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MoEVT

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List of Abbreviations

AKF	Aga Khan Foundation
CBO	Community Based Organisation
CEDAW	The Convention on the Elimination of All Forms of Discrimination against Women
COSTECH	Commission for Science and Technology
DECO	Development Consulting AS, Oslo
DEVTO	District Education and Vocational Training Officers
EFA	Education for All
EMIS	Education Management Information System
FAWE	Forum for African Women Educationalists
FTC	Full Technical Certificate
FY	Fiscal Year
GOZ	Government of Zanzibar
HEAC	Tanzania Higher Education Accreditation Council
ICT	Information and Communication Technology
IKFL	Institute of Kiswahili and Foreign Languages
JAST	Joint Assistance Strategy for Tanzania
KTC	Karume Technical College
LINS	Centre for International Education, Oslo University College
MDG	Millennium Development Goals
MKUZA	Ki-Swahili name for ZSGRP
MLYWCD	Ministry of Labour, Youth, Women and Child Development
MoEVT	Ministry of Education and Vocational Training
MoF	Ministry of Finance
MSTHE	Ministry of Science, Technology and Higher Education in Dar es Salaam
NACTEC	National Council for Technical Education
NCG	Nordic Consulting Group
NFAST	National Fund for the Advancement of Science and Technology
NGO	Non Government Organization
NTA	National Technical Awards
NTRC	National Teacher's Resource Centres
NTTC	Nkrumah Teacher Training College
PRSP	Poverty Reduction Strategy Paper
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
SEDP	Secondary Education Development Project (Financed by loan from the World Bank)
SMC	School Management Committee
SWAp	Sector Wide Approach
TA	Technical Assistance
TC	Teacher Centres
TEA	Tanzania Education Authority
TTC	Teacher Training Centres
TUC	Tanzania Commission for University
TWG	Thematic Working Group
UDSM	University of Dar es Salaam
UNESCO	UN Education, Social and Cultural Organisation
UNFPA	United Nation Fund for Population Activities
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VET	Vocational Education and Training
WSD	Whole School Development
ZEDCO	Zanzibar Education Development Consortium
ZEDP	Zanzibar Education Development Program
ZEMAP	Zanzibar Education Master Plan
ZESC	Zanzibar Education Sector Committee
ZPRP	Zanzibar Poverty Reduction Plan
ZSGRP	Zanzibar Strategy for Growth and the Reduction of Poverty Document

ZANZIBAR'S COMMITMENTS

The Millennium Development Goals: Education

1. Achieve universal primary education by ensuring that all boys and girls complete a full course of primary schooling
2. Promote gender equality and empower women including the elimination of gender disparity in primary and secondary education, preferably by 2005, and at all levels by 2015

Education for All Goals

- (i) Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
- (ii) Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
- (iii) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;
- (iv) Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- (v) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
- (vi) Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeric and essential life skills

Introduction

1. Given the considerable amount of analysis that has been and is being carried out on the sector in general and on specific sub-sectors¹, one is tempted to ask, ‘Why another Situation Analysis?’ The development of the Education Policy 2006, as one key example, involved considerable national discussion and was led by eminent Zanzibar educationists who made a thorough study of the sector.
2. The answer must be because a new situation has arisen that demands revisiting the sector and thus requires new responses. In the case of Zanzibar there is a new situation: a national development policy (MKUZA 2007), a radical new education policy (Education Policy 2006), and a decision to take a new approach (SWAp) to education planning. Each of these developments require looking at the sector as it is today from perspectives that were not so evident in recent years. More importantly, these three major initiatives must be integrated into the development of the Zanzibar Education Development Plan (2007-12)
3. A second reason for carrying out a situation analysis is to strengthen the capacity of MoEVT to analyse itself and the education sector. MoEVT has developed a new education information management system (EMIS) which, when fully functional, will greatly enhance its ability to analyse the sector and to use this analysis to plan more effectively for the future. Directors who are responsible for sub-sector planning will have to match the goals of EP06 with the analysis provided by EMIS. Thus this Situation Analysis (called SA07 for convenience) will hopefully become the basic Reference Document of the MoEVT, to be updated on a regular basis from EMIS inputs.

The New Situation 2007

4. In 2007, the House of Representatives endorsed the new National Plan for Economic Growth and Poverty Reduction (popularly called MKUZA in Kiswahili). MKUZA is a follow up to the former 3 -years Zanzibar Poverty Reduction Plan (2002 – 2005) which focused on a selected number of priority sectors, and thematic issues, namely: education, health, agriculture, infrastructure (rural roads), water, good governance and combating HIV/AIDS. Like the former Plan, MKUZA is informed by the aspiration of Zanzibar’s Development Vision 2020 for high and shared economic growth, high quality of livelihood, peace, stability and unity, good governance, high quality education and international competitiveness.
5. What is new is that the education sector is now expected to play a more strategic role in economic development and in poverty reduction. Education is not only for private benefit but must be organised to deliver the necessary manpower for economic development. The government has already responded to this challenge through the merging of the previous separate ministries of education and vocational training into one MoEVT. This, however, is just the beginning of a long process.
6. The Education Policy of 2006 (called EP06 for convenience) is a major shift in policy direction. It is founded on two major principles: a) the recognition of the importance of pre-school education, within the context of early childhood care and development; and b) the extension of Basic Education to encompass 4 years of secondary education in the belief that 12 years (2 pre-primary, 6 primary, 4 secondary) is a minimum requirement for Zanzibar’s social and economic goals.
7. To cement these two developments the MoEVT is adopting a SWAp approach to education planning and development. This endeavours to look at the sector as a whole and not on a project -by-project basis which has been – and to a certain extent is – the practice to date. It involves a new way of ‘doing business’ with all stakeholders, broadening the decision making process and strengthening ‘national ownership’ of the sector. It requires Development Partners (donors) to support national priorities, not donor interests, and to use national structures instead of their own separate institutions.

¹ For example: The Education Country Status Report (2003), the analysis of the sector in EP06, the background analysis in MKUZA (2007) and the documentation prepared in connection with the MoEVT/WB Zanzibar Secondary Education Programme (2007). The Prospective, Stocktaking Review of Education in Africa: Zanzibar Case Study (1999) is an especially valuable document, in particular its analysis of the considerable documentation on Zanzibar education. The on-going SAQMEC studies also carry out considerable policy analysis. (See bibliography)

8. Merging these three perspectives into one and developing realistic and fully costed programs to systematically move the education sector in the direction spelled out in the policy documents is the ultimate goal of the Zanzibar Education Development Programme (ZEDP). ZEDP will replace the Zanzibar Education Master Plan (1996-2006). ZEDP will be formulated as the ZEDP Framework (2007-2015) and the ZEDP 07-12: the former indicating the overall education goals and strategies from MDG and EFA perspectives, the latter a more programmatic approach to the sector in terms of short and medium term objectives and targets.

The Process

9. The Situation Analysis is to be seen as the first step in the development of the ZEDP. SA07 is seen in relation to the Country Status Report on 2003, utilising the most recent data from EMIS, but also strongly influenced by the contexts outlined above.

10. The Development of the ZEDP is a process that involves a number of related activities, all of which attempt to put the SWAp approach into practice. SA07 seeks to be a ‘user friendly’ document, in the sense that it becomes a daily ‘working tool’ of education managers. To achieve this goal, each Director of the MoEVT must be centrally involved in the process and take responsibility for the development of his or her own section – with the provision of course that the ultimate responsibility for the development and quality assurance of the document must remain with the consultants.

11. SA07 was developed on the basis of document analysis, EMIS and National Statistics analysis, field visits (Pemba and Unguja), the outputs of the various ZEDP preparation consultancies, and discussions with a cross-section of all the education stakeholders involved in the education sector in Zanzibar.

The Outcome

12. The final outcome will be a ZEDP based on a sound and critical analysis of the sector, informed by the SA07. The intermediate outcome is the SA07 itself, which hopefully will provide an overview of the sector, and of the critical issues and proposals for further discussion.

Limitations

13. Any education sector is a mirror of tradition, government plans, local perceptions, and the cumulative effect of previous policies, projects, initiatives, etc – in effect, the culture of the people themselves. Therefore this Situation Analysis has its limitations as it looks at the sector over a comparatively short period of time. Data is not always consistent. The data used is that provided by MoEVT’s EMIS which in turn is dependent (since 2006) on the national census of 2002. The most recent data is that provided by the 2004/5 Household Budget, which is a very rich source for socio-economic information.

Acknowledgements

14. The SA07 could not have been conducted without the active support and participation by education stakeholders in Zanzibar. Special thanks must go to Mr. Abdulla Mzee Abdulla, Commissioner for Policy, Planning, and Budgeting for overall guidance, to Ms Khadija Mohamed on education development issues, and to Mr. Massoud Salim and Mr. Rijal Ali for day-to-day technical and logistical support.

Notes on ZEDP Plan

15. From 1996 to 2006, education planning in Zanzibar was framed by the Zanzibar Education Master Plan, which detailed 15 programmes covering all aspects of the sector (but not technical and vocational education – then under a separate ministry.)

16. The MoEVT wishes to take a new approach to planning, adopting the SWAp methodology. The end result will be a new Zanzibar Education Development Plan 07-12, one which will seek to implement the goals and objectives of the new Education Policy of 2006, within the overall context of the National Policy for Economic Growth and Poverty Reduction (MKUZA).

Chapter 1. The National Context

General framework

17. Zanzibar comprises two main islands, Unguja and Pemba and a number of smaller islets along the western rim of the Indian Ocean. The islands lie about 40 kilometres off the coast of Mainland Tanzania. In 1964, Zanzibar merged with Tanganyika to form the United Republic of Tanzania. However, Zanzibar retains considerable autonomy over her internal affairs and has her own legislature, judiciary and an executive. According to the Constitution, both primary and secondary education are the responsibility of the Zanzibar Government while tertiary education is a “union matter”. Zanzibar follows a multiparty democracy and the president, members of parliament and local governments are elected through popular vote every five years.

18. Zanzibar’s income is low and its people depending predominantly on services and agriculture for their livelihood. The population of Zanzibar was estimated to be over one million people by the year 2005. As Zanzibar’s population is relatively young, with more than half the population under 18 years of age, it is projected that about 2 to 3 percent of the population join the labour force every year. This growth will fuel demand for education services and employment generation. Although in recent years the tourism sector has shown promising growth, its prospects are somewhat fragile and vulnerable to internal as well as external shocks. Growing uncertainty in the labour market outlook may be a cause of the great concern in the future. The uncertain labour market outlook means that mechanisms need to be put in place to increase the responsiveness of the education system to market demands.

