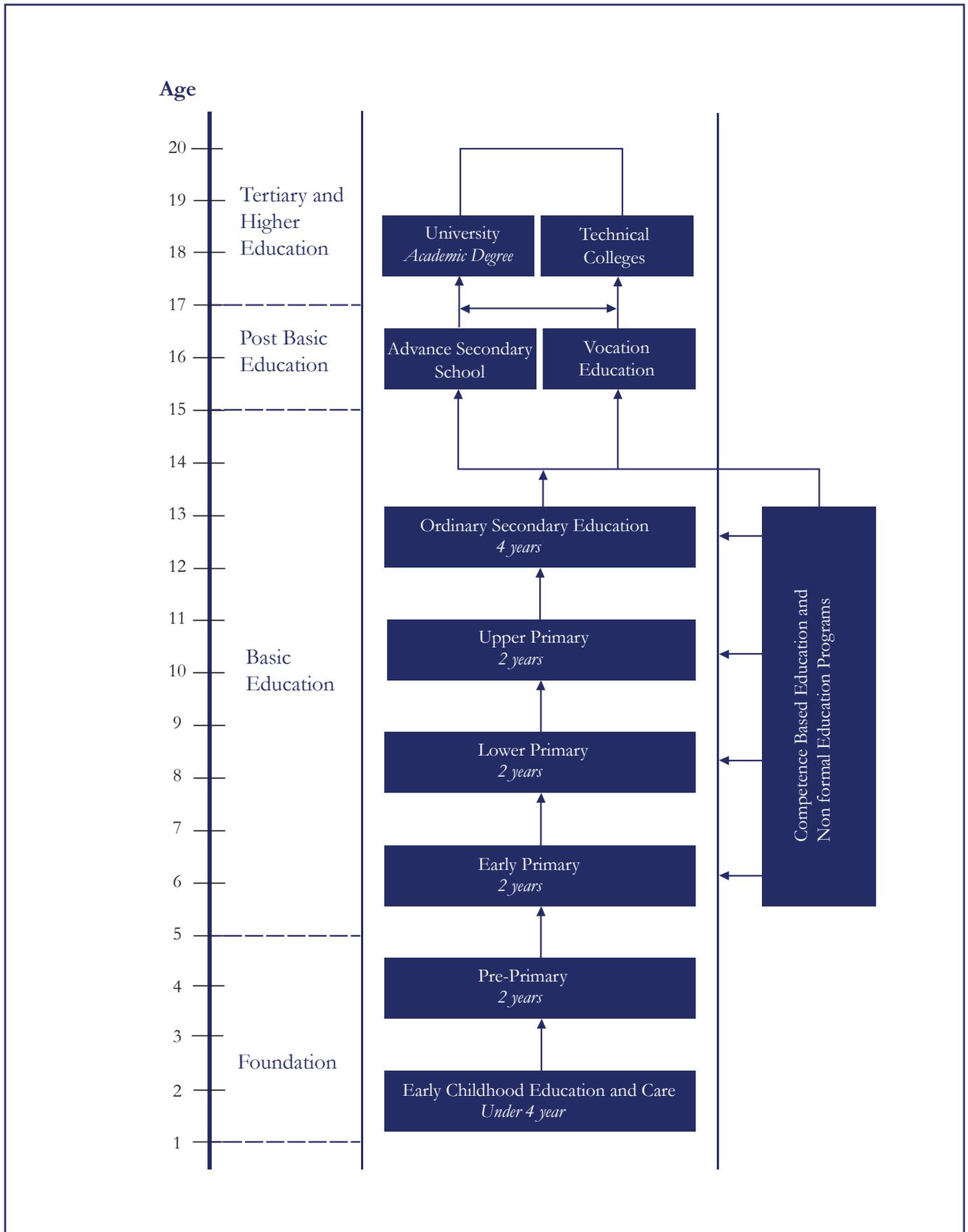


Figure 2: Holistic organization of education

*Policy Issue (b): The statements on the use of both Kiswahili and English as the Language of instruction across school levels contribute to misinterpretation in implementation.*

The ETP 2014, acknowledges both Kiswahili and English Languages, and the Government commits to use both in all levels of education. In particular, the policy is silent on the Language of Instruction (LoI) in the context of the expanded threshold of basic education from seven years to ten years.

Since independence, Tanzania used two LoIs, Kiswahili and English, in primary and post-primary education. In the ETP 2014 and practice, English is regarded as a second Language, assuming that learners know the language; thus, the emphasis is on transformational grammar. English is taught as a second Language (ESL) in a country where it is widely spoken, not the case with Tanzania. The current use of English as LoI in all levels results in poor learning and teaching of the Language.

### **Recommendations:**

- The Policy should clearly state the language of instruction (LoI) for each level of education.
- The Policy should acknowledge English as a Foreign Language (EFL) and not a second Language (ESL) and thus guide how it should be adequately taught from early grades. Change in teaching and learning as ESL emphasises transformational Grammar to English as a Foreign Language (EFL) because English is not the dominant language where the emphasis will be on communicative Grammar.

*Policy Issue (c): The Policy does not provide for the promotion of civic competencies at all levels of education.*

To foster among students' commitment to their country, "Siasa" (Political Education) replaced "Civics" in secondary schools in 1970 subject and was taught in Kiswahili Language. However, in 1992 "Civics" was reintroduced and taught in the English Language, instead of "Siasa", due to political change in the country from a single party to a multiparty. Content of "Civics" was designed to meet the demands of a multiparty system, but it is not clear why the language of instruction was changed.

### **Recommendations:**

- Use Kiswahili as the Language of instruction for civic education at all levels of education.
- Promote the teaching of patriotic education across Curriculum at all levels of education.

## **4.3 Family, National Values and Moral Development**

The analysis also led to identifying the roles of the family in building values and morals from family to national levels. It is believed that these issues need policy attention because they are at the heart of the family institution and the nation. The following policy issues were raised, and the recommendations provided:

*Policy Issue (a): The role of the family as part of the educational institution is not defined despite the importance of intellectual stimulation, psycho-social support, enculturation, moral upbringing, and future orientation.*

The theory shows that children from the prenatal stage (before birth) benefit when parents live in peace and harmony. Children also develop identity when the family knows and values their roots. Social commitment can be created when the family is united. The study revealed that gender responsibilities can best be learned early in life if children live in a harmonious family setting among all family members and neighbours. It has also been observed that, children clarify values when they grow up in a stable family. They can also develop orally (speaking to be heard) if the school can collaborate with parents. More so, children and adolescents can achieve their dreams with the support of a happy family. Therefore, it can be concluded that the separation of parents due to various reasons can be harmful and damage nurturing of family and culture and values.

**Recommendations:**

- A new policy should emphasize that it is educationally profitable for parents to live and raise their families together. Therefore, the working environment should not separate parents and sacrifice the child.
- State clearly in the new policy how child abuse and gender violence (separation being part of it) influences the destruction of education for children and youths.
- Discourage primary boarding schools. They tear away children from family care before boys and girls have attained adolescence age.
- Point out that “good parenting” education is needed, regardless of the parents’ economic status. Children can be spoiled by either irresponsible leisure or by constraining poverty.

*Policy Issue (b): National values (Tunuu za Taifa) are not emphasized at all levels of education*

Education has been and will remain a major means by which national values are produced and reproduced from one generation to another. Some of the values are integrity, democracy, accountability, the rule of law, citizen participation, human rights, gender equality, national unity, transparency, and patriotism. These values are fundamental if we are to live in harmony and social progress, such as respect, empathy, equality, solidarity, and critical thinking. Teaching these values helps to promote tolerance and understanding above and beyond our political, cultural, and religious differences, putting special emphasis on the defence of human rights, the protection of ethnic minorities and the most vulnerable groups, and the conservation of the environment. The reproduction of values should be the responsibility of the family, universities, businesses, sports among others. Without these and other ethical principles that define human beings, it will be difficult for the nation to build a peaceful and united society. However, the current Education Policy does not emphasize these values at all levels of education

**Recommendations:**

- Direct values, ethics, and traditions to be given due weight across the entire learning and education systems at all levels and in all fields.
- Direct and guide how to strengthen ties among academic institutions, parents, and communities (PTA, school Boards).
- Encourage the teaching of traditions and values at family and community levels.
- Emphasize civic and moral education as a compulsory area of learning and develop civic and moral education teachers.

*Policy Issue (c): The education system does not effectively promote arts and culture.*

The promotion of acquisition and appreciation of the arts, culture, customs, and traditions of the people of Tanzania is one of the key objectives of education. The arts form a major medium for imparting culture. With this emphasis on the teaching of culture to cultivate cultural awareness, it is. Unfortunately, Tanzanian culture is not receiving due attention despite the emerging trend of losing treasure of culture developed over thousands of years.

**Recommendations:**

- Tanzanian arts of all kinds must be offered to students at all forms of education, starting with early education.
- Curriculum content needs to include national heritage (folklore).

*Policy Issue (d): The Policy is silent on education of Religion as a subject in schools.*

Schools have failed to differentiate between *Religious Education* and *Religious Instruction*, which has resulted in turning the Religion period as platforms for preaching instead of learning about Religion. *Religious education* refers to teaching about religions, in general, to integrate it with the school Curriculum to perform the socialisation function. Religious teaching concentrates on teaching the beliefs, doctrines, rituals, customs, rites, and personal roles of a particular religious denomination. The current Education Policy does not provide a clear distinction between religious education and religious teaching.

#### **Recommendations:**

- Introduce structured religion education, with a focus on general religious knowledge, values, and morals, and not interfere with religious preaching.
- Direct, the guide identifies, supports, and supervises religious studies (prepare religious teachers, supervision, and indicator tools).
- Introduce values and ethics subjects in the education sector at all levels, and reiterate professional values and ethics in academic institutions.

*Policy Issue (e): The role of parents in monitoring and evaluation of education is not emphasised in the Policy*

Parents play a crucial role in educating their children, from being role models to being good friends. However, the majority of parents in Tanzania do not perform such functions and responsibilities. The current education policy does not emphasize parents to become aware of their responsibilities in educating children in formal and non-formal education.

#### **Recommendation:**

- There is a need to encourage strong collaboration among the school, parents/guardians, and the community in developing the child academically, socially, and culturally.