19. In late 1980s’ the Government initiated economic policies and reforms aimed at stabilizing the economy and giving the private sector a wider role. These initiatives had positive effects on the economy. At market prices, the Gross Domestic Product (GDP) of Zanzibar increased from TZS. 286.7 billion in 2003 to TZS. 344.3 billion in 2004. In real terms, GDP at constant 2001 prices has grown by 6% from TZS. 255.6 in 2003 to TZS.272.0 in 2004. Compared with 6% growth rate achieved in 2003 and 8% achieved in 2002, it signals a steady rate of growth although it does not correspond with population growth rate. The economy of Zanzibar relies on three major sectors, namely agriculture, industry and services. In terms of sector composition of the output, it shows that in 2004, 51% of the output was generated in the services sector, 23% in the agricultural sector and the remaining 13% was generated in the industrial sector. The contribution of agricultural sector has been gradually declining from 35% in 2002 to 23% in 2004 due to the decline in the production of cloves and falling world market prices of the commodity.

20. According to the recent poverty study, about 22 percent of Zanzibaris live below the food poverty line. The benefits of economic growth during the last five years were uneven and deep pockets of poverty persist. Poverty rates are high in rural areas where about 61 percent of the poor live. Poverty is one among the major constraint to the level of education students can achieve as the indirect cost of education may be a burden to some families with many children. Other social dimensions, especially child health and nutrition and the potential impact of HIV/AIDS also might have a long term negative effect on education. In addition, only 30 percent of households have reliable water source. HIV/AIDS prevalence in Zanzibar is currently estimated at around 0.6 percent.

21. Education spending as a share of Government budget and of GDP has been increasing and is currently in the range of 4.0 – 4.5% of GDP and about 18.5% of government spending and targeted to reach 22% over the next five years. Gross enrolment rates at primary school are about 91% (with about 80% net enrollment) while GER at secondary is about 30%. Currently, the education system in Zanzibar is closely aligned with the system on the mainland. While in primary education the curriculum and examinations are managed in Zanzibar, for secondary education the Zanzibar authorities have the same curriculum and examinations as on the mainland. The curriculum is under the auspices of the Tanzania Institute of Education (TIE) and the examinations under the National Examinations Council of Tanzania (NECTA).

22. The new education policy (Education Policy 2006 – EP06 for convenience) introduces major changes which will make significant differences between the systems operating in Zanzibar and the Mainland: in particular the proposed 6 year primary cycle and the 12 year basic education cycle.

Zanzibar's Public Finances

23. While it is often said 'If you think education is expensive, try ignorance', the fact is that education does cost – it costs the state, it costs the community and it costs the individual. Therefore we are obliged to look at how Zanzibar's national finances are managed, how much goes to education and who within the education sector benefits.

24. Financing of government services is considered a responsibility of the Revolutionary Government of Zanzibar (RGZ). The 2003 P.E.R. found that Zanzibar was in a "precarious fiscal situation"², with a large gap between revenues and expenditures, and "unrealistic budgets". The high level of recurrent expenditures had led to "almost complete squeezing out of domestically funded development expenditures". The high level of recurrent expenditures was attributed to an overstuffed civil service. The Government also had accumulated payment arrears. One of the major P.E.R. recommendations was that a comprehensive civil service reform program be implemented, in order to reduce the wage bill. This was carried out in 2006³.

25. In FY 2005/06, Government expenditure was about 32% of GDP, consisting of about 21% of GDP of recurrent expenditure, and about 11% of GDP of development expenditure. Within recurrent expenditure, wages and salaries decreased from 12.5% of GDP in 2004/05, to 11.1% of GDP in 2005/06, reflecting removal of "ghost workers" from the payroll. (However, in addition to wages and salaries, civil servants receive considerable additional emoluments.) Development expenditure was overwhelmingly (about 95%) foreign-financed, with small local contribution. The budget deficit has been about 9% of GDP each of the past two fiscal years. The largest source of deficit financing is foreign project loans, which are guaranteed by the Union Government.

26. Government expenditure on education has been in the range of 4.0 -4.5% of GDP in recent years. This has been about 22% of the Government's discretionary expenditures.

27. In the Government's draft Strategy for Growth and the Reduction of Poverty (ZSGRP) – or MKUZA - the budget ceiling indicated for 2006/07 was TSh 170 billion.⁴ However, the budget for 2006/07 actually provides for total expenditure amounting to TSh 215 million. Government revenue is expected to increase to 17% of GDP. The budget reflects highly optimistic assumptions regarding the absorption of foreign grants and loans. Total external financing is expected to increase from about 10% of GDP in 2005/06, to 19% of GDP in 2006/07. The absorption of foreign grants is projected to double to 12% of GDP. As indicated in the Budget Speech, the Government's proposed budget for 2006/07 "is higher by 33.4 percent from the previous budget of 2005/06."⁵

28. There is some Official Development Assistance (ODA) that is included in the budget, but which bypasses the MoFEA Treasury system and is therefore not captured in the state accounts. This makes it difficult to strictly compare actual expenditures with the budget, at aggregate and sectoral levels.⁶

29. Two recent consultant reports have recently commented on budgeting in Zanzibar. A review of public financial management in Zanzibar found that, despite progress in some aspects of public financial management, considerable weaknesses remain.⁷ In particular, the findings include the following points:

- Projections are often influenced by a political desire to increase expenditure beyond resource levels that can realistically be made available. The state budget of Zanzibar continues to be presented with optimistic revenue projections and subsequently overoptimistic expenditure allocations to line ministries. During execution, however, releases to spending agencies have been far below budget due to the significant shortfall in available revenue. The cash shortfall undermines the entire budget

² Zanzibar: Public Expenditure Review 2003 (2003), WB report no. 27504-TA, page 3.

³ DAI Europe, Consulting Services for a Comprehensive Review of Public Sector Employment and Wage Bill Issues for the Government of Zanzibar: Inception Report, August 2006

⁴ Draft of June 2006, page 83.

⁵ Budget Speech for 2006/07, page 49.

⁶ Jens Claussen, Humphrey Moshi, and Samuel Wangwe (Nordic Consulting Group), Zanzibar: Public Financial Management Review (May 2006)

⁷ Op cit.

as a planning and management tool and the Medium Term Expenditure Framework does not effectively serve as a planning and allocation instrument.

- Commitment control remains weak.
- Internal and external audit capacity remains weak.

30. Similarly, a report on rightsizing and wage bill issues remarked that, in view of optimistic forecasts for resource availability and high personnel expenditure costs, financial management (of non-personnel costs) is “conducted on a ‘hand to mouth’ basis” with monthly decisions on what bills to pay and what expenditure authority to release. Line ministries devote a great deal of effort to the preparation of elaborate MTEFs, but do not receive value back in return, due to the lack of assurance of releases from the appropriated (but unrealistic) Annual Budgets.⁸

Government Employment in Zanzibar

31. A consulting firm has recently submitted an Inception Report on its initial phase of work for a right-sizing agenda.⁹ The report reiterates that “the Government payroll is absorbing an unsustainable proportion of total Government Revenue and Expenditure”, and notes that ZSGRP indicates that wages and salaries will be curtailed so that more resources can be devoted to non-wage recurrent expenditure.

32. The proposed agenda for addressing employment and wage bill issues includes:

- Reviewing the functions and structure of Government with respect to how many departments are needed, how many levels of local administration are needed¹⁰, and how many staff are needed.
- Strengthen payroll administration to avoid reintroduction of “ghosts”.
- Compensation reform to eliminate many allowances and consolidate most into basic pay.
- Strengthening the central Civil Service Department, and HR units in the line ministries.
- Programs of retraining and/or other assistance for prospective retrenchees.

Education Sector Expenditures and Employment

33. **Expenditures.** MoEVT’s budget for 2006/07 amounts to about Tsh 30 billion, consisting of TSh 20 billion in the Recurrent Estimates, and TSh 10 billion of foreign-aided Development Expenditure. MoEVT Recurrent Estimates funds are organized under four Broad Economic Categories:

- (a) personnel-related expenditure (81% of the total)
- (b) non-wage recurrent expenditures (5% of the total);
- (c) capital expenditures (negligible); and
- (d) grants to institutions (14% of the total).

34. The budget book does not include data on the breakdown (civil works, equipment, learning materials, etc.) of development expenditure. For FY 2005/06, for the Ministry as a whole, the ratio of expenditure to budget was 92%. However, this varied substantially among items of expenditure – 93% for wages and salaries, 104% for Teaching Allowances, but only 8% for “teaching/ learning materials”, and zero for “purchase of textbooks”.

35. **Employment.** Teachers account for 88% of MoEVT employment. About 24% of teachers are unqualified.

⁸ DAI Europe, Consulting Services for a Comprehensive Review of Public Sector Employment and Wage Bill Issues for the Government of Zanzibar: Inception Report, August 2006, page 28.

⁹ DAI Europe, Consulting Services for a Comprehensive Review of Public Sector Employment and Wage Bill Issues for the Government of Zanzibar: Inception Report, August 2006.

¹⁰ Currently there are three levels of local administration: regions, districts, and shehia. The functions performed at region and district levels are considerably overlapping.

Table 1 Ministry of Education - Employment 2006	
Qualified teachers	8,039
Unqualified teachers	2,565
Teachers - subtotal	10,604
Other employees	1,422
Total employees	12,026

Source: DAI Europe, Consulting Services for a Comprehensive Review of Public Sector Employment and Wage Bill Issues: Inception Report

Chapter 2. Education Policy

Education and Development

36. Education has always been of high national importance in Zanzibar. Zanzibar has a long tradition of learning and of engaging with the outside world. As an island nation, Zanzibar understands the importance of linkages with other nations, and its trade and subsequent wealth depends on its interaction with the outside world. An education policy must recognise this inheritance.

37. Whereas Zanzibar traditionally saw learning as valuable for the individual, the context of the 21st century demands that education also plays a key role in economic growth and development. Education is now considered the corner stone of economic and social development of a country. Investment in education has a direct and positive effect on productivity as well as development of social-cultural activities. The Government of Zanzibar recognizes the central role of the education sector in achieving the overall development goal of improving the quality of life of Zanzibaris. Education is identified as one of the strategies of combating poverty due to the benefits associated with it (Cluster 2 of MKUZA). Beyond its impact on individual development, education plays a crucial and multifaceted role in economic growth and poverty reduction. Several policy and structural reforms have been initiated by the government to improve the quality of education and ensure universal primary - indeed basic - education for all so as to strengthen the link between education provided at all levels and the socio-economic development of the country.

38. The vision driving improvement in the education sector is embedded in the Vision 2020, the former Zanzibar Education Master Plan (1996 – 2006) and the current Zanzibar Education and Training Policy (EP06). All of these embrace the Dakar Framework of Action on Education for All and the achievement of the Millennium Development Goals. To achieve these goals RGZ has resolved to devote to the education sector at least 20% of the total public expenditure. Furthermore the education sector was given priority in the Zanzibar Poverty Reduction Plan for 2003 - 2005 and has been given top priority in the MKUZA, which covers the period 2007 - 2010.