*Policy Issues (f): The role of graduation ceremonies and school celebrations in learning is not well defined.*

Graduation ceremonies are standard practice in schools, colleges, and universities. At pre-primary, primary, and secondary education, ceremonies vary from school to school, although certain basic elements are usually the same. However, the current practices indicate that basic education graduation is not mandatory, and also, it does not have a clear guideline.

#### **Recommendations:**

- Provide a national guideline for graduation ceremonies.
- Direct the use of graduation ceremonies to preserve some Tanzanian traditions for cultural enrichment and national integration.

#### 4.4 Curriculum Development, Change and Reform for Basic and Secondary Education

The curriculum is the heart of any good education system and the development of relevant curricula, effective implementation and assessment will contribute significantly to the realization of government aims and objectives as stipulated in Vision 2025. The following are issues identified in the ETP (2014) and the recommendations are provided to improve the review of the policy.

*Policy Issue (a): The Policy does not clearly identify the roadmap for Curriculum development, revision/ change/ reform.*

The study revealed many Curriculum reforms implemented in Tanzania took place haphazardly without clear time frame, and some were made without adequate preparations that would have enhanced their implementation. The curricula for basic and secondary education are designed and developed by the Ministry of Education, Science, and Technology through the Tanzania Institute of Education (TIE). However, they are criticised for their poor participation in developing curricula. Besides, some revisions were considered to be irrelevant. In most cases, the involved parties were politicians, university academics, and Curriculum developers. The current Curriculum for pre-primary and primary education was developed in 2015 and secondary education in 2005, but both curricula are considered to leave many issues unresolved.

##### Recommendations:

- Establish independent Board and set clear milestones for Curriculum review and revision process that are cyclical, led by experts, managed by the national committee, and informed by evidence.
- Expand consultation and approval process by involving Cabinet Sub-Committees, Private Sector, Scientific Research Institutions such as Tanzania Commission for Science and Technology (COSTECH) and Economic and Social Research Foundation (ESRF), Teacher Education Institutions, international and non-governmental organisations involved in the education, in the interests of equity and transparency.
- Decentralise some aspects of the Curriculum and make them tailor made according the region, district, or school, as to address the learners' actual needs.
- Strengthen Curriculum approval system (stretch to include multiple expert decisions) such as to the cabinet/parliament level.

*Policy Issue (b): The guidance of Curriculum is not well conceptualised.*

Unlike the ETP 1995, which conceptualizes the Curriculum content for the various levels of education, the current Education Policy does not. For example, the ETP 1995 clarifies that "...the formal school Curriculum will focus on the teaching of languages, science, technology, humanities and life skills. The emphasis in these broad fields will permeate throughout the pre-primary, primary, secondary, and teacher education levels" (p. 51). The policy also describes what each of these constitutes.

##### Recommendations:

- Stipulate Curriculum content for the levels of education.
- Stipulate Curriculum approach for the levels of education.

*Policy Issue (c) : Competence-based Curriculum is not implemented as intended*

In 2005, competence-based Curriculum approach for primary and secondary education was introduced in Tanzania. The competence-based Curriculum intends to enable pupils/students to develop critical competencies

required in the labour market. However, in actual classroom implementation of the competence-based Curriculum, teachers are still focusing on creating content with the hope that the learners would develop the intended competencies automatically. In other words, teachers are returning to the former content-based Curriculum. As part of the improvement, in 2015 Curriculum for primary education was revised and it provides elaborated theoretical underpinning features of the competence-based Curriculum.

### Recommendations:

- Continue reviewing Curriculum structure to include and maintain critical features of the competence-based Curriculum;
- Ensure that all critical practitioners of the education system with Curriculum-related responsibilities understand the Curriculum.

### Other Issues:

*Issue (a): Responsible bodies for Curriculum development are not identified.*

Unlike the ETP 1995, which identifies and states clearly the roles of Curriculum development bodies such as TIE, the current Education Policy does not put this clear.

### Recommendation:

- Establish clear responsibilities for each institution. Refer to the ETP (1995).

*Issue (b): Tanzania Institute of Education (TIE) has limited capacity in Curriculum development.*

TIE is overloaded or overstretched with responsibilities, this affects the quality of Curriculum development that meets the demands of inclusion and education for all. Currently, TIE deals with all curricula at all levels and sub-sectors and their issues, ranging from designing, developing, monitoring, and reviewing. Moreover, TIE deals with evaluation, authorisation, publishing, and distribution of textbooks. It updates pre-primary, primary, secondary, and teacher education curricula. However, it does not have the capacity to perform these roles and responsibilities.

### Recommendations:

- Strengthen the capacity of TIE by training Curriculum developers and implementers at all levels and sub-sectors.
- Establish TIE in such a way, that they are responsible for Curriculum development and production only.

## 4.5 Curriculum Materials or Teaching and Learning Materials

*Policy Issue (a): The Policy does not provide clear guidance to align textbooks with the competence-based Curriculum.*

In 2014, the Government decided to discontinue the multiple textbook policy and market-based system for textbook provision that was established in the early 1990s and revert to a single textbook policy with complete State control. A Circular No 14 of 2014 by the Ministry of Education empowered the Tanzania Institute of Education (TIE) to develop textbook manuscripts, produce and distribute them. Also, TIE is responsible for vetting, evaluation, and approval of supplementary and reference textbooks of the private publisher. However, there is a missing link between the private publishers and TIE in the vetting and evaluation process. It is also unclear whether a single textbook developed by the Government enhances the demands of the competence-

based Curriculum, which aims to create multiple competencies for the subject. It is important to note that TIE is facing several challenges, including shortage of qualified textbook writers. It relies on local textbook writers, teachers, and university lecturers who have never received any training for that job. Other problems include cumbersome editing, time-consuming procurement, and technical obstacles to printing, storing, and distribution of books. Therefore, regardless of the Government's control in the publication of textbooks, there is a notable shortage of textbooks in primary and secondary schools.

### Recommendations:

- Provide guidance on Public- Private partnerships to collaborate in textbook writing, production, and distribution, whereby critical stakeholders in the education and publishing industry are all responsible. Such cooperation will contribute to the publication of high-quality and relevant textbooks.
- Develop a solid system to enable the Government to coordinate the publish activities, vet and evaluate the textbooks that will be approved to be used in schools.
- Develop a collaborative system between education institutions and publishers to train textbook writers who will provide professional advice to the publishers to improve their works.
- Support separate policy that directs how textbooks are produced, evaluated, selected, printed, sold, and distributed.

*Policy Issue (b): There is no clear framework guiding preparations of textbook authors.*

School textbooks or educational book writing is a field that requires trained and qualified personnel. However, in Tanzania, it is done by any interested person without strong there are no training institutions for textbook writing and publishing. The current Education policy does not guide the qualifications, experience, and kind of training required for one to become a professional school textbook writer. In general, skills in textbook writing are very poor. The diction of the texts is not friendly enough. Books read like notes. This makes the textbooks very boring. TIE needs experts or training in textbook writing.

### Recommendations:

- Define the required qualifications and experience for someone to become a writer of educational/ school textbooks.
- Create collaborative responsibility in textbook writing and publications between the Government and the private sector, including parents, and international expertise.

### Other Issues:

*Issue (a): There is a limited number of qualified textbook publishers in the country.*

Quality textbook publishing is an industry which requires quality inputs, process, outputs and feedback. The current education policy does not provide guidelines for publishing of school textbooks and other educational materials.

### Recommendations:

- Support textbook publishing industry in collaboration between the Government and the private sector.
- Support separate policy that directs how textbooks are produced, evaluated, selected, printed, sold, and distributed.

- Enact a law to guide the publication of educational materials and school textbooks

*Issue (b): The Ministry of Education has a weak network and capacity to coordinate textbook distribution in schools.*

After textbooks are published, they need to be distributed to various parts of the country through the Government and market system. The current Education Policy does not provide for a well-coordinated textbook distribution to reach all districts of the country. Consequently, there are places where textbooks cannot be found in the book store including the Government stores.

#### **Recommendations:**

- Ensure that textbook writing and printing is under specific committees or regulatory body that coordinates the validation and distribution.
- Ensure books are accessible in the market for students and teachers to access.

*Issue (c): There are limited facilities for the storage of textbooks.*

The absence of school libraries has constrained textbook storage and access for use by teachers and learners. Consequently, most textbooks are kept in teachers' offices or houses where learners and teachers cannot access them when they need to use them. The current Education Policy does not provide for library service improvement in all schools.

#### **Recommendations:**

- Improve storage facilities of textbooks
- Ensure textbook are used accordingly.

*Issue (d): ICT is not extensively applied in the education system*

Information and Communication Technology (ICT) plays a key role in teaching and learning worldwide. The ability to use ICT is vital for full participation in the globalized society. The current digital world requires people who possess ICT competencies, as such, literacy in ICT is unavoidable and should be integrated into all education levels from pre-primary to the University. Experience from COVID-19 has shown that ICT is becoming a valuable tool for teaching and learning.

#### **Recommendations:**

- Provide schools with ICT that will enable access to learning materials and tools to address home learning and parents' involvement.
- Provide all schools with a reliable ICT infrastructure and access to internet.
- Provide investment in digital learning materials.
- Provide for increased investment in the human resources necessary to utilize these ICT tools and systems, and develop teachers' confidence and capacity to use ICT.
- Protect youth and vulnerable populations from dangerous online activities.

## **4.6 Assessment and Evaluation of Learning**

*Policy Issue (a): There is the use of examination and assessment interchangeably, while these serve different purposes in the*

*education system.*

While the purpose of assessment is to gather relevant information about students' performance, progress, or to determine students' interests to make judgments about their learning process, the purpose of the examination is to certify. However, the current practice of multiple examinations practised in schools means that there is a lack of clarity between the two. It is not easy to distinguish between Standard IV and Form II assessments with final national examinations. However, be it examination or review, teachers and educators are not sure of how to assess critical thinking and creativity. They do not seek to unfold each learner's creative impulse. They depend on marking schemes that rely on standardised answers, thus hindering creativity and innovation.

### **Recommendations:**

- Stress on national assessments that provide data to inform improvements in the education system.
- Create a clear difference between assessment and examination.
- Encourage participation in regional and international assessments such as Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ).