39. In 2005, the Government of Zanzibar prepared the new Education Policy (EP06) to address the existing problems and face the new challenges resulting from the socio economic reforms initiated in the late 80s and early 90s and the increasing demand for human resource development in line with fast changing technological advancement. EP06 calls for a Sector-wide Approach to education development in order to redress the traditional practice - and indeed problem - of fragmented interventions. This approach calls for pooling together of resources (human, financial and material) to focus on one set of national education programmes, through the involvement of all key stakeholders in education planning, implementation, monitoring and evaluation.

40. In pursuance of the policy of linking education to the creation of wealth, the government has been developing national policies within the overall context of poverty reduction. The PRSP (Poverty Reduction Strategy Plan (2003-05) focussed on priority sectors, including education, in an attempt to target specific 'pockets' of poverty. This approach was soon seen to be flawed as it undermined the essential holistic nature of development: for example, sectors such as education and health depend to a great degree on national governance policies which allow for civil society participation, respect for individual rights and regulatory frameworks to involve the active participation of the private sector. Thus the development, through a long process of public consultation, of the MKUZA (the National Economic Growth and Poverty Reduction Policy) of 2007.

41. EP06 and the subsequent ZEDP Framework (2007-15) – to be finalised in 2007 - is an extensive undertaking that derives its main thrust from Zanzibar’s Vision 2020 and its objectives, as from 2007, from the national MKUZA policies. Vision 2020 sees education as a strategic agent for mindset transformation and for the creation of a well educated nation, sufficiently equipped with the knowledge needed to competently and competitively solve the development challenges which face the nation. The EP06, supplemented by areas specific policies on gender, technical education, HIV/AIDs (see Diagram 1) was developed by a high level committee of national education authorities and involved country-wide consultations.

42. The delivery of education rests in the hands of multiple institutions ranging from the central government, regional and district authorities as well as communities, private and non-governmental organisations.

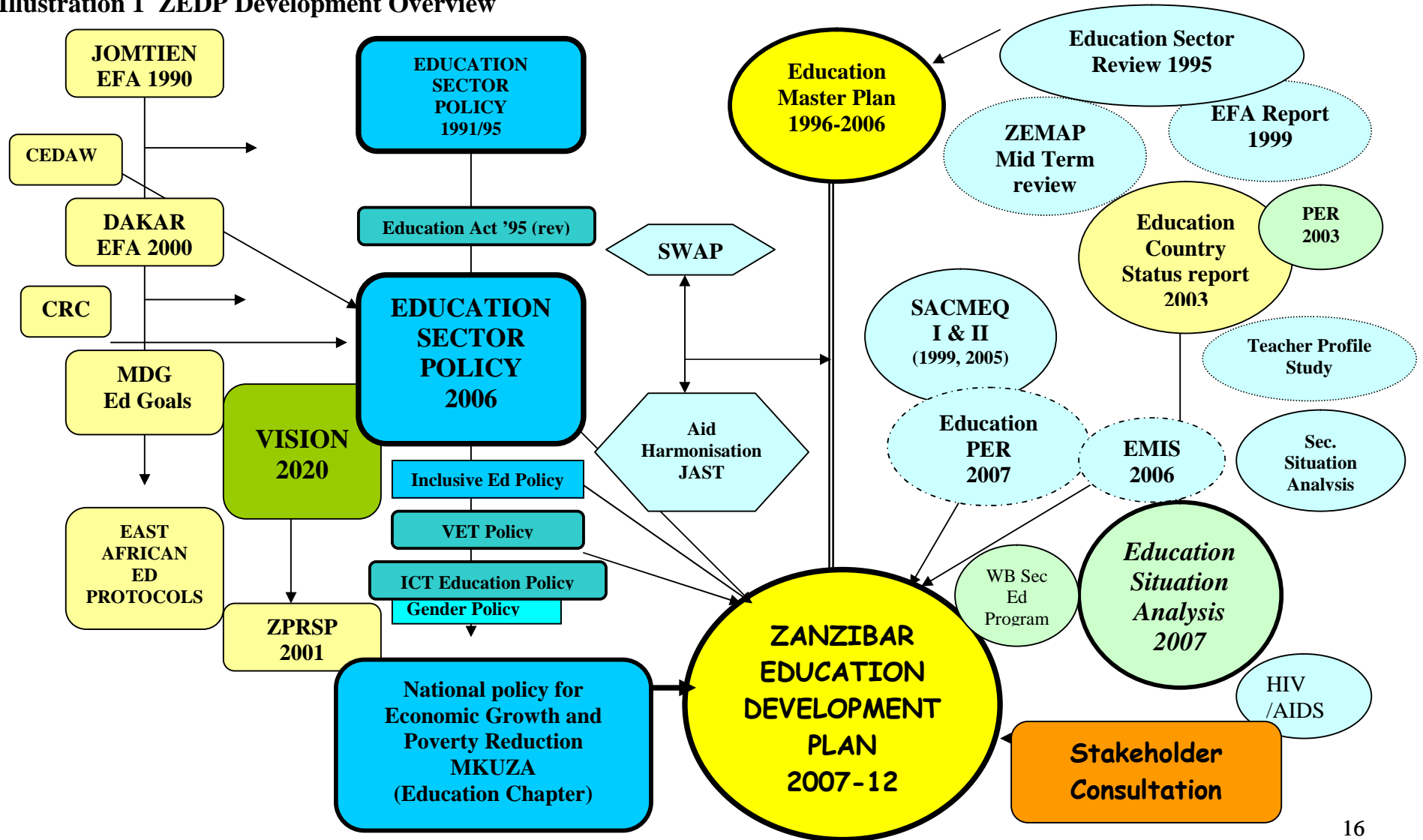
43. A major shift in policy – in response to the need to focus on economic growth – was the decision to integrate Vocational and Technical education into the MoE.

Zanzibar Education Sector Country Status Report.

(2003) The report highlighted major constraints and challenges facing the sector. Among them are as follows:

- Increasing public spending on basic education and improving efficient utilization of increased financial resources since this level of education has a large public good content;
- Combating the general level of poverty in the economy so that parents are able to send their children to school and keeping them in school until completion of full cycle;
- Improving quality of system delivery through improving teacher training and motivation, improving the quantity and quality of teaching and learning materials; improving conditions of school buildings and furniture and increasing the number of classrooms;
- Shifting the emphasis from rapid quantitative delivery and sustaining enrolment of children and keeping them to full cycle;
- Building strong partnership of stakeholders involved in education and training provision and financing;
- Improving the transition rate to second cycle lower secondary through constructing more schools in order to “motivate” pupils in basic education;
- Expediting the process of formulating vocational education and training policy and initiating short-term competence based training programmes in the existing vocational training centres.
- Striking a balance between the needs of the various groups involved, including children with disabilities, children with social and emotional problems, as well as the gifted and average children.
- Addressing the emerging challenge of HIV/AIDS epidemic together with the challenges of drug abuse, early marriage and teenage pregnancies. HIV/AIDS in particular has the potential of impacting negatively through reducing teacher force, incapacitating the support of parents, increasing the number of orphans, etc).

Illustration 1 ZEDP Development Overview



Education, Poverty and Employment

44. It should be noted that since independence, Zanzibar's development theory and practice are geared towards the struggles in combating ignorance, disease, and poverty. However, these struggles have faced a number of challenges necessitating strategic approaches for combating poverty in the country. The Household Survey of 2004/5 revealed that 13% the population live below food poverty line and 49% percent were below the basic needs poverty line. Education is therefore no longer a private matter; it must serve the interests of the total population, and especially the poor.

45. Poverty in Zanzibar is largely characterized by:

- Higher poverty incidence in rural than in urban areas : About 55 percent of people in the rural areas live below the basic needs poverty line as compared with about 41 percent in the urban areas. Similarly 16 percent of people live below the food poverty line in the rural areas as compared with the 9 percent in the urban areas.
- Concentration of the poor in certain areas : The HBS 2004/05 shows that in percent terms, there is more poverty in Pemba than in Unguja. About 61 percent of people in Pemba live below the basic needs poverty line. This compares with 42 percent of people in Unguja who live below the basic needs poverty line. The HBS 1991/92 showed that 64 percent of people in Pemba and 59 percent in Unguja lived below the basic needs poverty line. There is also more food poverty in Pemba as compared to Unguja. It is estimated that 20 percent of people in Pemba live below the poverty line, as compared with only 9 percent in Unguja.

46. However, the absolute figures indicate that there are more poor persons in Unguja than in Pemba who cannot adequately meet their basic needs. On the contrary, there are more poor persons in Pemba than in Unguja who cannot get adequate food. The general trend seems to suggest that there has been a slight decline in poverty between 1991 and 2004/05 – detailed studies are required to confirm this general conclusion.

Employment

47. According to the HBS 2004/05 it is estimated that currently 7 percent of the working age population are unemployed. It should be noted that this figure might not take into account those that are currently under-employed. In addition, this overall figure masks the large number of unemployed youth aged 15 – 24, which is estimated at 20 percent of the youth population. MKUZA refers to this issue being brought up in stakeholder consultations as a main concern. This situation is linked with the low skills base and scarcity of affordable vocational training.

Education Policy

48. The development of the new education policy was a comprehensive effort, utilising the accumulated knowledge and experience of eminent Zanzibari educators and practitioners, as well as carrying out a wide-spread consultative process. The EP06 covers all sub-sectors in the education sector. MKUZA covers all sectors including the education sector.

EDUCATION POLICY 06:

Overall policies

Expand Access and Equity

- Expanding access to twelve years of quality basic education to all starting from pre -school up to the end of secondary (ordinary level).

Improve the quality and effectiveness of education system

- Raising the quality of education so that the learners will be able to develop their own skills and realize their potential as citizens.
- Improving education and training of teachers so that their knowledge and skills respond both to the changes and expectations in society and to the diverse students needs.
- Providing learners with relevant skills required for life.

Promote Good Governance of Education

- Devolving power and responsibility to lower organs.
- Developing a cadre of effective and committed education managers and staff.
- Expanding private and public partnership.

Among the key sub sector policies are:

1. Structure pre-primary, primary and secondary

- The structure of the Formal Education system shall be 2-6-4-2-3⁺ (that is 2 years of pre-primary education, 6 years of primary education, 4 years of secondary education ordinary level, 2 years of secondary education advanced level and a minimum of 3 years of higher education).
- Gradually introducing 2 years of pre-school education as part of basic education followed by 6 years of primary education, and 4 years of lower secondary education.
- Early childhood education for children aged between 4 and 5 years shall be formalized and integrated into the formal education system and shall be a component of basic education
- A four-year secondary education shall be provided for all.