*Policy Issue (b): The current assessment systems encourage rote-learning and stressful competition among learners and leaves behind some students with special needs*

For over five decades, the school Curriculum, related assessments and evaluation strategies emphasised on standardised testing and assessment tools which encourage memorization, competition, and solving past papers rather than creativity, critical thinking, and problem-solving. In addition, such approaches do not cater to students with special or diverse needs, and the ETP 2014 does not provide a guide on how to assess students with such diversity to capture their varied needs, abilities, interests, motivation, background, and aspirations. Generally, the ETP 2014 does not provide for teachers and students to practice assessment strategies that develop creativity, critical thinking, and problem-solving at all levels of education.

### **Recommendations:**

- Revisit the current assessment and evaluation methods to meet the competence-based requirements.
- Reduce teaching for examination, which encourage surface and rote learning and stressful competition.
- Develop adaptive assessments that consider the needs of the group.
- Support the use of alternative assessment methods.
- Use a mix of assessments to meet the diverse group of learners.

*Policy Issue (c): Schools are currently dominated by over-examinations that encourage surface learning without competence development.*

Competition between schools and absence of clear policy on assessment and evaluation has encouraged schools to conduct examinations in the name pre-national, pre-mock, mock and national examinations. Consequently, the school days are wasted on such examinations. At the same time, teachers do not have enough time for teaching, and students do not have time for deep learning that develop creativity, critical thinking, and problem-solving which is a critical part of education. Generally, the ETP 2014 is silent on the power of self-assessment and collaborative assessment. The assessment does not support development of life skills, i.e. ability to turn to oneself to adjust for a challenging world, link or collaborate with others to clarify values and strengthen schemes of reference; the ability to regulate thinking and ideas.

**Recommendations:**

- Downgrade examinations to reduce fear, inferiority, and superiority and allow students to demonstrate what they have learned through continuous assessments.
- Design school ranking methods that emphasizes learning, particularly inclusive education.
- Link assessing bodies such as schools, TIE and NECTA to understand the Curriculum and assessment methods.

*Policy Issue (d): The grading system for primary and secondary education does not reflect the actual competencies of each learner.*

The current grading system for primary and ordinary level secondary education is the Total Grading System. Candidates are grade by using the total number of points scored in each subject, whereby a total of five grades are used. There is a massive backlog of the score in one grade. This suggests that the current grading system does not provide specific and accurate feedback on a student's performance. Grade Point Average was introduced for a short while in 2014.

**Recommendations:**

- Design grading system that will cluster students with similar capabilities in one group or grade.
- Design grading system that recognises each student's actual performance even with lowest or basic competencies.
- Align grading system with the demand of the competence-based Curriculum.
- Align grading with the weight of each subject as indicated in the Curriculum.
- Expand grading system to include nonacademic aspects such as effort and student conduct.

**Other Issues:**

*Issue (a): Teachers have limited capacity in conducting assessment and evaluation.*

Throughout the world, teachers are the Curriculum leaders and evaluators. As a component of the Curriculum development process, Curriculum evaluation looks at the teaching and learning in the classroom, the school, district, and the whole country's educational system. Its primary purpose is to gather adequate data that informs the decision to accept, change, or eliminate the entire Curriculum.

The need for Curriculum evaluation arises because teachers and students need to determine how curricular implementation produces positive and relevant outcomes for students. This means that teachers have to play a significant role in Curriculum evaluation as the evaluation affects their textbook choices and the quality of teaching and learning. Teachers must be empowered to evaluate the Curriculum to sense the value of what they do to develop learning objectives, design teaching methods to achieve those objectives, and decide on the assessment to determine if the goals have been completed.

However, the current Education Policy does not emphasize this critical role of teachers as expected in all levels of education from pre-primary, to higher level, technical, vocational, non-formal, and teacher education.

**Recommendations:**

- Strengthen and give more weight to classroom-level assessments.

- Empower teachers to design and conduct evaluations rather than high dependence on externally-set examinations.

## 4.7 Quality Assurance in Education

*Policy Issue (a): There is no definition of the ultimate meaning of quality education in the Policy to be understood by all stakeholders.*

The concept of quality in education is controversial. It has been under debate for many years so there is no consensus on the exact meaning of quality education. Thus, quality has a different meaning among people. For some people, quality contains access and input on one hand and process, output, or outcome on the other. Others regard access and information of education as separate but equally important concepts of quality of education. This limitation has affected educational practice for many years. The current education policy does not provide a specific understanding to enhance educational practices in schools.

### Recommendations:

- Define parameters of quality of education.
- Specify quality indicators or standards that meet regional and international standards.

*Policy Issue (b): The roles and responsibilities of the regulating bodies such as NACTE and TCU are not well defined in the Policy. There is an overlap in the roles of Tanzania Commission for Universities (TCU) and National Council for Technical Education (NACTE).*

The developments that have been taking place in technical higher education and universities over the past two decades have resulted in both NACTE and TCU accrediting similar Degree Programs offered by institutions under their jurisdiction. This means that there is an overlap in their roles and responsibilities. It is possible to find identical Degree Programs being offered in a technical education institution and a university but accredited by NACTE and TCU, respectively. The current Education Policy does not differentiate these two regulatory bodies.

### Recommendation:

- Identify and define clearly the roles and responsibilities of the regulating bodies such as NACTE and TCU. There is need to separate and assign specific roles among regulatory institutions as provided by their legal framework and education criteria.

*Policy Issue (c): The role of Quality Assurance Officers as agents of change is not well defined.*

The recent transformation that has taken place from school inspection to school quality assurance does not adequately define the role of School Quality Assurance Officers as agents of change in the quality of teaching and learning explicitly. It is difficult for them to bring change since they are groomed as if they visitors from outside.

### Recommendation:

- Develop clear roles of Quality Assurance Officers that create agents of change.

*Policy Issue (d): The school Quality Assurance reporting system is not action-oriented.*

Despite the expected change in school inspection based on compliance to a quality model of education improvement, the school quality assurance reporting system remains to be inclined towards recommendations and does not provide for discussion and improvement of issues that need to be centred at school.

**Recommendation:**

- Develop a prerequisite for annual national reports and status to monitor the progress and quality of education.

**Other Issues:**

*Issue (a): Education Quality Assurance and regulating bodies such as NACTE and TCU are not autonomous.*

NACTE and TCU are statutory regulatory bodies for technical and universities, respectively. However, there are Government's intervention in the functions of NACTE and TCU through the Ministry of Education, Science, and Technology. Since the Government is one of the education providers in the country, it is not supposed to intervene in the functions of these bodies. Instead, it has to facilitate them to perform their roles and responsibilities. The current Education Policy does not emphasize the autonomy of these regulatory bodies.

**Recommendation:**

There is also a need to have an autonomous quality assurance agency that is independent of the Ministry at all levels. For example, in basic education, the "QA Division" is not autonomous, instead it is part of the Ministry of Education.

*Issue (b): There was no adequate preparations to shift from school Inspection to Quality Assurance.*

There is evidence that policy reforms from the former School Inspection to School Quality Assurance were made without adequate preparations from among the School Quality Assurance Officers. They are not well informed with what and how to assess the quality of teaching and learning. The ETP 2014 does not put explicit criteria for conducting quality assurance in schools.

**Recommendations:**

- Provide explicitly the criteria for Quality Assurance to enable SQAOs to conduct their tasks effectively.
- Provide continuous training to Quality Assurance Officers to divert from inspection to Quality Assurance.

**4.8 Quality Assurance in Education**

*Policy Issue (a): There is no single sustainable model for financing the whole education sector.*

The ETP (2014) presents what is called a "sustainable system of financing education and training" in which all education subsectors were lumped together, assuming there would be one-best sustainable financing system that fits all subsectors. That is, financing basic education would be similar to financing early childhood, technical, teacher, higher, and non-formal education.

**Recommendations:**

- Separate financing of the education sector into lower, middle and upper levels, formal, informal and others.
- Devise sustainable financing model for effective policy implementation.

**Other Issues:**

*Issue (a): There is no equity in the provision of the Higher Education Student Loan (HESL).*

There is evidence that the current loan provision for students in higher education settings use different sets of principles according to their social and academic background. Students with similar academic and socio-economic backgrounds receive different treatments in the loan amounts offered without principles to differentiate them. The current Education Policy does not provide clear criteria to eliminate such double standards in loan allocations to students with similar characteristics.

**Recommendation:**

- Student's loan provision for higher education should consider all students in higher education institutions and not university students alone, regardless of their background.

*Issue (b): There has been no policy statement on the budget allocations for inclusive and special education.*

The capitation grant is based on the one developed in 2012, which allocates TShs 10,000 per child. The new formula is that if the school has children with disabilities, it is accredited more funds. Budget allocation affects access to education.

**Recommendations:**

- Change the computation formula and develop a clear implementation road map.
- Streamline inclusive budget to cover infrastructure, teachers with required competencies, assistive technologies, equipment, and resources.

*Issue (c): Provision of education by the private sector is at the crossroad between business and service activities.*

The Government does not provide incentives and support to the private sector to invest in education. The tax charges are high, and there are no incentives to encourage future investment in education by the private sector.

**Recommendations:**

- Strengthen Public-Private Partnerships in the education sector, including parents.
- The Government should provide incentives and support the Private Sector to invest in education. If the Government allocates the budget to every child, including the budget for those who attended private schools, then why is not provided?

*Issue (d): The role of the Private Sector in education is not well covered in the national implementation guidelines*

National guidelines in education are State-oriented with little focus on the involvement of the private education providers. In this respect, most of the directives are focused on the public institutions such as schools and colleges. Hence, private providers are obliged to contextualise the guidelines or search for clarification from responsible authorities or similar public organisations.

**Recommendations:**

- Develop balanced guidelines which can be used by both public and private institutions or different guidelines for each category.
- Use a participatory approach in developing essential guidelines.

*Issue (e): The current education financing system is oriented towards public schools and higher learning institutions.*

The ETP 2014 does not provide an opportunity for students who did not get opportunities in public schools

and higher learning institutions but are enrolled in private schools and higher learning institutions to access public funds, however, their parents pay tax that finance public schools .

**Recommendation:**

- Provide for an equitable financing system in education at all levels/sub-sectors in public and non-public institutions, technical and non-technical not less than 6% of GDP.