2. Entry age at pre primary, primary, secondary lower and advanced level

- The entry age at pre-primary shall be four years, at primary level shall be six years, at secondary lower level twelve years and at secondary advanced level sixteen years.

3. Increased access to post basic and higher education

- For post basic education and higher education the policies are to expand access of more Zanzibaris.

4. Learners with special needs

- To better serve learners with special needs inclusive education shall be promoted

5. Adaptation of TVET to labour market demands

- Technical education and vocational education and training shall be designed in line with labour market demands.

6. Diversified adult and alternative education

- Adult education and alternative education programmes shall be diversified and revamped

7. Establishing new institutes and organs

- A curriculum institute and an examination organ shall be established
- A board shall be established to ensure certification and provision of good quality teaching/learning materials. There shall be a textbook policy.

8. Language of instruction

- Kiswahili shall continue as the medium of instruction in public pre-primary and primary schools except for mathematics and science subjects beginning primary five where English shall be used.
- English shall continue to be the medium of instruction in post-primary schools except for Islamic studies where Kiswahili shall be used.

9. Recruitment and quality control of teachers

- There shall be a single authority responsible for the recruitment of teachers.
- An authority shall be established to ensure quality control of teacher training.
- Teacher training colleges shall be part of the State University of Zanzibar.
- Teachers' centres shall be used in professionalizing teachers according to guidelines in force.

10. Education management and decentralization

- The Ministry shall delineate and rationalize the roles and functions of the Central, Regional and District authorities taking cognizance of the geographical reality, the small size of the Island and low capacity of the managerial and technical staff.

11. Inspection of schools

- The Inspectorate shall be restructured and strengthened to become an autonomous body.
- Department of Inspection, TCs and Teacher Training Colleges shall harmonize and coordinate their programmes and activities.

12. Role of community and parents

- Community roles in contributing to education shall be clearly spelt out.
- Clear guidelines on parental contributions to education shall be developed.

MKUZA POLICIES CONCERNING EDUCATION:

Early Childhood Care and Development.

- Increased Gross Enrolment Rate for pre -school from 15.9% in 2005 to 50% in 2010
- Increased Net Enrolment Rate from 77% in 2005 to 90% in 2010
- Increased proportion of children with disabilities, enrolled, attend and completing school.

Secondary Education

- Increased transition rate at form two examinations from 47.6% in 2005 to 70% by 2010
- Increased proportion of girls who join low and higher secondary education
- Increased number of qualified secondary school teachers
- Increased quality of secondary education and promote acquisition of knowledge
- Increased proportion of orphans and vulnerable children and children with disabilities who join secondary education

Science and Technology

- Enhanced teaching of science, mathematic and technology in schools
- Information and Communications Technology
- Expanded access to ICT for education development.

Non-Formal Education

- Increased literacy rate from 75.8% in 2005 to 100% in 2010.
- Increased literacy rate of women from 69.8% in 2005 to 100% in 2010

Vocational Education and Training

- Enhanced entrepreneurial skills among youth.

Tertiary Education

- Increase proportion of graduates of tertiary education institutions

Quality education

- Improved quality of education at all level

Institutional Reform

- Improved efficiency in the delivery of educational services.

Cross Cutting Issues

- Integrated cross cutting issue into education system. (Gender, environment, population, HIV/AIDS, employment, disaster preparedness).

Policy Constraints

49. EP06 and MKUZA have been approved by the House of Representatives and therefore MoEVT is obliged to put these policies into practice. Therefore it is necessary to examine the factors that promote

and possible hinder the prospect of implementing EP06. The major factors promoting EP06 is the overall strong demand for education at all levels of the system, and in particular, the commitment by communities towards supporting the provision of education in their own localities.

50. There are two factors which could, if not addressed, hinder the implementation of EP50: finance and capacity.

a) **Finance:** If the country is to deliver EP06 then there will have to be a considerable increase in the provision of finances. There are a number of positive signs: government has been increasing allocation to the sector, albeit slowly; communities still have a high commitment to education and are still major investors in the sector, both in cash and kind; and with the adoption of a SWAP approach to sector planning, there is increased optimism that Development Partners will increase support to the sector. Indeed, the international community has declared that countries with ‘credible’ education plans shall not lack the necessary resources.

In this context, MoEVT will implement the following policies to sustain the development of education at Zanzibar.

- *Increase the recurrent share of budget devoted to education*
- *Introduce preschool on a phased basis and in collaboration (cost-sharing) with communities. (Alternative is a commitment to maintain but not increase share of budget going to preschool)*
- *Develop a policy to sustain the provision of textbooks to primary and secondary schools students.*
- *Develop a policy to match supply of teachers with the demand: by subject and level.*

(MoEVT/WB: Secondary Education Programme (PAD) (2007)

51. The 2003 Public Expenditure Review (PER) found that Zanzibar was in a “precarious fiscal situation”¹¹, with a large gap between revenues and expenditures, and “unrealistic budgets”. The high level of recurrent expenditures had led to “almost complete squeezing out of domestically funded development expenditures”. The high level of recurrent expenditures was attributed to an overstuffed civil service. The Government had also accumulated considerable payment arrears. The PER recommended that a comprehensive civil service reform program be designed and implemented, in order to reduce the wage bill.

52. Another report¹² noted:

- “Projections are often influenced by a political desire to increase expenditure beyond resource levels that can realistically be made available. The state budget of Zanzibar continues to be presented with optimistic revenue projections and subsequently overoptimistic expenditure allocations to line ministries. During execution, however, releases to spending agencies have been far below budget due to the significant shortfall in available revenue. The cash shortfall undermines the entire budget as a planning and management tool and the Medium Term Expenditure Framework does not effectively serve as a planning and allocation instrument.”
- There is some Official Development Assistance (ODA) that is included in the budget, but which bypasses the MoFEA Treasury system and is therefore not captured in the state accounts, thereby making it difficult to strictly compare actual expenditures with the budget, at aggregate and sectoral levels.
- Commitment control remains weak.
- Internal and external audit capacity remains weak.

53. Therefore, there will have to be a more realistic financial framework, one which

a) Links activities to priority Policy Objectives

¹¹ World Bank report no. 27504-TA, Zanzibar: Public Expenditure Review 2003 (2003), page 3.

¹² Jens Claussen, Humphrey Moshi, and Samuel Wangwe (Nordic Consulting Group), Zanzibar: Public Financial Management Review (May 2006).

b) Ensures minimum financial resources for quality enhancing inputs (that is, not just salaries and related costs).

54. The Community Study underlines a number of critical issues:

- Community and Parental contributions are considerable and therefore have a direct impact on poverty issues. If Zanzibar is to provide fully free primary education then additional resources are urgently needed. This issue must be addressed within the context of the Fast Track Initiative (FTI).
- Rural communities are more burdened than urban communities. This imbalance needs to be redressed as poverty is more a rural than an urban phenomenon.

Chapter 3. The Organisation and Management of the Education Sector

General

55. Changes in the organizational structure of ministries are often related to changes in government and reallocation of ministerial portfolios. Zanzibar is no exception in this respect. The current structure of the Ministry was put in place in 2006 as a result of the elections organised at the end of 2005. The Ministry, which used to be the Ministry of Education, Culture and Sports, became the Ministry of Education and Vocational Training (MoEVT). However, the change in portfolio was not the most important factor which determined the restructuring. The transformation of the organizational set up was mainly influenced by the necessity to adapt to changing policies. The creation of a special Department of Secondary Education for example, reflects the emphasis placed by the new Education Policy 2006 on the expansion of secondary education.

56. The overall political responsibility of education development stays with the Minister, while the technical and professional tasks are the responsibility of the Principal Secretary. The Minister is assisted by the Deputy Minister, and advised by an Education Council whose members are appointed as per Education Act. He also chairs the Management Committee which is composed of a number of senior management staff and is the highest decision-making body in the Ministry. The Principal Secretary is assisted by the Deputy Principal Secretary and by an Officer In-Charge of Pemba.

57. Two Commissioners are responsible for guiding and coordinating the activities of the different Ministry Departments, which are 12 in total (including the Department of Library Services which reports directly to the Principal Secretary). One commissioner is in charge of Policy, Planning, Budget and Research, while the other is in charge of Education. For different reasons, including the distribution of workload between the two Commissioners and their respective areas of specialisation, the Commissioner for Policy, Planning, Budget and Research is not only responsible for planning and administration but also for the Department of Adult Education and Alternative Learning, the Department of Vocational Training and the Department of Archives, Museums and Antiquities. The Commissioner for Education who looks after all matters relating to the delivery of general education at all levels, teacher training, inspection, curriculum and examinations, is also in charge of four special Units dealing respectively with Inclusive Education, Registration, Guiding and Counselling and finally Culture and Sports at School. Departments are further subdivided in a number of Divisions. These divisions, which are often staffed by less than a handful of professionals, are not reflected in the attached organizational chart.

58. In general, the organization of the Ministry looks functional, with a reasonable number of Departments and with a logical distribution of roles. However, in the absence of clear, written Terms of Reference (TOR) for each of the departments and divisions, it is difficult to assess to what extent there is overlapping or duplication of functions between the different components of the Ministry. The interviews revealed that most Department Directors and Division Heads have of course a fair idea of the basic functions they have to discharge, but also that their ideas often lack precision and are the result of personal interpretation¹³. Although some flexibility is useful, the preparation of clear, official TOR for each of the departments and divisions should be seen as a matter of necessity. TOR is a basic tool to streamline Ministry activities and avoid inefficient use of scarce human resources. They are also a pre-condition to move in the direction of a result-based management approach. Unless Ministry officers have a clear indication about what precisely is expected from them, it will not be possible to arrive at a more efficient,

¹³ An effort to prepare TOR for the different Departments and Divisions was made in the mid-nineties but has apparently never been followed up. See P. Williams, Structure, and Functions of the Ministry of Education, Zanzibar, Second Report, DANIDA, 1996.

more transparent and more accountable management style as put forward by the ongoing government reforms.¹⁴

59. At the same time, it was encouraging to find out that since the last restructuring, several steps have already been taken to improve readiness for strategic planning and SWAp. Among the most important steps taken are the following:

- The decision taken within the MoEVT to dissolve the existing Project Implementation Unit (PIU) and to start implementing different donor-sponsored projects through the regular Ministry structures;
- The complementary decision made by the Government to create in each Ministry a fully -fledged Procurement Management Unit (PMU), which will directly report to the Principal Secretary (PS) and will be responsible for all procurement and tendering activities in the corresponding Ministry.
- The reinforcement of the statistical information system of the MoEVT which is the foundation for putting in place an efficient planning and monitoring system for the sector-wide development plans and programs.