## 4.9 Management and Administration of Education

*Policy Issue (a): The education management and administration are highly centralised.*

While the current Education Policy recognises the need for devolution of power to lower levels, in practice, little efforts are made to devolve power to local government authorities, wards, and schools, schools. There is ineffective devolution of functions and fiscal decentralization to lower levels. The Central Government continues to exercise significant control over educational administrative tasks that were supposed to be decentralised.

**Recommendation:**

- Decentralize decision-making authorities to regional, district, and school levels.

*Policy Issue (b): There is an overlap of responsibilities between the Ministry of Education, Science and Technology and President's Office, Regional Administration and Local Government (PO-RALG) which leads to weak accountability.*

As stated above, the fact that the central Government has continued to exercise significant control over educational administrative functions that were supposed to be decentralized, there has been overlapping of responsibilities between the Ministry of Education, Science and Technology and Presidents' Office, Regional Administration, and Local Government (PO-RALG).

**Recommendations:**

- The entire education sector to be supervised by the Ministry of Education, Science, and Technology only. In many countries, education issues are supervised by only one Ministry, the Ministry of Education.
- Reduce overlapping of responsibilities between two ministries responsible for education, with one dealing with policy development, while the other is the implementer of the same policy.

**Other Issues:**

*Issue (a): The system and structure of leadership, supervision and administration in the education sector are inefficient and unaccountable.*

The ETP 2014 does not provide the solutions for the challenges in observing responsibilities and accountability in the education sector that results from the leadership structure, supervision, and administration across all levels. The ministries concerned with education and training in schools, colleges, and institutions, affecting the efficiency of the education sector.

**Recommendations:**

- Create a national Board responsible for education and innovation to oversee education and regulatory bodies;

- Strengthen the position of the Commissioner for Education's ownership at the national level;
- Strengthen District Education Officer (to be employed by the Ministry) to oversee basic education and responsible to the Ministry of Education and not PO-RALG.

*Issue (b): There is overlap of the duties of managers and administrators of the education system*

The 2014 Policy assigns several ministries to be responsible for managing different components of the education sector. This has resulted in confusion and overlap of roles. For instance, ECD centres are managed by management conflict. Different institutions/departments of the education sector work in silos. For instance, universities have little interaction with other teachers' training institutions such as colleges.

### **Recommendations:**

- Clarify roles and responsibilities of different ministries and other agencies in implementation of educational programs.
- The Policy has to assign responsibilities to the stakeholders. Since education provision is a shared responsibility, a good ETP must assign clear responsibilities to the stakeholders TCU, NACTE, NECTA, TIE, VETA, IAE, TLS, Quality Assurance Directorate, Quality Assurers, textbook authors, publishers, NGOs, private sector education providers, ministries, schools, universities, local governments, parents, communities, teachers and students for accountability. It is easier to hold individuals, groups, and institutions accountable if they are assigned responsibilities to design, adopt, implement, and evaluate any aspect of the ETP.

## **4.10 Global and Contemporary Issues**

*Policy Issue (a): The Policy does not provide clear career guidance and counselling for skills development to teachers and learners.*

Career guidance and counselling service enable students and the school community to respond to life challenges, to form a direction, behaviour and to promote culture, custom, and good ethics in the society. It is also needed for helping students to know their future subject choices and their importance in their development and that of the nation. Also, consultation and counselling are required by employees at all levels of education to obtain life skills of recognizing themselves and make correct decisions in fulfilling their responsibilities as guardians of the students and the society.

However, despite acknowledging the inadequate provision of consultation and counselling services in schools and colleges among students and employees, there is no clear policy strategy to solve this problem. For example, one of the strategies could be to train those who were already providing such service, example of care and discipline teachers, to develop their expertise in consultation and counselling.

### **Recommendation:**

- All schools should have a Councillor and Career Guidance Provider.

*Policy Issue (b): There is little emphasis on Life Skills education in schools.*

Unlike the ETP 1995, which considered the need for Life Skills, by recognising five broad categories of skills (environmental, personal health, job creation, social or community, and family), the current Education Policy does not provide room for these important skills to be reproduced through the school Curriculum, including formal and non-formal education and training systems.

**Recommendation:**

- Review Life Skills in the school Curriculum to include components of Personal Skills Development.

*Policy Issue (c): The Policy does not guide the education system to prepare students to become global citizens.*

The education system has to consider the local and international needs of the country. Students are expected to be prepared to think globally and become global citizens.

**Recommendations:**

- Establish reputable education institutions capable of attracting international students.
- Encourage high performing universities to set up campuses in other countries.
- Support students to enrich their mobility through developing global competencies

*Policy Issue (d): The Policy is not clear on enhancing safe and healthy environment in schools.*

Although the ETP 2014 recognises the existence of poor and unsafe environment in some schools and colleges, it does not address the strategies to eliminate challenges faced by school children. Essential services such as food, clean and safe water, health, electricity, communication, and transport will increase teachers' and learners' participation in the education and training process.

**Recommendation:**

- Unpack the definition of safety and protection for children, and strengthen child protection mechanisms at family, community levels.
- Provide school lunch. It has been shown that providing lunch to children in primary schools significantly reduces absenteeism and dropout.

**4.11 Early and Primary Education (Pre-Primary and Standard I-II)**

*Policy Issue (a): The Policy does not stipulate pre-primary education as universal and fully developed.*

The Government statistics (Basic Education Statistics in Tanzania- 2019) indicate that there has been low enrolment in pre-primary schools in several regions in Tanzania. Among other factors, this may be due to shortage of classrooms, teachers, and facilities for this level of education. The Policy does not provide for the expansion of pre-primary education to improve children's educational opportunities throughout the country.

**Recommendations:**

- Provide a guideline for the establishment of satellite foundational level learning centres where distance is an issue.
- Provide guidelines on sensitization and involvement of parents in children's learning.

*Policy Issue (b): There is no vital upgrading pathway for pre-primary and primary school teachers.*

Primary school teachers have little room to upgrade in the capacity of primary school teachers. The current upgrading system is turning primary school teachers into secondary school teachers. In 2015 the Government

introduced Teachers Diploma in Primary School Education. Unfortunately, the Diploma was abolished in 2016. Teachers with Diploma or Degree in Secondary School Education do not qualify to work in the primary education system.

### **Recommendations:**

- Initiate Diploma and Degree Programs for primary school teachers using either Kiswahili or English as the Language of Instruction.
- Create a clear difference between primary and secondary teachers training programs.

*Policy Issue (c): The Policy does not explicitly provide aims and objectives for the foundational level (pre-primary up to grade two)*

At any level, the aims and objectives of education define the objectives of the policy at that level of education. While the aims of education are concerned with purpose, the objectives are concerned with the expected achievements of education at that level of education. Unlike the ETP 1995, the current ETP does not provide the aims and objectives of pre-primary education to guide the pre-primary education policy objectives. These aims and objectives become the measure through which the Policy can be evaluated and reformed.

### **Recommendations:**

- Unpack the aims and objectives of the foundational level (pre-primary through grade two).
- Emphasize the integration of science, technology, engineering, and mathematics (STEM) content and approach at the foundational level.

*Policy Issue (d): Low coordination in the provision of Early Childhood Education, thus some children skip Early Childhood Education and begin Standard I.*

The current practice is that there are no strict guidelines for compulsory pre-primary education. In some regions, children attend pre-primary schools, while in others, do not. They begin schooling straight away from Standard I. This means that pre-primary education is less coordinated compared to primary and secondary education.

### **Recommendations:**

- Integrate early childhood education with school Curriculum;
- Provide for key stakeholders in early education to support the school system in provisions of quality early learning.

### **Other Issues:**

*Policy (a): Early Childhood Care and Development (ECCD) for children from low income families are not well covered in the Policy.*

Poverty prevents children from fully benefitting from education. Expectant mothers from low-income families suffer from health-related issues that affect the health of the unborn children. Poor nutrition affects the physical development of the child. Most of the stunted and wasted children are from low-income families. Undernutrition affects children's early cognitive development, and pregnancy nutrition during pregnancy and baby's first 1,000 days are critical for lifelong capabilities. It is critical to tackle the intersection between chronic poverty and education, so as to understand the importance of early childhood care and development (ECCD) for effective intervention. To give children from low-income families a fair chance, intervention in early childhood is essential.

**Recommendations:**

- Make pre-primary education compulsory and provide children with food that meets their nutrition needs.
- Early education should aim to compensate for inadequate care, stimulation of lagged cognitive development in early childhood.

**Primary Education**

*Policy Issue (a): The Policy doesn't explicitly provide aims and objectives of primary school education (Refer to the ETP 1995)*

The ETP 2014 does not provide the aims and objectives of primary education, which could have been a foundation for the development and implementation of primary education policy objectives. This is important for both policymakers and practitioners to refer to for their current and future obligations.

**Recommendations:**

- Explain clearly the aims and objectives of primary school education.
- Provide emphasis on elementary, vocational skills and integration of the STEM content and approach in primary school education.

**4.12 Secondary Education**

*Policy Issue (a): Diversification of secondary education into vocational biases has caused graduates to be neither competent in general education nor specialized vocational skills.*

Secondary school education is categorized into four biases (commercial, agriculture, technical, and home economics) which were re-introduced in 2006 after being removed from the Curriculum for secondary schools in 1999. However, teaching and learning of vocational biases are facing a severe shortage of teachers and Curriculum materials. In general, vocational secondary schooling is more costly than public or academic secondary education.

**Recommendations:**

- Secondary school education should focus on elementary vocational skills instead of vocational and technical education. Therefore, there is a need to remove the biased subjects from the Curriculum.
- Elementary vocational studies should be part of teacher education Curriculum.

*Policy Issue (b): The Policy is not explicit in aims and objectives of secondary school education*

Similar to pre-primary and primary education levels, the ETP 2014 does not provide the aims and objectives of secondary education as a foundation for the development and implementation of secondary education policy objectives. This is important for both policymakers and practitioners to refer to for their current and future obligations.

**Recommendations:**

- Define the aims and objectives of secondary school education
- Provide emphasis on elementary, vocational skills and integration of STEM content and approach in primary school education.

**Other Issues:**

*Issue (a): There is limited access to secondary school education due to geographical barriers.*

Although the ETP 2014 acknowledges decreased girls' participation from secondary to higher levels of education, there is no policy designed to expand access to education after secondary school level. Such policy needs to address specific issues such as long distance to and from school, child pregnancies and, child marriage, child labour, truancy, poverty, unavailability of special requirements at schools for specific needs of students, as well as harmful customs and traditions that hinder girls' education.

**Recommendation:**

- Provide directives on removing barriers to equity in education for all disadvantaged categories of students, especially in the area where there is poor access to education for the underprivileged students.

*Issue (b): There is a weak link between Curriculum learning areas and practice in secondary schools*

The current secondary education Curriculum 2005 is organized into five main learning areas: Languages, Natural Sciences and Technology, Social Sciences, Business, and Aesthetics (TIE 2013, MoEST, 2019). However, the general practice is showing that learning in secondary education is organized into three main streams, namely: Natural Sciences and Technologies, Business, and Arts. This practice has created poor emphasis on arts as an area of study and language learning. Design is a significant factor of creative art. Education in Tanzania is not conscious about Arts as a necessary aspect of knowledge. It will be challenging to create Creative Producers and Creative Designers without background education in Fine Arts. In the Curriculum, Arts is considered as an extension of Aesthetics.

**Recommendations:**

- Organise learning in secondary schools according to areas stipulated in the Curriculum.
- Uplift Arts to be a distinct learning area instead of being an extension of Aesthetics.

*Issue (c): There is an academic hurdle for joining high schools as a pathway to higher education*

The choices of subject combinations made by Form IV students may have significant consequences for their future academic life and the labour market outcomes since those choices limit the nature of programs they may study in higher learning institutions. That means that a student who selects a 'wrong' combination of subjects may have long-term consequences for the choice made because the high school Curriculum does not promote diversity and flexibility in the subject combinations. Students face already fixed subject combinations. Schools and students cannot alter combinations to meet individual students' interests, needs, motivation, and abilities. You will find that students, teachers, or parents complaining that "Kombi Smegma"- meaning that the subject combination did not meet the requirements. The students' pass grades in the final Form IV examinations did not qualify for the three suitably combined subjects.

In some cases, the choices made by individual students are shaped by the schools they attend in ordinary level education because the schools offer certain subjects and not others. Schools guide their students towards specific paths or preventing them from taking certain subject combinations. This implies that schools have a significant influence on students' choice of subjects. However, studies show that schools do so because they are constrained by the Government's Education Policy. For example, a school cannot offer a subject combination only for few students.

**Recommendations:**

- Allow flexibility of subject combinations at advanced secondary schools to encourage wider knowledge-seeking by empowering students to decide about their combinations
- Create more combinations to allow broader academic development at the higher educational level to achieve professional goals.

### 4.13 Teacher Education

*Policy Issue (a): Pre-service teachers experience difficulty merging subject-matter courses and education courses that are not integrated by design.*

Teachers education programs in Tanzania, especially at the university level, are not structured to promote integration of different types of knowledge. In this circumstance, pre-service student teachers appear to retain separate views of subject matter and pedagogy.

#### Recommendation:

- The design of teacher education programs has to shift from a non-integrated to an integrated approach.

*Policy Issue (b): There is no appropriate mechanism in initiating, approving, and implementing reforms in teacher education.*

The teacher education and the entire Education Policy in Tanzania were reformed at the discretion of the politicians without the involvement of the citizens and other stakeholders. The current Education Policy does not provide an opportunity for systematic reforms in teacher education and the education sector in general.

#### Recommendation:

- Develop a clear roadmap to guide reform process and approvals at the Government institutions and structures, specifically at the Cabinet and Parliament levels.

#### Other Issues:

*Issue (a): Teachers training programs are inadequate to produce highly knowledgeable and competent teachers to support quality education.*

Since the education sector produces human resources for all other sectors of the economy, it needs to be resourced with high quality and competent human resources (teachers, laboratory technicians, education managers) for teaching and learning, since teaching is a profession just like, engineering, medicine, and accountancy. More recently, the reforms brought during the PEDP and SEPD watered down the quality of teachers. The public concern is that the current three-year Degree Programs offered in universities are not entirely better than the two-year Diploma Programs offered in teacher training colleges.

#### Recommendations:

- Propose appropriate teacher's education paradigm, for example, research-based, practice-based or academic-based.
- Develop teachers training programs that are adequate to produce quality teachers to support the provision of quality education.
- Develop separate teacher's education policy to guide teachers training, recruitment, deployment, professional development, motivation, and promotion. Such a policy is essential if we want more aggressive, dynamic, knowledgeable, and most importantly, innovative/transformational human resources for the education sector that will enable the country to move to the next level of the

economic development.

- Set the minimum number of years required in teachers training for each qualification to improve the production of quality teachers.
- Set minimum entrance criteria and other criteria required for each qualification should be clearly stated, for example, 4 years for Bachelor's Degree, two years for Diploma, and two years for Master's Degree qualifications.
- Set the minimum qualifications for teachers to teach at each level of education from pre-primary to higher education.
- Review of teachers' education curricula and programs for teacher education colleges and universities that train teachers to meet the changing and growing needs of the teaching profession.
- Set higher standards and criteria for admission for pre-service teachers in teachers education colleges and universities to raise the status of the teaching profession to be similar or even more than those of other professions.
- Set national competence framework for teachers.

*Issue (b): There is a difference in accreditation and acceptance at the workplace of teachers graduating from colleges and universities.*

Currently, Grade IIIA and Diploma teachers are accredited by the National Examinations Council of Tanzania under the Ministry of Education, Science, and Technology, while graduate teachers are accredited by respective universities under TCU. Moreover, society has a varied attitude towards the two categories of teachers. For example, primary school teachers with Grade IIIA Certificate and Diploma are considered inferior to university graduates (Degree holders) working as secondary school teachers while they are performing similar tasks and responsibilities in the same profession. The current Education Policy does not reduce this discrepancy and attitude among the public being served by teachers.

#### **Recommendation:**

- Establish one teacher education accreditation system from College to University levels.

*Issue (c): The Policy does not define minimum professional competencies for teacher educators.*

Good teachers are prepared and developed by quality teacher educators. Those who are working as teacher educators previously worked as teachers in primary or secondary schools. In contrast, there are those have joined teacher education directly after graduating from colleges or universities with no classroom teaching experience.

#### **Recommendations:**

- Solidify induction courses for new teacher educators to become "Teacher of Teachers".
- Place emphasis on in-service professional development opportunities for teacher educator.
- Set a national competence framework for teacher educators.
- Clarify the role of the Teachers' Professional Board (TPB) in promoting and maintaining unity, professionalism, and excellence among teacher educators, teacher education institutions, and professional teachers.

*Issue (d): Life Skills are expected to be taught in schools while teachers are not prepared in the pedagogy part of it*

Currently, all primary schools implement the Life Skills Curriculum, while teachers are not sufficiently equipped with teaching methodologies. The current Education Policy does not provide pedagogy part of the “Life Skills” for teachers in training.

**Recommendation:**

- Provide teacher training in Life Skills (intrapersonal, interpersonal, and cognitive skills) methodologies to teach Life Skills at all levels. This will also address the issues of corporal punishment and create positive counselling services for children/students (P-VAC).

*Issue (e): Teacher’s education institutions train and produce graduates that are strong in theory, especially for science subjects.*

There is more emphasis on theory in the teacher education Curriculum. For science subjects, this is a consequence of the lack of laboratories in schools for more than three decades. Thus, there is an imbalance between the practical part and theory. Since this is a lifetime profession, one has to be competent in both theory and practical. The current education policy does not provide an opportunity for teachers to be exposed equally theoretically and practically.

**Recommendation:**

- There is a need for the policy to strengthen practical and continuous professional development.

*Issue (f): There is an imbalance among teachers for science, mathematics, and commercial subjects and those of arts, sports, physical education, and humanities.*

The past education policy implementation led to the current situation in schools, with shortage of teachers in Science, Mathematics, and Commercial subjects than those in Arts, Sports, Physical Education, and Humanities. The current Education Policy does not provide strategies to overcome this imbalance.

**Recommendations:**

- Strengthen Science, Mathematics, and Commercial subjects in teacher training to reduce the current imbalance in Science, Mathematics, Commerce, and Arts subjects in teachers’ education colleges and universities.
- Emphasize pedagogical content: such as mathematics education methodology, biology education methodology, rather than the specific subject orientation.

*Issue (g): Higher, technical, adult, and vocational education institutions are not autonomous in developing and implementing their institutional recruitment, training, deployment, professional development, motivation, and promotion policies.*

As statutory institutions, higher, technical, adult, and vocational education institutions have autonomy in developing and implementing their institutional recruitment, training, deployment, professional development, motivation, and promotion policies. This autonomy seems to have been confiscated by the State. The current Education Policy does not provide statutory obligations to these institutions, creating low morale leading inefficiency at work.

**Recommendations:**

- Strengthen autonomy of higher learning institutions to deploy, recruit, re-train, promote human resource without Government’s interference.

- Encourage respect of law by allowing education institutions to take suitable action against to inefficient human resource and recruit new staff to replace and those who leave their positions due to retirement, death, transfer, or resignation.

*Issue (b): The Policy does not address increasing demotivation in teaching profession.*

The teaching profession in Tanzania and other developing countries has been facing increased demotivation due to poor working conditions, remunerations, and lack of effective promotions. The ETP 2014 does not consider teacher motivation as an essential aspect of the teaching profession. Without a clear policy direction, the teaching profession will continue to be demotivating while producing poor quality education for children.

### **Recommendations:**

- Introduce teacher motivation as a policy issue through the following:
- Introducing journals and periodicals for teachers to share ideas and experiences where valid and effective contributions made by teachers should be rewarded/paid.
- Teacher resource centres (TRCs) activated, contextualized and directed to improve and record innovations.
- Invite experts in the field to give lectures, record and rent CDs to teachers.

*Issue (i): The present teachers' promotion scheme does not encourage competitive and productive work.*

Since the output of the teachers' work is not immediate like the industrial work Open Performance Review and Appraisal (OPRAS) seems to be unsuitable for measuring teachers' work for promotion. The Policy does not provide a clear framework for promoting teachers.