60. These different changes, operated recently, indicate a healthy capacity of the Ministry to adapt to a new policy requirements. However, further organizational change is still lying ahead. First of all, budgeting and financial management have to date not received the attention which they deserve. The specific problems relating to this area of management will be discussed in more detail in the next chapter of this report. The point to be made here is, that for the time being, there is no special division in charge of this field of work. The budget preparation in the Ministry is rudimentary and dispersed, while there is no integrated financial management system. Appropriate arrangements should be made in this respect rapidly in order to ensure that the sector plan will be properly implemented and monitored.

61. Second, donor aid coordination is currently the responsibility of a special division within the Department of Policy and Planning. However this division only deals with a limited number of projects which are relatively small (UNFPA, UNICEF, UNESCO), while bigger projects with important building and procurement components are managed by the PIU. With the PIU being dissolved and an overall Procurement Management Unit being put in place, the issue of donor coordination will have to be reconsidered. Indeed, the adoption of the ZEDP and the corresponding SWAp might not immediately lead to the abolishment of all projects. Nevertheless, projects should, whenever possible, be directly implemented by the relevant departments of the Ministry and no longer by a specialised division. At the same time, the adoption of a SWAp does not make donor coordination less important. Rather it makes it more important and also different in nature. For the division or unit in charge, the main task is no longer to concentrate on downstream issues of implementation but on upstream questions of donor mobilisation, donor harmonisation and alignment, involvement of donors in planning and monitoring, etc. In addition, the scope of the coordination function will also have to be broadened and should cover not only the donors but more generally the coordination of all categories of stakeholders including private sector, NGOs and civil society representatives.

62. Finally, there is also the need to put in place a Human Resource Development System. Today the Department of Administration and Personnel is mainly, if not exclusively, dealing with routine activities relating to staff administration including the monthly payment of teachers. Technical capacities in the department are limited. A computerised database of personnel exists but has been poorly designed and is therefore not fully operational. Consequently, all activities are still carried out manually and consume considerable time and energy. At the same time the Government is in the process of preparing an overall Human Resource Development Reform Policy for the civil service as a whole. The policy envisaged will require personnel departments that go beyond simple recruitment and deployment activities and concentrate on monitoring the effective use of staff, the creation of appropriate incentives and a planned

¹⁴ See: Revolutionary Government of Zanzibar, Zanzibar Strategy for Growth and the Reduction of Poverty (ZSGRP), First Draft, June 2006, p.75.

approach to professional development activities.¹⁵ The implementation of such a policy will be a must for the MoEVT in order to bring its staff up to a level of strength and competence which should allow it to successfully achieve the goals and objectives that will be developed in the upcoming ZEDP. Obviously the Department of Administration and Personnel will need restructuring of tasks and serious reinforcement before it will be in a position to take up this new challenge.

The issue of decentralisation

63. The sub-national government administration of Zanzibar comprises three different levels which are the regional, the district and the local level. Each Ministry also maintains an Office in Pemba led by an Officer in Charge. There are five regions and ten districts. Consequently, there are five Regional and ten District Education Offices, while at local level the School Head and the School Committee are responsible for overseeing the delivery and development of educational services. Education officers posted at regional and district levels are part of the overall Regional and District level Administration and therefore come under the direct authority of the Regional and District Commissioners, while professionally they are answerable to the MoEVT. However, this double accountability does not seem to create many problems, at least not for the officers interviewed by the Assessment Team. In addition, the MoEVT has set up its own decentralized structure for providing pedagogical support and training to the schools and the teachers. This structure consists of nine Teacher Centres (TCs), each of which has its own cluster of schools. In some cases, boundaries of clusters coincide with those of districts; in other cases they do not.

64. For a small country like Zanzibar this structure is rather heavy and complex. Furthermore although sub-national offices exist, in practice very little has been decentralised. Regional and District Offices mainly have a role of coordination and of general administrative supervision. They have little or no budget of their own and cannot decide upon much. Nearly all decisions are made centrally. Teachers are appointed and paid directly from the central level. Only in matters of transfers can decentralised offices play an active role.

65. District Offices are generally poorly equipped with limited or no transport facilities to visit schools. Each Office is in principle headed by a DEVTO (District Education and Vocational Training Officer) assisted by a DEO (District Education Officer, plus a limited number of officers in charge of specific education areas such as Adult Literacy and Alternative Learning, Vocational Education, Sports etc. The total staff employed in the Districts visited varied between three and five, but in bigger districts the numbers can go up to seven or eight.

66. Under the present circumstances, it is not clear what the decentralized levels of administration are really adding that could make the education service delivery more efficient. Their most useful contribution seems to be in visiting schools and other education institutions regularly (if at least they have transport and operational funds). Seen from that angle, their role – if adequately streamlined and properly integrated within the overall education management system – is close to that of a supervisor who has to control but also support schools in order to make sure that they are functioning well. However other actors are also supposed to visit schools for more or less similar purposes, e.g. the inspectors who are, for the time being, all stationed at central level, either in Unguja or in Pemba, who are insufficient in number and who are too far away from the schools in order to be able to visit them regularly. There seems to be general agreement that the supervision system in Zanzibar (which has both an administrative and a pedagogical dimension and in both cases a control and support function) is not functioning well. Several actors are intervening without much coordination: Inspectors, District Officers, TC Staff, Head Teachers and School Committees. A critical rethinking of the supervision practices and of the specific roles played by different actors could hopefully lead to the creation of a more coherent and more efficient system and would no doubt permit to determine more clearly the specific tasks which the district officers could most usefully fulfil in this respect.

¹⁵ See: Revolutionary Government of Zanzibar, Zanzibar Strategy for Growth and the Reduction of Poverty (ZSGRP), First Draft, June 2006, p.41.

67. Whether the district should also be made the locus for a more decentralized educational planning system is much more questionable. If this idea were to be put into practice, it would require major investments in terms of additional human resources (there are presently no planning officers at district level), skill development, provision of equipment and operational fund, with no clear corresponding benefits given the small size of the country as a whole. In our view, a more promising strategy would be to decentralize to the local level, giving more autonomy and decision-making power (with corresponding financial allocation) to the schools and the School Committees and building up their planning and management capacities. Such a strategy would be fully in line with the principles proposed in the ZSGRP of empowering local level actors and placing upper level management structures in a guiding, facilitating and monitoring role.¹⁶ Other countries have applied this strategy with positive results. In the case of Zanzibar, local communities have amply and consistently shown their strong interest in taking an active part in the development and improvement of the education services for their children. This interest offers the best chances for success provided that the shifting of the decentralisation process to the school level is accompanied by a series of specific capacity building measures.

Working conditions

68. Working conditions in the central Ministry were generally found to be good. The Assessment Team noticed a stimulating general atmosphere. With few exceptions, officers demonstrated openness to new ideas, eagerness to upgrade their skills, good motivation and a good spirit of cooperation. Material conditions in terms of buildings and equipment were also found to be reasonably good (more in terms of buildings thanks to the new facilities which have been built, than in terms of equipment).

69. Similar positive conditions could be noticed at TCs but not in District Offices where, at least in the districts visited, the general atmosphere was far less encouraging and material conditions very generally poor. While TC staff were very clear about what was expected from them and had a positive outlook on their work, District Officers seemed to be at a loss about what exactly was expected from them and were rather pessimistic about how they could improve their performance. It might be relevant in this respect to mention that when discussing the possibility of reinforcing their tasks, in the framework of a possible decentralization to the districts, all District Officers interviewed were somewhat hesitant and reserved.

70. Whatever the differences in working conditions between the different levels and places visited, everywhere the questions about main problems encountered led to very similar answers:

- ▶ **Lack of transport facilities**
- ▶ **Lack of computers and of capacity to use them**
- ▶ **Lack of maintenance**
- ▶ **Lack of operational funds**

71. These form the basic constraints which heavily reduce the efficiency of the education management system. They are often overlooked when capacity building activities are being set up, even if in the end they largely destroy the positive impact which these activities could have. The lack of operational funds is certainly the most preoccupying problem of the four mentioned, since it directly affects all the others. The structural imbalance between wage and non-wage expenditures has been discussed for quite some time and remains a major threat for the successful implementation of the forthcoming ZEDP. In 2006-2007 less than 4.5 per cent of the recurrent budget of the MoEVT was available for non-wage expenditures.¹⁷ Reducing this imbalance and making sure that sufficient operational funds will be available for implementing the ZEDP is probably the most critical question to be jointly addressed by the Government and the development partners within the new SWAp perspective.

¹⁶ See ZSGRP p.56

¹⁷ See World Bank, Project Appraisal Document, Zanzibar Basic Education Improvement Project March 1, 2007, Annex 9, p.80.

Operating Procedures

Leadership and communication

72. A major strength of the Ministry is the strong political and professional leadership provided by the top level management. In addition to this, strong leadership, communication and exchange of information also seem to be functioning well, at least amongst senior management staff (Directors and above). The organization of a weekly briefing meeting for these officers with the Minister plays a most positive role in this respect. At face value communication at lower levels also seems to be well developed. The Ministry being small, most people know each other very well and meet each other regularly. However, to a large extent this communication remains very informal, if not superficial, while the more organized formal exchange of information remains limited. Some Department Directors organize regular meetings for their staff while others do not. It is not clear to what extent information shared at top level trickles down to the officers at lower levels in the Ministry and to decentralised levels of management. The Assessment Team noticed that several officers were poorly informed about the new Education Policy and other major policy and programme documents.

73. This information deficit should be taken care of in order to bring the whole Ministry staff onto the same wavelength, to stimulate the involvement of all and to create full ownership of national policies and plans at all levels. Possible ways of improving the current situation – in addition to the organization of regular information meetings – could be ensuring the wide distribution of small information flashes and leaflets (as has just been done to propagate the information about MKUZA), and also, as soon as objective conditions permit, the creation of an electronic network for information exchange. Another complementary strategy could be to prepare and disseminate a small education newsletter. Such a newsletter could provide all staff in the education sector (including school staff) and the main education stakeholders, with the necessary information about what is going on in the schools and in different sections of the Ministry, and about the upcoming challenges. If properly designed, it could also become an instrument for stimulating dialogue and exchange of views between different partners within the education sector.