### **Recommendations:**

- There is a need to introduce a special bonus for promotions outside the regular periodical rise to improve teachers' promotion. Therefore:
- Teachers could apply for a presentation before a Bonus Board to evaluate their work.
- There could be requirements for the exemplary teachers' portfolio; records from the Teacher Resource Centres (TRCs); learners to be interviewed; parents' acknowledgements.
- There could be a critical contestant (a critical friend) that teachers in the same subject and same grade contest to challenge the candidate (similar to paper presentations made in universities).
- The bonus can be based on a graduated scale levels of performance excellence to be shown and rewarded accordingly.
- Interviews by the Bonus Board should be recorded, and save on CDS for distribution to TRCs for evidence in case of complaints and corrupt practices.
- Applicants for the bonus interviews could pay a fee to cover operational costs.

*Issue (j): Teacher education is not adequately resourced to produce more high-quality teachers*

The budget for the teacher education subsector is the lowest as compared to other subsectors. This means that even the preparation of teachers is problematic for the continuous growth of the education sector. Thus, for

example, there are inadequate funds for teacher professional development and practical training.

### **Recommendation:**

- There is a need to expand the financing of the teacher education subsector because it is an essential subsector in preparing teachers who are the major contributor in training human resources for other sectors of the economy.

*Issue (k): The current teacher recruitment is not competitive as teachers are allocated duty upon college graduation.*

As compared to other professions in the public sector, which are motivating and highly competitive, the recruitment policy for public school teachers is that they are allocated duty upon graduation from college. This has made the teaching posts less competitive and not motivating as compared to other professions. Why is teaching not competitive? The current Education Policy does not provide for competitive teacher recruitment to improve the quality of teachers and the teaching profession.

### **Recommendations:**

- Enhance competitive teacher recruitment for schools and colleges as it is in other professions by going through interviews, selection, posting, and orientation.
- Stress on improving teacher remunerations to make them similar or better than those of other professions

*Issue (l): The current teacher professional development lacks a clear roadmap and is not motivating in both private and public schools.*

In 2020 the Government issued a National Framework for Teachers Continuous Professional Development. However, it is not clear when teachers have to update their knowledge and skills to cope with the dynamic world of learning. Even the policy on financial resources for teacher professional development is not clear. In the private school system, if a teacher goes for further studies, he /she has to resign from the post. The current education policy does not provide a clear roadmap for such deficiencies to provide an opportunity for teachers to develop professionally.

### **Recommendations:**

- Develop a holistic approach for teachers' professional development. A holistic teacher professional development consists of teachers working as a community, attending training, sharing what they learn in training, conducting teacher research to improve, being mentored or coached, and ongoing accreditation for in-service teachers.
- Introduce compulsory and mandatory professional development for teachers working in both public and private schools.

*Issue (m): The Curriculum of the teachers' learning institutions is not linked to the competence-based approach in schools where they are expected to teach.*

While all primary and secondary schools are implementing competency-based Curriculum since 2005, the teacher education Curriculum is not emphasizing that. Consequently, after graduating, teachers meet a new concept and practice called Competence-based, while they were not taught how to apply it. In addition, they are not availed opportunities for professional development. The current Education Policy does not provide a link between teacher education and competence-based curricula

**Recommendations:**

- Emphasise the curricula for teachers' colleges and universities to meet the demand of the competence-based Curriculum in schools.
- Create a balance of the subject matter and pedagogy.

*Issue (o): There is inadequate preparation of career guidance and counsellors in teacher education.*

Teachers education in Tanzania does not offer a course on career guidance and counselling, except in universities where it is offered for only one semester. Consequently, while all teachers become career guidance counsellors, they do it with insufficient knowledge and skills, as the Policy does not provide an opportunity to be exposed adequately to knowledge and skills in career guidance and counselling.

**Recommendation:**

- Develop Curriculum for school counsellors by enabling all teachers' colleges to provide counselling as an independent subject that must be a compulsory.

**4.14 Pre-Vocational, Vocational and Technical Education**

*Policy Issue (a): Elementary vocational education is not considered as part of the education system.*

The Policy does not consider elementary, vocational education as an essential aspect of the education system, meaning students do not have the opportunity to be exposed to elementary vocational skills, instead the emphasis is on the academic Curriculum.

More specifically, the integration of elementary, vocational knowledge and skills into the academic Curriculum is a strategy to make schools relevant to students' lives. First, this approach will provide students with the necessary transferable, employable, and entrepreneurial skills needed in students' lives. Second, it will provide a mechanism for engaging those who have not thus far been engaged by academic learning and offers learners an early opportunity to sample whether future career options are suitable and practical and will be of interest to them, without preventing them from also pursuing future academic pathways. Third, it will motivate changes in attitudes towards self-employment and further education and even ease the transition to work. Countries have adopted different approaches to the rationalization of the general education Curriculum to suit their own unique needs.

The Policy does not integrate elementary, vocational skills training across the Curriculum for basic education (vocational basic education Curriculum).

**Recommendations:**

- Direct and guide the design of the flexible Curriculum to integrate aspects of elementary, vocational skills, which are relevant to a particular context.
- Re-introduce technical secondary schools unless the Government guarantees to finance the schools in terms of training equipment/machinery, well-trained teachers in terms of both knowledge and hands-on skills and define clear progression pathways for the graduates.

*Policy Issue (b): Informal vocational units are not recognised and supported as an intermediate towards full vocational training (e.g. Post-Primary Vocational Technical Centres).*

The Policy does not provide for recognition and support of informal vocational training centres to allow them

to assume the status of a fully registered vocational training centre or college.

### **Recommendations:**

- There should be a system for recognition of informal units and link them to the central system of vocational training Recognition of Prior Learning (RPL)
- Recognise certification of the vocational trainee similar to other academic institutions to encourage youth.

*Policy Issue (c): The preparation of technical and vocational tutors and teachers lacks clear guidelines.*

Unlike the ETP 1995, which provides for the establishment of more vocational teacher education institutions and required qualifications, the ETP does not provide proper guidelines for appropriate preparation of technical and vocational tutors and teachers.

### **Recommendations:**

- Provide a formal system for training an adequate number of tutors/teachers of technical and vocational education and training.
- Provide a strategy for recruiting and retaining tutors and teachers of vocational education and training.

*Policy Issue (d): There is no flexibility for entry qualification into technical and vocational education and training colleges.*

The rapid economic, social, and technological changes require people to develop their knowledge and skills continuously, so that they can continue to live and work meaningfully in the knowledgeable society. In such changes, skills and expertise become quickly out-of-date. People who have not benefited from formal education and training must be given opportunities to acquire new skills and knowledge that will provide them with a second chance in life and at work. Providing all individuals with learning opportunities throughout their lives is an ambitious but necessary undertaking.

Formal entry-level vocational qualifications are of less significance because they do not mean that learners come without prior knowledge or skills. Moreover, the recognition of the skills participants already possess is a significant factor to empower self-steered learning. The current Education Policy does not provide for flexibility in entry qualification into technical and vocational training colleges.

### **Recommendation:**

- Establish flexible entry qualifications to technical and vocational colleges/centres (may include bridging programs to elevate applicants to entry levels required).

*Policy Issue (e): The Policy does not provide for the progression pathways within vocational and technical education and training.*

The social, political, and economic dynamics globally have encouraged some technical and vocational education and training (IVET) graduates to aspire for further education, including higher education. This means that clear and flexible learning pathways are necessary to (1) ensure that such graduates acquire the necessary skills to enter the labour market; (2) keep the skills of the workforce up to date and adapted to the changing economic conditions and opportunities that will facilitate the transition to sustainable economies and societies. However, the current education and training policy does not provide an opportunity for such graduates to progress within and outside technical and vocation education.

### **Recommendation:**

- Define pathways and supportive mechanisms for progression from different levels within vocational and technical education and training to produce graduates who can specialize in their particular fields. The system will ensure proper vertical and horizontal progression. There need to be bridging (elevating) programs to enhance the progression.

*Policy Issue (f): The Policy does not include guidelines on apprenticeship and on the job-training.*

Unlike the ETP1995, the current Policy does not provide guidelines on (apprenticeship training). For example, the ETP 1995 stated that apprenticeship training is “cost-effective mainly because it has greater efficiency in promoting the acquisition of skills on-the-job” but the learning process “is more effective than the formal training in institutions” (p. 68).

### **Recommendations:**

- Partner with the Private Sector to provide on the job training that will link vocational education and training with the industry.
- Provide for requirement/regulation and facilitation of industries/on the job places to provide training.
- Provide incentives to the private sector to provide the apprenticeship training on the job.

### **Other Issues:**

*Issue (a): There is a deficiency in the initial training of vocational education and training among school teachers*

The current teachers training does not provide Technical and Vocational Education and Training (TVET) knowledge and skills to teach elementary, vocational education and training in schools. As proposed in this report, developing vocational school Curriculum, would require teachers to be trained in vocational education.

### **Recommendations:**

- Develop a well-established system for training elementary, vocational education and training for school teachers.
- Introduce a transparent system to recruit school teachers to train in vocational education and training.

*Issue (b): Vocational training programs are not adequately demand-driven.*

Since some vocational training institutions are owned by the Government, their programs are not driven by the market system. Consequently, some graduates do not find employment as their programs have less demand in the market.

### **Recommendation:**

- The Policy should provide guidelines to technical and vocational education and training institutions and match the skills training with demand in the labour market by conducting regular studies on labour market skills requirement and by engaging with the employers/industry in the curricula development process.

*Issue (c): Technical and vocational students have unequal access to finance, especially from the Loan Board.*

Students enrolled in technical and vocational education institutions do not have a similar opportunity to enrol in universities. The current education policy does not provide them with the opportunity to access education funds from the Government.

**Recommendation:**

- Policy should provide for the Government's finance to students in technical and vocational institutions through bank loans and other facilitations such as Students' Loans Board.

**4.15 Adult, Informal and Non-Formal Education (and Lifelong Learning)**

*Policy Issue (a): The Policy does not recognise and support adult and informal education sub-sector as a complement of formal education and intermediate between lower to higher education, including vocational and technical training and lifelong learning*

The ETP 2014 has placed little emphasis on adult and non-formal education. However, Nyerere (1964) stressed that this kind of education is equally important with other forms of education. Hence, it must be given equal weight. 'First we must educate adults. Our children will not have an impact on our development for five, ten, or even twenty years (Nyerere, 1964)'.

**Recommendations:**

- Establish a system for recognition of adult and non – formal education and create a pathway to link it to the central system of education and vocational training (recognition of prior learning).
- Strengthen adult and non – formal education institutions (i.e. adult education and development centres, literacy centres, open schools, Focal Development Colleges (FDCs), Institute of Adult Education (IAE), Vocational Education and Training (VET), and the Open University of Tanzania (OUT).
- Develop an evaluation and certification system for adult and non-formal education to recognise it and allow those wanting to join the formal education system and other academic institutions to encourage lifelong learning.
- Formulate a national organ to oversee the provision of adult and non-formal education and provide legal definition of adult and non-formal education.
- Strengthen the training of adult educators and non-formal tutors, revive adult education centers throughout the country.

*Policy Issue (b): Conceptual Understanding of Adult Education is Narrowed to Basic Literacy Skills*

The Policy does not provide a clear conceptualisation of adult education to eliminate confusion with basic literacy skills of reading, writing and arithmetic. Consequently, there has been a challenge in operationalising the two. However, adult education goes beyond basic literacy skills. It covers other learning aspects include scientific literacy, economic literacy, technological literacy, computer literacy and so forth.

**Recommendations:**

- Broaden the conceptual understanding of adult education
- Develop a national framework for adult literacy

*Policy Issue (c): The Policy is not accommodative of prior learning acquired through informal programs. It does not recognise them in continuing studies in other formal education levels such as high schools, technical colleges, or higher education institutions.*

The current Education Policy does not provide for different training and prior learning programs to enable learners to study in other formal education levels such as high schools, technical colleges, or higher education

institutions.

### **Recommendations:**

- Strengthen the linkage between formal, non-formal, and informal learning by recognizing all forms of learning and also improve the national qualification framework.
- Establish equivalency and bridging programs that will be recognized by the education system.

## **4.16 Higher Education**

*Policy Issue (a): There are limited sources of financing higher education students (overreliance on the loans board) (policy issue)*

Although the number of students' enrolment in higher education institutions has increased rapidly over the past two decades, the sources of financing those students have mainly been loans from Higher Education Student Loans' Board. The current education policy does not provide for widening sources of financing for higher education students.

### **Recommendations:**

- Diversify sources for financing of higher education
- Expand loans accessibility for all higher education students

*Policy Issue (b): There is a blurred distinction between technical/skilled degree courses and academic higher education*

Over the past two decades, most tertiary education institutions in Tanzania offer professional or skilled degree courses. A competency-based Curriculum is the primary approach used in these institutions accredited by the National Council for Technical Education. However, the failure to provide a guideline to restrict those degree programs has created unclear boundaries between university academic courses and skilled or professional courses.

### **Recommendations:**

- Acknowledge two major higher learning pathways for education (Technical and Academic).
- Recognize the critical roles of the graduates of the two pathways and provide an environment for the employment opportunities to absorb them.
- Provide for well-established polytechnic higher education.

*Policy Issue (c) : Career guidance is missing in education settings at all levels while it is highly needed .*

Students need to be guided right from the lower levels of education to the higher levels in terms of the right career path they would want to take. This requires professionally trained personnel. Since these personnel are lacking, career guidance has been missing in schools and other levels of education.

### **Recommendation:**

- The policy to provide for career guidance in all education settings while it is highly needed due to the increased number of children/students.

### **Other Issues:**

*Issue (a): Most students and staff population and programs in universities in Tanzania are predominantly local.*

The Policy does not emphasize the development of strategies to encourage or attract international staff and students to work or enrol in both graduate and undergraduate degree programs. Consequently, the staff and student population have remained predominantly local.

**Recommendations:**

- Internationalise universities categorically
- Provide for the improvement of the learning environment to accommodate international staff and students.
- Nurture selective universities to become world-class universities.

*Issue (b): As knowledge generators, higher education institutions have limited research funds and related activities to enhance knowledge generation and innovations.*

Since most higher learning institutions are owned by the Government, they have been allocated low budgets for research and knowledge generation. Higher education institutions conduct research projects funded by foreign organizations and donor agencies. The current Education Policy does not provide for the increased research budget in all higher education institutions, although research is their second main activity.

**Recommendations:**

- Direct and guide adequate funding and not use the percentage formula currently used by the government and institutional budget to support research/innovations/creativity in higher education. (e.g., equivalent to 5% of an institutional budget).
- Encourage “deep” small-scale research that might cost very little in terms of funds.
- Create a beneficial linkage among government, users of the research findings and researchers, and
- Create a link between policymakers and researchers.

*Issue (c) : Remuneration for academic cadre in higher learning institutions is not adequate to motivate them to deliver efficiently and it is not easy to retain them.*

Since most higher learning institutions are owned by the Government, academic staff remunerations have been determined by the Government rather than the market. Consequently, the Government has not set an adequate budget to motivate this cadre of employees as well as other public sector employees. The current Education Policy does not provide solutions.

**Recommendation:**

- The policy should provide for attractive remuneration package for the academic cadre

*Issue (d): In most of higher learning institutions, the number of students exceeds the teaching capacity*

Expansion in students’ enrolment that has been taking place in all higher education institutions did not match with an increase in staff capacity. Consequently, large classes have emerged, and the lecturer-student ratio has dramatically increased. The Policy does not address this challenge to enhance the provision of high-quality education.

**Recommendations:**

- Establish appropriate student- lecturer ratio for effective teaching and learning
- Provide standard of physical facilities and resources in teaching and learning
- Explore possibilities to record lectures on Compact Disks (CDs) and place them in the library for students to buy at a reduced price or even borrow for reproduction.

*Issue (e): There is inadequate practical training for students across all levels and disciplines.*

Most higher education academic programs require students to do both theory and practice. However, over the past decades, there have been limited opportunities for students to do both theory and practice due to financial limitations caused by declining higher education budgets. The current Education Policy does not emphasize the compulsoriness of practice training for students to graduate.

**Recommendations:**

- Attachment of practical training during degree programs and for those available, the training should be enhanced.
- All related industries and workplaces to be obliged and incentivized to support students' practical training.

*Issue (f): There is a rigid process of recruitment and replacement in higher education institutions which constrains succession planning for academic staff in higher learning institutions.*

The unclear guidelines for recruiting academic staff in higher education institutions have limited many higher education institutions to recruit and replace staff who leave due to retirement, death, vertical and horizontal mobility, and other reasons. The Policy does not provide guidelines for recruiting academic staff in higher education institutions.

**Recommendation:**

- The Policy should provide for full autonomy in recruitment, remuneration, promotion, and training staff in higher learning institutions

*Issue (g): The current advisors are not professional. The majority are educated in social work, psychology, or divinity. They are not able to provide professional guidance.*

The social dynamics and globalisation have increased the need for guidance and counselling services in higher education institutions since students at this level of education have many social and psychological pressures. However, fewer attempts have been made to prepare professional counsellors through education policy.

**Recommendations:**

- The Policy should provide for devices and materials that are imported through specific institutions such as MOI, KCMC, and CCBRT.
- Provide budget to manufacture locally facilities for students.

## 4.17 Inclusive and Special Education

*Policy Issue a: The ETP 2014 is not very clear on inclusive and special needs education. It lacks specificity on the access of education for marginalised children and those with specific needs including disabilities.*

Although the ETP 2014 recognizes the need for the identification of children with unique talents and needs at early levels of education, it does not provide a clear policy to guide this practice. Similarly, it does not give the improvement of access to education for marginalized children and those with disabilities.

### Recommendations:

- Develop separate policies on marginalized children, those with special needs, and those with disabilities to capture their specific needs in inclusive education settings.
- Develop a clear policy statement that will provide space for special needs so that every child has access to education.
- Clarify on how children with special needs are identified, assessed, supported, and their needs are addressed to allow them to learn adequately (early identification, support systems, access to assistive technologies, teaching assistants, learning teaching systems).
- Introduce special needs training specialists/ experts for specific needs to facilitate learning in primary and secondary schools.
- Guide supporting systems and structures to ensure children with special needs including those with disabilities and specific learning needs are effectively learning (teachers with special tools and skills, school tools for learning, infrastructure, assistive technology, create awareness on the importance of inclusive culture in the communities).
- Provide for the establishment of the special needs and disability centres at the zonal/regional level. These centres will be responsible for the maintenance and repair of assistive technology, opportunities for ICT skills training for persons with special needs and those with disabilities.
- Guide and direct how marginalized and hard to reach groups can be supported to participate effectively in learning, career guidance, and job placement, including self-employment.
- Provide for the establishment and development of curricula specific to address persons with special needs, including those with disabilities. The curricular should include Life Skills, including Sexual and Reproductive Health and Rights (SRHR), career guidance, job placement and opportunities for job creation, and parent/ caregiver's engagement.
- Provide an opportunity to establish inclusive Vocational Education and Training to cater to the needs of persons with special needs and those living with disabilities based on the Findings of the Study on the Standards of Living Conditions of Persons with Special Needs and Those with Disabilities.
- Provide a clause about the employment of persons with special needs and those living with disabilities that focus on skills and not academic credentials.
- Direct the provision of learning flexibility (school starting age, early adapters allowed a choice to be upgraded for a higher grade, accommodate the interest of a learner according to subjects and choice of field, strength and career choices, and encourage those with disabilities to support in the learning of other students).

- Provide directives and guidance that could strengthen the Public-Private Partnerships (PPPs) in special needs and inclusive education service delivery (subsidies private schools in terms of teachers, devices, reduction of tax, writing materials, employment of special teachers, etc.).

*Policy Issue b: There is a limited vital education opportunity for pregnant girls and adolescent mothers*

Tanzania has signed and ratified the international conventions concerning the right to education for all and these are reflected in the national constitution in and the ETP 2014. However, schoolgirls who became pregnant are expelled from school and not allowed to go back to school and continue with their studies through formal education system. Though teen mothers expected to use alternative pathways to continue with the education but the conditions and circumstances does not make it easier for most of them.

### **Recommendations:**

There is a need for policy directive to:

- Abolish directives which expel girls who become pregnant and prevents young mothers from reentering the formal education system.
- Review and approve the re-entry guidelines to enable teen mothers who wish to continue with their schooling to either return to formal education after giving birth or use alternative pathways.
- Ensure that re-entry to both formal and non-formal education pathways is accessible, safe and inclusive.