Distribution of tasks

74. It is easy to notice a strong imbalance in the distribution of workloads between different officers. To a certain extent this is to be expected since workloads are directly related to levels of responsibilities and competence and also to levels of motivation. From a management point of view the objective therefore is not so much to reach an equal distribution of workloads but to make sure that the most efficient use is being made of the manpower available. One major obstacle for reaching that objective, which has already been mentioned, is the absence of clear TOR for the different Departments and Divisions and for individual officers. However, while precise TOR can help a lot in avoiding duplication of work and stimulating cooperation and synergy between different officers, they are not sufficient for a more efficient work organization on a daily basis. For this, more specific work plans with corresponding timelines are needed. Such work plans are being prepared in the Ministry but are generally not specific enough and not sufficiently target based to serve as a useful tool for monitoring purposes. The challenge for the Ministry therefore is to introduce a new culture of accountability in line with the results-based management approach proposed by the MKUZA. This will involve a revision of the existing work plans in order to make them clearly target based with specification of well-defined output measures (see report: Assessment of Management Capacities).

Staffing

75. During recent years, serious concerns have been expressed about the high salary bill of the public service and the need to adopt a rightsizing approach.¹⁸ At the same time, the Government has also

¹⁸ See Zanzibar Public Expenditure Review 2003, laying the foundation for improved public expenditure management, June 2003 pp.73-96.

expressed its preoccupation about “the ability to hire, motivate and retain key technical staff at current pay levels as well as to raise salaries of the lowest paid civil servants”.¹⁹

76. What is the situation in the Ministry of Education? Data about staffing are not easily available. The only data base is kept in the Department of Administration and Personnel. It has been primarily designed for salary payment purposes. Other data about each employee are also recorded but not always in a systematic and easily exploitable way. The statistical data hereafter have been extracted from this data base by the Computer Division of the Ministry.

77. The total number of employees involved in the administration of the education system (excluding teachers, head teachers and deputy head teachers) is 1,345 of which 977 are in Unguja and 368 in Pemba. This number might look impressive in view of the relative small size of the education system in the country. However, a more detailed analysis of the data shows that, in view of their low level of education, the majority of employees is not directly engaged in any technical or professional work but is occupying various support positions (clerks, secretaries, drivers, security officers, etc.). Indeed only a small majority of the staff has obtained a Diploma or a bachelor’s degree or a master’s degree: less than 120 in the Ministry offices in Unguja and only 37 (all Diploma holders) in the office of Pemba. One can reasonably assume that this group of officers represents the professional staff of the Ministry. Obviously statements about possible overstaffing can not be generalised and do not seem to apply to the professional staff in charge of running the Ministry. Not only are their numbers limited but their basic qualifications are also relatively low (the majority of them being Diploma holders). If there is overstaffing it is at the level of support staff, while there is a critical shortage of well qualified professional staff.

78. The data also show that women are severely under-represented amongst the professional staff. Considering the Unguja and Pemba offices together, they only represent 25 per cent of the employees who have at least obtained a Diploma (39 out of 155).

79. Of course, up to a certain level, lack of basic qualification can be compensated by on-the-job learning. Indeed, the vast majority of people working in the Ministry, including middle level technical staff with only some form of upper secondary education, have accumulated long experience; more than 45 per cent of them (249 out of 528) have more than 20 years of service in the Ministry of Education.

80. This reflects the typical career pattern whereby teachers gradually climb the promotion ladder to end up in an administrative position at the Ministry headquarters. As a consequence, the top level professional and technical middle level staff in the Ministry is characterised by a high degree of seniority. They have accumulated long experience but more in teaching than in administration. One third of the officers are at least 50 years old (160 out of 528), while the proportion climbs up to nearly two thirds when we only consider Diploma and Degree holders (89 out of 155).

81. This quick analysis of some basic data about personnel confirms the conclusion reached earlier that unless a solid Human Resource Development Strategy is developed, the basic capacities to manage the education system efficiently will not be available in the foreseeable future and the gap between top level and middle level management will remain. A deliberate policy for attracting qualified new staff and for retaining them is urgently required. As already mentioned the Government has already started the preparation of such a strategy for the civil service as a whole. However, in the meantime, the MoEVT could certainly review its current recruitment procedures in order to make them more proactive and search-oriented. As things stand today, most employees continue entering the Ministry offices via the teacher career and very few professionals are directly recruited, even for highly specialised tasks such as those relating to physical development, procurement, planning and statistics, computer management, etc. No public announcements are made which would allow opening up the recruitment process and broadening the pool of possible candidates. It is probably true that under the present circumstances, incentives are not sufficient to make a major breakthrough. However, working in the public service does not only have disadvantages. There is certainly a margin of manoeuvre to attract better qualified staff and

¹⁹ Guideline for the preparation of the Medium-Term Plan and Budget Framework for 2007/2008 - 2009/2010, MOFEA, March 2007, par. 62.

this margin should be fully utilised. Another possibility would be to enlarge the recruitment of certain professionals to other ministries in order to allow more mobility and more professional development opportunities. To a certain extent this is already happening in the case of accountants and auditors (who are trained by the Ministry of Finance and depend on that Ministry as much as on the MoEVT), or the case of statisticians who are trained by the Statistics Office with whom they remain in professional contact. These cases are however very few.

Educational Planning

82. The capacity building needs will be assessed not by departments and divisions but by the different planning tasks to be completed when moving towards a strategic planning practice as part of a SWAp. For each task, the following questions will be asked: What is currently being done in the Ministry? What are the departments and divisions involved? What are the strengths and weaknesses? And finally, what are the capacity building needs in light of the situation today and of the upcoming challenges?

83. A global look will be taken at the structure and staffing of the Policy and Planning Department in order to put the analysis into an organizational perspective.

The Department of Policy and Planning

Organization

84. The Department of Policy and Planning is composed of five Divisions as follows:

- (i) The Division of Statistics: responsible for the collection, processing, analysis and dissemination of statistical data.
- (ii) The Division of Computer: responsible for administering the computers in the Ministry, administering the computerized databases in the Ministry, training of staff in ICT, and advising on ICT issues.
- (iii) The Division of Policy and Planning: responsible for all technical tasks relating to policy formulation and planning, including policy analysis, statistical analysis and projections, budget preparation etc. The Head of the Division also acts as focal point for MKUZA and is a member of the SACMEQ Team.
- (iv) The Division of Physical Development: responsible for planning, organizing and supervising the construction, expansion and maintenance of physical facilities and to advise schools and local communities on building, maintenance and repair issues.
- (v) The Division of Donor Aid Coordination: responsible for preparing and implementing projects with a limited number of donors (currently UNICEF, UNESCO and UNFPA). Also acts as focal point for gender and for HIV/AIDS.

85. Other projects which have important building and procurement components are the responsibility of the Program Implementation Unit (PIU), a team that comes under the direct responsibility of the Director of Policy and Planning. In addition to her, the team is made up of the Head of Physical Development Division and the Commissioner for Policy, Planning, Budget and Research. This team is supported by a small support staff in charge of secretariat, accounting and storekeeping.

86. This organization corresponds to a classical division of labour within a Planning Department. The integration of the statistical information function within the department is a positive point, given the close interaction required between planning and data use. The presence of a special Computer Division is related to the importance given to the introduction of ITC in the Ministry. The duality in the management and coordination of donor aid certainly has historical reasons, but will need. Finally, although budget and research are responsibilities of one of the Commissioners, these two functions do not explicitly appear in the structure of the department, even if some work is being done in those areas. At least in the case of budget, this will equally need rethinking.

Staffing

87. In general, the staffing of the Department seems to be reasonable in terms of qualifications, with half of the staff (including two temporary engineers) being degree holders (12 out of 23). Furthermore most of the degree holders and also some of the diploma holders have taken part in several short -term and sometimes long-term training courses related to their field of specialisation. On the whole, the staff has been relatively stable and has accumulated substantial experience and expertise.

88. However, in view of the tasks lying ahead for preparing and implementing the ZEDP, considerable reinforcement of capacities will be required. Having five officers, the Statistics Division seems to be well off but their level of qualification is low and their experience and skills are ill adapted to the new role they have to play, which is to run a modern computerized information system. This weakness is at least partially compensated by the close cooperation that exists between the Statistics Division and the Computer Division but this might not be a sustainable solution in the long run. The Computer Division itself has three qualified staff members but it also has a broad mandate (including the administration of all Ministry computers), which is bound to expand quickly with the heavy emphasis placed on ITC by the Government. In view of the implementation of the important secondary school construction programme sponsored by the World Bank, the Physical Development Division has been reinforced by two additional engineers recruited on a temporary contract basis. However, according to the Head of the Division, it still lacks a maintenance training officer who has not been replaced, an architect and a quantity surveyor. Given its reduced mandate the Donor Aid Coordination Division seems to be in a privileged position with four well qualified officers amongst which two young bachelor's degree holders. Finally, with only two officers assigned to real planning tasks (of which only one has received specialised training), the Policy and Planning Division is apparently the least well staffed, in spite of the fact that it will have to play an increasingly more important role in the very near future. Obviously, this division will need additional human resources either through redeployment of the existing staff from other divisions or through new recruitments.

A functional analysis of capacity building needs

89. The analysis below is not done according to the existing divisions but according to the tasks to be carried out in the Ministry.

Data management and data use

90. Until very recently, statistical data in the MoEVT were processed manually. A great leap forward was made in 2006. With the assistance of the UNESCO Institute of Statistics (IUS), a new data collection instrument was prepared and piloted, and the processing of data was computerized. For the time being, there are still some delays in the analysis and reporting of last year's school census data due to some problems the staff have in mastering the corresponding computer software.

91. At the same time, an ambitious project has been designed for consolidating, expanding and decentralizing the EMIS and more importantly for improving the utilization of statistical data at all levels throughout the education system. The central objective of the project is to set up a fully -fledged and user-friendly information system which not only covers the classical school census data but also data about student performance, school location, personnel management, financial management, etc. If this project is implemented, it will put the Ministry in a particularly favourable position to modernize its management practices and greatly facilitate the building up of the strategic planning and monitoring approach to educational development.

92. Currently, statistical data management is the responsibility of the Division of Statistics which as mentioned above, is working closely together with the Division of Computer and the Division of Policy and Planning to carry out its work. Obviously, the task ahead of running a comprehensive computerized EMIS constitutes a new mandate for the Statistics Division which is quite different from the traditional statistical functions it has been carrying out so far. Consequently, the capacities of the Division will need to be considerably reinforced.

93. First of all, few officers in the Statistics Office are skilled in computer use and their skills in this area will have to be rapidly strengthened through intensive training and on -the-job learning. However, other new competencies will also have to be acquired and in particular competencies in the development of indicators, the analysis and interpretation of data and techniques of presenting of statistical information in a user friendly way.

94. Secondly, the setting up of the EMIS has so far been the joint responsibility of the Statistics and the Computer Divisions. The question can be asked whether this is the most efficient solution and whether it would not be preferable to have at least one computer specialist directly posted in the Statistics Division. Another solution, brought up by some interlocutors, would be to merge the two divisions. But this might not be the best way to go, since the Computer Division has other important ITC roles to play (such as administering the computers in the Ministry). The Assessment Team feels that, before anything else, a detailed analysis should be made of the specific tasks to be performed in order to run the EMIS efficiently. It is on the basis of such an analysis that precise capacity gaps could be identified and that appropriate decisions could then be made about how to best fill these gaps.

95. Finally the best information system will not make much difference if there is no real demand for data. This is why, while the EMIS is being built, a deliberate effort should also be made to promote the use of data for planning and management purposes. This involves combined actions to be taken on both the supply and the demand side. From the supply side, access to the EMIS and its various databases should be made as easy as possible, while statistical information should be presented in a simple and understandable way (for example through the production of a yearly statistical education profile based on a limited number of key indicators). From the demand side, brief workshops could be organized to illustrate the use that can be made of statistical data by education managers and decision makers. Such workshops should be as practical and as relevant as possible and should therefore be targeted at specific audiences representing different levels and areas of work within the Ministry. At the same time, the use of information should be systematically encouraged through the introduction of a results based management system as mentioned earlier.

Policy preparation and research

96. In recent years, at least two major policy papers were produced: the Education Sector Country Status Report of 2003 and the Education Policy 2006. In both cases, a similar working procedure was followed which consisted in entrusting the preparation of the policy papers to a special Working Team composed of experts from inside and outside the Ministry combined with a large consultation of stakeholders (at least in the case of the preparation of the Education Policy 2006). This way of operating is highly commendable. It allows the best expertise available in the education sector to be used and contributes to creating large ownership of the policies being developed. It should be continued in future not only in the case of preparing major policy papers but also in the case of preparing strategic plan documents such as the ZEDP. The role of the Policy and Planning Department is then to play a technical support role by providing the Working Teams with the necessary technical support and information for doing their work.

97. The extent to which a Planning Department is capable of efficiently playing this technical support role depends to a large extent on its own capacity to access and analyse information. In the case of Zanzibar, the access to statistical information will be greatly facilitated through the establishment of the integrated EMIS as indicated above. A more difficult challenge is to keep track of the information contained in the various reports, project documents, and research studies produced in the country and also of the educational knowledge body available internationally. Fortunately, the Ministry has a small documentation centre and the staff can at least get access to the Internet. However, in order to play its role as central information provider the Documentation Centre will have to be reinforced. Most urgently needed are the introduction of a professional classification system, computerisation of the list of documents available (electronically or in hard copy), and last but not least, an active search for documents and reports. The more progress will be made in introducing a strategic planning approach in the Ministry, the more the need for easy access to information will be felt.

98. Another way in which the Planning Department is supposed to play its support role for policy formulation is through the coordination of research. The most important research effort undertaken by the Ministry relates to its participation in the regional SACMEQ project. This project, in which the Planning Department has been playing a leading role since the beginning, has produced interesting results. It has led to the formulation of practical recommendations which have been a source of inspiration for the Working Teams in charge of preparing the two policy documents mentioned above. The data collected allow more analysis to be done of the factors that influence learning in Zanzibar, and subcontracting this research could be considered. Apart from this major undertaking, research has not received much attention for the obvious reasons of lack of human and financial resources. The Education Policy 2006 rightly recommends setting some funds aside for research and using them to strengthen and exploit existing research capacities in Universities, TCs, schools, NGOs and other Research Units in Zanzibar as well as on the mainland. The document also states that “not much research has been done on issues relating to classroom teaching and learning”.²⁰ In line with this thinking, a useful strategy could be to initiate a modest qualitative research focusing on classroom practices. Action research has the advantage of not being costly and of being participatory in nature. It brings together researchers and practitioners (including teachers) and therefore facilitates the direct translation of research results into action. Other countries have introduced action research as a regular component of their school improvement plans and have obtained encouraging results.

Plan and project preparation

99. Until now, staff members of the Department of Policy and Planning have been spending a considerable proportion of their time assisting donors in the preparation of various projects. With the introduction of a SWAp, the situation should gradually change and the Planning Department should be able to concentrate its energy on preparing and monitoring sector wide and sub sector plans. The capacity available in the Department for doing this is limited but not negligible. Both the Director of the Department and the Head of the Division of Policy and Planning have received specialised long-term training in educational planning, and a third officer from the Computer Division is currently benefiting from a similar training course. Furthermore, the basic logic of project preparation, in which several officers have been participating so far (including those of the Donor Aid Coordination Division), is not fundamentally different from that of plan preparation.

100. Nevertheless, a shift from a project approach to a SWAp requires more than just mastery of technical skills. It also implies a change in the approach to planning itself. In order to build ownership and increase the chances of successful plan implementation, the planning process will have to be organized in a participatory way. All Ministry Departments and education stakeholders will have to be involved, which means that the planning function will have to be opened up to other departments and that the Planning Department will have to play both a technical and a coordination role.

101. As far as the technical skills are concerned, two areas will need special attention and reinforcement. The first relates to projections and the second to programme design.

Projections

102. Projection or simulation models are key planning tools for exploring future education development scenarios and for analyzing the implications of specific policy targets in terms of human and financial resource requirements. In the case of Zanzibar, the preparation and use of a good projection model is urgently needed to technically support the preparation of the ZEDP in general and of the accompanying MTEF. Projections should also help in examining the implications of some specific challenges which have to be addressed during the forthcoming plan period, namely the expansion of pre-primary education, the reduction of primary education from 7 to 6 years, the suppression of the orientation class at lower secondary and the expansion of lower secondary up to Form IV: i.e. moving from a 7-3-2-2 to 2-6-4-2 school system; measuring the implication of these changes on the number of teachers and classrooms required in every district, and planning the number of teachers required not only by educational level

²⁰ MoEVT, Education Policy 2006, p.51.

(primary, secondary) but by subjects taught, and comparing the supply and demand of teachers by subjects.

103. Some experience in making projections is available in the Planning Department. As part of the Education Sector Country Status Report²¹, a projection model was prepared which helped to estimate the cost of the education expansion over a ten-year period (2003-2006). Very recently, the World Bank has also developed a projection model for the preparation of the Zanzibar Basic Education Improvement Project²². It would be useful to build on either one of these two models to support the preparation of the Medium-Term Plan and to simulate the impact on resources of various policy decisions. Unfortunately, electronic copies could not be found for any of the models in the Ministry. The Planning Department might need external support to assist them in preparing their own model and doing the projection work. This would best be done by working together and following a learning-by-doing approach. Another task will be build capacities in other relevant Ministry Departments which should allow them to understand the projection results and to use them for decision-making purposes.

Programme design

104. As part of the ZEDP, the Education Policy 2006 will have to be translated into a number of priority programs with specific targets for each programme, definition of main strategies for achieving the targets, identification and sequencing of key activities, and finally cost estimates and resource scheduling. Programme design can best be done following the basic principles of a logical framework approach. In this area again, some competencies are already available in the planning Department (especially in the Division of Policy and Planning and in the Division of Donor Aid Coordination), but they will need further reinforcement and deepening. At the same time, staff from other departments will also have to be equipped with the necessary skills to participate in the design of programs which correspond to their specific fields of work. As in the previous case of use of projections, this could best be done by following a learning-by-doing approach.

Plan implementation

105. The implementation of a sector plan raises a number of specific issues and in the first instance the need to translate the strategic Medium-Term Plan into yearly operational plans and budgets. It also brings up more specific practical questions which relate to planning the supply and demand of teachers, to making decisions about school location and school mapping and to carrying out physical development plans.

Preparation of yearly operational plans

106. Yearly operational plans are work plans, for the next financial year, which spell out in detail the measurable targets to be achieved during the year; the activities to be undertaken and inputs required; the departments or divisions accountable for reaching the expected results; and the corresponding budget allocations. There should be a close linkage between the preparation of the operational plan and the preparation of the budget. Operational plans should indeed serve as a tool for the annual budget preparation. They should also serve as a basis for monitoring the plan implementation later on. Finally, if prepared in a participatory way, they should help in creating a common understanding of what has to be done to reach the overall sector goals and in stimulating commitment to reach them. In that sense, the use of operational plans constitute an important step for moving in the direction of a more accountable, results-based management approach.

107. For the time being, the different Divisions and Departments of the Ministry prepare annual work plans, but they are not target based and have no link with the budget. As a consequence these plans are seen as a routine exercise by the Ministry staff, rather than as a real instrument for achieving specific

²¹ See MoECS, Education Sector Country Status Report, pp. 85 - 129.

²² See World Bank, Zanzibar Basic Education Improvement Project, Project Appraisal Document, March 2007, Annex 9, pp. 69 - 85

education development goals. The task ahead will be to transform the existing work plans into fully - fledged operational plans, which are programme specific, result oriented and accompanied by a specific budget allocation

Planning Supply and demand of teachers

108.No specific projections of the number of teachers required by level of qualification and subject taught are being carried out at present. On the basis of their enrolment capacities, the teacher colleges admit a certain number of candidates every year and these are – or rather were – automatically recruited by the Ministry upon graduation. With the planned reform, fewer primary school teachers (certificate level) will be required since the length of primary education will be shortened from 7 to 6 years and there is no fixed orientation yet regarding the training of early childhood education teachers. On the other hand, more teachers will be required to teach at lower and upper secondary level (diploma and graduate level). Subject teaching having been introduced at primary level, and teaching in English starting in standard 7, there is a teacher shortage in English, maths and science and many more teachers will be required for these subjects in the future. For the first time, a cohort of certificate teachers from teacher training college was not recruited by the Ministry. In future, it is essential to plan well in advance how many teachers are to be recruited by subject and level every year. These projections have to be made on the basis of the previously mentioned projection model, comparing the number required to the expected stock of teachers by level and subjects.

109.Once trained, teachers are allocated to different schools by the Principal Secretary on the basis of proposals made by the Department of Pre -primary and Primary Education, and/or the Department of Secondary Education. The Directors of these Departments themselves receive requests either directly from headmasters or indirectly through the regional education officers and District Education Officers (who transmit requests from headmasters for additional staff). It was not possible to establish to what an extent requests for staff go through the DEVTO, nor was it possible to assess whether DEOs or inspectors regularly analyze the present distribution of teachers and possible major disequilibrium in staff allocation and suggest teacher redeployment.

110.Staff members from the Policy and Planning Division should work jointly with the Department of Teacher Training and the Department of Administration and Personnel to prepare projections of teacher supply and demand. Learning-by-doing again is the best approach, i.e. some advice and coaching of present staff may be required. The administration of the Teacher colleges may have to be involved in the presentation and discussion of the results of the projections models. The Teacher Unions may be involved as well. Finally, the DEVTO should be trained in using statistics and fact sheets by schools and districts when they are available to identify major imbalances in teacher deployment in general and by subject.