### **Other Issues:**

*Issue (a): There is inadequate preparation of technical graduate teachers specialised in teaching children with special needs (The available ones have theoretical knowledge only).*

The lack of policy emphasis in preparing teachers to teach students with special needs has resulted in reduced production of such teachers.

### **Recommendation:**

- There is a need for a policy to guide the development of specialized programs for inclusive vocational and technical teacher education (should balance theory and practice).

*Issue (b): There is a limited effort to reduce increasing inequality created by the differences between public and private schools.*

Although there are efforts to reduce inequality in Tanzania, the wealth inequality is increasing. Children of the wealthy parents attend well-resourced English medium schools, with access to the internet and computers. Children of the low-income families attend public, poorly resourced and Kiswahili medium schools. As all secondary schools are English medium, children from private schools enter with a massive advantage compared to those from public schools.

### **Recommendations:**

- Public schools to adopt best practices from private schools.
- Enhance learning facilities in public schools.

## 4.18 Open and Distance Education

*Policy Issue (a): The ETP 2014 does not conceptualize well open schools*

Despite significant investment in the provision of secondary education in the country, most primary school leavers fail to join secondary school due to shortage of secondary education opportunities and some social-cultural related factors. There is also a group of young adults wanting to join secondary education who could not do so earlier due to various socio-economic reasons. All these segments of the population cannot access secondary education through the conventional route alone. Though open schools were formally recognized in 2013 through Commissioner of Education directives, the ETP 2014 is silent on the vital role of non-formal setups. As a result, some are registered while others operate illegally. Another critical concern about open schools is that players have individual standards. This situation cannot be left unchecked.

### Recommendation:

- Set clear procedures for the establishment, registration, management, and administration of open schools.

*Policy Issue (b): There are no Quality Assurance mechanisms for open schools*

Open schools have unique features ordinarily different from those of conventional schools. As such, they need other parameters in the course of Quality Assurance. The current practice reveals two significant issues: (i) most open schools are not Quality Assured. This has raised doubt on the quality of education offered in open schools; (ii) the Quality Assurance parameters used to gauge the quality in conventional schools are also used in open schools.

### Recommendations:

- Devise appropriate quality assurance mechanisms for open schools
- Empower Institute of Adult Education to Quality Assure all open schools basing on its experience on adult and non-formal education programs.

### Other Issues:

*Issue (a): Open schools do not have trained teachers*

Non-formal education programs such as open schools call for exceptional teachers who are professionally trained on how to handle learners found in these programs. The current situation shows that most open schools (especially public ones) are served by teachers who are employed permanently in conventional schools. They spend less time (sometimes 2-3 hours in the evening) with learners in open schools. Experience shows that these teachers tend to be exhausted during evening hours. One could expect that based on the profile of learners in open schools, teachers would have more time with them. The fact is that learners in open schools need adequate interaction with teachers. Also, there is no overseeing organ to supervise teachers' qualifications in most private open schools and their payment modalities.

### Recommendations:

- Set employment modalities for teachers in open schools
- Conduct training to teachers currently teaching in open schools
- Empower the Institute of Adult Education to prepare textual learning material (e.g. Modules) for

open school learners.

*Issue (b): Open schools are not considered in the Policy for learning support services.*

Learner support services are deemed important because a good number of learners in open schools normally start-up with more hindrances than do their conventional counterparts hence a need for support of one form or another. Experience shows that most learners who learn in non-formal education programs tend to develop anxiety towards their studies. The same experience shows that drop out are more exhibited in non-formal education programs comparing to formal education setups.

#### **Recommendations:**

- Establish a full guide on the provision of learner support services in open schools.
- The Government should subsidize costs in open schools in the pursuit of attaining universal secondary education.
- Train personnel in open schools on the provision of learner support services

*Issue (c): There is low utilisation of technology in open schools for effective teaching and learning.*

Due to their fact that ICT facilities are limited and new to the users, most open schools do not use modern technology in teaching and learning. The Policy does not emphasize the use of technology for open schools and distance learning to improve teaching and learning.

#### **Recommendations:**

- Develop ICT infrastructure to support the open and distance education.
- Include distance learning into the accreditation system.
- Develop library services in all regions.

### **4.19 Library Services**

*Policy Issue (a): The Policy does not provide a framework for developing school libraries in every primary and secondary school.*

Unlike the ETP 1995, ETP 2014 is silent on developing library services in all primary and secondary schools.

#### **Recommendations:**

- Provide a framework for the promotion, establishment, equipping, management, maintenance, and development of school libraries.
- Encourage parents to establish libraries at the community level.
- Encourage students to use the national library and libraries within available academic institutions.

**Other Issue:**

*Issue (a): Library services are not adequately available in all regions. Where present, they are outdated, without adequate resources.*

Unlike the ETP 1995, ETP 2014 does not provide a framework for developing library services in all regions for the general public and students.

**Recommendations:**

- Develop a framework for the promotion, establishment, equipping, management, maintenance, and development of library services in all regions to support all forms of education, including open and distance education.
- Equip ICT facilities in those libraries and consider the possibility of establishing virtual libraries. Online libraries could serve a broader public if people are sensitized to use networking facilities. There could be one national e-library to serve the entire population
- Open children's libraries and mobile libraries.
- Foster greater collaborations between education institutions and libraries.
- Make widely availability of reading materials in Kiswahili Language.
- Establish book clubs across Tanzania and learning areas.
- Make the national library a central place for published research works such as doctoral thesis.

**4.20 Teaching and Learning****Other Issues:**

*Issue (a): The actual teaching and learning in schools are not in line with competence-based requirements. Teachers do not teach how to learn, instead, they focus on what to know.*

Several factors constrain teachers to teach in line with competence-based requirements. First, the fact that teachers were not involved in the preparations of a competence-based Curriculum, nor were they trained how to implement it, they will continue teaching the way they know. Second, large class sizes. Third, inadequate teaching and learning resources limit students to learn without dependence on the teachers. Fourth, examinations reshape teachers to teach for exams rather than understanding. Fifth, concepts on competence development are not yet clear to TIE Curriculum developers and teachers in schools. This shift of paradigm from content to competencies needs theoretical clarification. However, the Policy does not provide an opportunity for teachers to transform their pedagogies to be in line with a competency-based Curriculum.

**Recommendations:**

- Build the capacity of teachers to help students to learn and streamline Curriculum content to allow competency-based teaching.
- Capacitate teachers to accommodate/address real context like large class sizes that constrain the implementation of competency-based teaching.

*Issue (b): Language as an area of study is not available to all students due to preferential treatment of students (streaming of students in arts and science subjects) at the lower secondary level constrains in language skills for those who become teachers.*

A good teacher must be competent in the language of instruction. Streaming students into Arts or Science in Form III, limits them to continue studying the English Language effectively. At higher levels, when they join teacher education, they lag behind in the English Language. However, since the language of instruction in secondary schools is English, teachers who specialised in subjects other than English fail to be competent in English as the language of instruction. The current Education and Training Policy does not provide opportunity for future teachers to study English throughout their academic life until they qualify as teachers.

**Recommendation:**

- English Language should be taught throughout regardless of the subject combinations.



## Conclusion and Way Forward

This report presents a comprehensive critical analysis of the country's education context and the required reforms in the education and training sector. The report seeks to contribute to the understanding of the Education and Training Policy in the country and to serve as a reflective tool upon how education and training can contribute to the society in amidst global development activities. It seeks to contribute to the understanding of education policy in Tanzania and to serve as a tool for deep reflection upon how education can contribute more to the society as a whole. The review is intended to be strategic tool that can assist the Government of Tanzania and key policy stakeholders in realizing policy priorities. It presents evidence and analysis to support and inform national policy-making processes, examines major policy issues and formulates evidence-based recommendations. With a window open to policy review, it is hoped that this review will provide an impetus for national actors to address important policy issues. The analytical evidence may be used to support and inform future national policy processes, examine significant policy issues, and formulate evidence-based recommendations and it is the desire of the HakiElimu team and all those involved in the review to for the report to be used by the Government, through relevant Ministry, as the basis on the ETP 2014 review process, as it will provide inputs for policy developers to address important policy issues in the education sector and develop an effective education and training policy in the country, that adequately contributes to achieving the national objectives as stipulated in the National Vision for the years to come. study, provides further insight into some of the important cross-cutting issues of concern in the upcoming ETP. Moreover, the achievement of the objectives of education and training policy will depend on effective implementation, which has been a problem in most developing countries due to lack of political will and poor involvement of the stakeholders from public and private sector. That is to say, much attention has to be paid to the implementation of education and training policy to rescue it from failure. Education policy requires clear direction, visionary solutions and comprehensive engagement of all stakeholders in education, skills development and labour market.

Moreover, the achievement of the objectives of education and training policy will depend on effective implementation, which has been a problem in most developing countries due to lack of political will and less involvement of the public and stakeholders. That is to say, much attention has to be paid to the implementation of education and training policy to rescue it from failure. Finally, we hope that the Ministry will involve all stakeholders to review the ETP 2014 to obtain contributions and support, alignment, and capacity for facilitating the policy to achieve its objectives. It will also serve as a foundation for the improvement of the quality, access to, and equity in education as well as the trust in governments and reduce misuse of public resources.

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## APPENDICES

### Appendix 1: Documents that were collected and analyzed

- Sera ya Elimu na Mafunzo (2014)
- Education and training policy (1995)
- National Higher Education Policy (1999)
- National Technical Education and Training Policy (1996)
- National ICT Policy for Basic Education (1996)
- The education policy document for the Republic of India and South Africa.
- The Constitution of The United Republic of Tanzania
- Education Acts, Financial Acts,
- Medium-term expenditure framework,
- Ministry's budgets speeches/books,
- Education Circulars
- Research reports UNESCO, World Bank, Ministry of Education, Science and Technology Education development reports
- Global Monitoring Reports
- Education Sector Plan documents
- TCU and NACTA publications
- NECTA results
- Newspaper articles
- Parliamentary Debates







P.O. Box 79401, Dar es Salaam, Tanzania  
Tel: +255 (0)22 2151852/3 Fax:+255 (0)22 2152449  
Email: [info@hakielimu.or.tz](mailto:info@hakielimu.or.tz)  
Website: [www.hakielimu.or.tz](http://www.hakielimu.or.tz)