School location and school mapping

111.The school reform mentioned above will have consequences on the schools. The policy document mentions that schools should be specialized by level. Hence, it will be necessary to decide which school will be primary schools, and which ones are or will become secondary schools. Several new secondary schools will have to be built and the size and location of these schools will have to be decided. This is a fairly political matter and the decisions appear more or less to have been taken already. There will be one school (of different sizes) per district and the District Commissioners assisted by the District Education Officers have the responsibility to select the site. Decisions will also have to be taken on where to locate the pre-primary schools.

112.Together with the decisions on the location and level of a school, come decisions on the size of that school and the teachers to be allocated. This implies definition of norms concerning the preferred sizes of school (Is multigrade teaching allowed? Under what conditions? Should preschools be separated from primary schools? Should primary and lower secondary schools separated? Always? Can lower and upper secondary schools be integrated? Which distance can very young children, primary school children and adolescents be expected to cover?) Such decisions are important since they have pedagogical as well as cost implications.

113. For the time being, it is not clear who takes these decisions nor on what basis. It is recommended that a working group be formed under the Director of Policy and Planning composed of the selected District Education Officers, staff from the Department of Pre-primary, Primary and Lower Secondary Education, staff from the Policy and Planning Division and staff from the Division of Physical Development. It would be useful to have norms or guidelines even if some flexibility is allowed to deal with specific local conditions. It would also be useful to have an inventory of physical facilities to assist in the decisions to be made.

Physical Development

114. The construction of primary schools is often the responsibility of local communities. Before building a school or classroom, communities apply to the Principal Secretary through the DEO and obtain permission to build/open a school/class. They receive advice and support from the MOEVT (Division of Physical Development) which either provides plans and materials or helps them finish the classroom. Classrooms for secondary schools are sometimes constructed by communities but less so than at primary level because since the catchment area is larger, there is less a feeling of ownership. The MOEVT, through its division of physical development, is also building schools – either with communities as mentioned above – or by subcontracting national or international contractors.

115. To implement the education reform ten senior secondary schools and nine junior secondary schools will be constructed within the framework of the World Bank financed project (Zanzibar Basic Education Improvement Project.) The selection of firms will be made by the Procurement Management Unit, and the project will be managed by the Division of Physical Development, assisted by additional staff (an engineer seconded from the Ministry of Communication and a technical school teacher).

116. The World Bank project has included a component for the training of the personnel of the units concerned by the project. Staff secondment from other ministries is a very appropriate solution. It draws the attention to the need of looking at the problem of highly specialized personnel from an overall government perspective, rather than from the perspective of the MoEVT only.

117. Maintenance is another serious problem. Communities are meant to ensure maintenance and in every school a teacher is selected to be in charge of petty maintenance. Yet communities are not as much concerned with maintenance as they are with the construction of classrooms, even at the primary level. In the framework of any project concerning the constructions of new secondary schools, some attention will have to be paid to and funding foreseen for the maintenance of buildings and equipment.

118. Conditions of school buildings and availability of furniture and other equipment is included in the EMIS questionnaire leaving it very much to the appreciation of the head teacher to decide whether a classroom is or not in good condition. An inventory of facilities was carried out by the Division of Physical Development in 1996 but it would be necessary to have a new inventory done. This responsibility could be delegated to the District Education Officer with some training and guidelines. Joint visits of officers of the Physical Development Unit and the District Educational Officer should be jointly planned.

119. The training of necessary staff in the Physical Development Unit is largely planned within the Zanzibar Basic Education Improvement Project. The training of District Education Officers on assessing the condition of buildings should focus on the application of the guidelines. These guidelines should also be distributed to all teachers in charge of maintenance within the schools.

Budgeting and financial management

120. The budget is the instrument through which the plan is being implemented on a yearly basis. Close linkage between the yearly operational plan and the budget is an essential condition for the plan to be successfully implemented.

121. For the time being, limited costing and budgeting activities are taking place within the MoEVT. Although budgeting is part of the responsibilities of one of the Commissioners, no division is officially in charge of budgeting at least in its title. Up to 90 to 95 per cent of the budget is devoted to salary expenditures. The salary cost is estimated for the following year by the Department of Administration and

Personnel on the basis of present staff, an estimation of how many are going to leave and of how many are going to join the Ministry (e.g. teacher training graduates are systematically considered as integrating the Ministry). Operational expenditures at school level are financed by the contribution of parents and communities and are thus managed directly by the head teacher and the School Committees. Other expenses are often covered within the framework of projects and financed directly by the development agencies, e.g. textbooks, computers and other equipment are bought directly by the agencies contributing to the project (USAID, UNICEF). Hardly any other operational expenditure is planned at central level, at least for primary and secondary education. Yet the Division of Policy and Planning asks all divisions and departments to send their budget requests but not all divisions respond. There is no confidence that even what is requested will be taken into consideration by the MoFEA. Hence there is no culture of budgeting in the Ministry.

122. In the framework of the preparation and implementation of the SWAP, budgeting by programs linked to objectives will have to take place. The policy is to increase the proportion of operational expenditures within recurrent expenditure, and this will have to be planned for in the programme budgets. Account will have to be taken of the normal recurrent cost of functioning of the system, but also of those expenses which are currently incurred directly by agencies or the Project Implement Unit on separate accounts, plus those expenses generated by new capital investments. Indeed, maintenance cost will have to be foreseen for the new schools being built and for the new equipment purchased.

123. Since 2002/2003 the Ministry of Finance has been preparing a Medium-Term Expenditure Framework (MTEF). This means it is projecting resources and expenditures on a three-year basis, updating its estimates every year to take into account new developments. The Ministry of Finance prepares budgetary guidelines and ceilings for every line ministry for current expenditures, operational expenses, development expenditures and transfers. So far no ministry has provided budget estimates by programs and objectives. The MoEVT and the Ministry of Health are pilot ministries and should be the first ones to do so. The MoEVT hence will have to assess its expenditures by programme in the framework of the budgetary guidelines and ceilings provided by the Ministry of Finance. To a large extent, the MTEF will be a radical shift in perspective and in the way in which the budget is being prepared. It will require estimating unit costs and costing agreed upon programs and sub-programs on a three-year basis. The MTEF should be prepared together with the ZEDP once the major programs and sub-programs have been defined. It will rely on the projection model described above and should be closely related to the operational plans later on.

124. The staff of the Division of Policy and Planning should be trained on how to prepare this MTEF at the same time as training is taking place on the projection model. Also the staff of different divisions and departments should be trained on how to prepare a budget for a programme and how to monitor its execution. Similar training should be provided for school management staff at school level.

125. The World Bank Appraisal Report of the Zanzibar Basic Education Improvement Project qualifies financial management within the MoEVT as needing improvement. Several measures have been planned as part of the same project to strengthen capacities within this important field of management. In addition to the creation of a special Procurement Management Unit, which has already been mentioned, an accountant will be recruited, which has worked in another World Bank project in agriculture, to reinforce the General Accountant Office. A computerized HR and payroll system is being prepared and will be operational in 2008. Specific training activities in different aspects of financial management are also part and parcel of the same project. All these measures are extremely useful and should be built on in order to arrive at a more efficient and accountable financial management system, which is a key precondition to implement a successful SWAp.

126. Head teachers do not receive any operational funds from the Ministry. They collect contributions from families which they use to purchase small equipment, furniture and consumables. The level of the contribution raised from parents is fixed by the school committee but an upper limit is fixed by the Ministry. Poor parents do not pay and there are no substitute funds. Head teachers raise additional funds from the community and from organizing other activities such as exam preparation courses for school

leavers, tutorials for pupils in exam classes, organizing examinations and school gardening. The school keeps these funds part in special account. The headmaster withdraws from the account with the approval of the DEO and chairperson of the school committee. Head teachers should receive some training on budget management.

Monitoring and evaluation

127. As mentioned above, the monitoring of the plan implementation is closely linked to the preparation and use of annual operational plans. It is the targets of the operational plans which will serve as the basis for assessing the progress made during the year. In order to make the monitoring process of the forthcoming plan as efficient as possible, the following needs have been identified:

Development of indicators

128. A set of precise indicators will have to be developed which should allow to assess progress made and results obtained on the basis of objective criteria. Different types of indicators will be needed according to the level at which the monitoring is taking place. At the highest central level, monitoring will concentrate mainly – if not exclusively – on output and impact of the different programs, while at school level the monitoring can be much more input and process oriented. The development of indicators should be done by the Department of Policy and Planning in consultation with the other relevant Ministry Departments and with the different stakeholders. It is important that the indicators selected are clearly understood and agreed upon by all, in order to avoid confusion.

Monitoring process

129. The current cycle of quarterly reporting, which already exists in the Ministry, could be maintained. A special new standardized format for reporting, which is in line with the requirements of the operational planning system, will have to be prepared by the Policy and Planning Department. During the last quarter of each fiscal year, a consolidated annual report should be prepared which will serve as the basis for a general annual review to which all stakeholders will be invited. This annual review should assess progress made and problems encountered during that specific year, and its results should be taken into account while preparing the operational plan for the next year. In this way the feedback of monitoring process will be fully incorporated into the annual forward planning process. At mid-term, the review could be broadened to also examine to what extent the Medium-Term Plan may have to be adjusted, taking into account the short-term achievements obtained

Organizational set up

130. It might be worthwhile to consider the setting up of a special Plan Steering Committee composed of the Commissioners and all Directors, chaired by the PS, and with the Policy and Planning Department acting as the Secretariat. The role of the Committee would be to oversee the overall plan implementation. All reports would be submitted to the Committee which will use them to review progress, examine problems and constraints and recommend corrective action where needed.

Priority areas and proposals for skill development

131. Taking into account the current situation of planning in the Ministry, and the challenges deriving from the decision to move towards a SWAp, a three-pronged approach for skill development is being proposed as follows:

Reinforcement of generic skills

- Skills in the use of computer
- Skills in leadership and communication

Dissemination of basic planning skills

- Use of data including use of projections
- Programme design
- Preparation of operational plans
- Monitoring of programme implementation

Reinforcement of specialised planning skills

- Data management and making projections
- Budgeting and financial management
- Programme design and monitoring
- School mapping and physical planning
- Teacher management and deployment

132. Finally, it is important to take into account that there are already two important projects in the pipeline, which have considerable skill development components, mainly in the areas of financial management and information management (the World Bank sponsored Zanzibar Basic Education Improvement Project and the Project Proposal for the Consolidation of the EMIS sponsored by a group of development partners). These projects should be fully integrated within the overall capacity building programme which will have to be prepared in order to accompany the preparation and implementation of the ZEDP.

ORGANIZATION STRUCTURE OF THE MINISTRY OF EDUCATION AND

Illustration 2 Organogram of MoEV 1

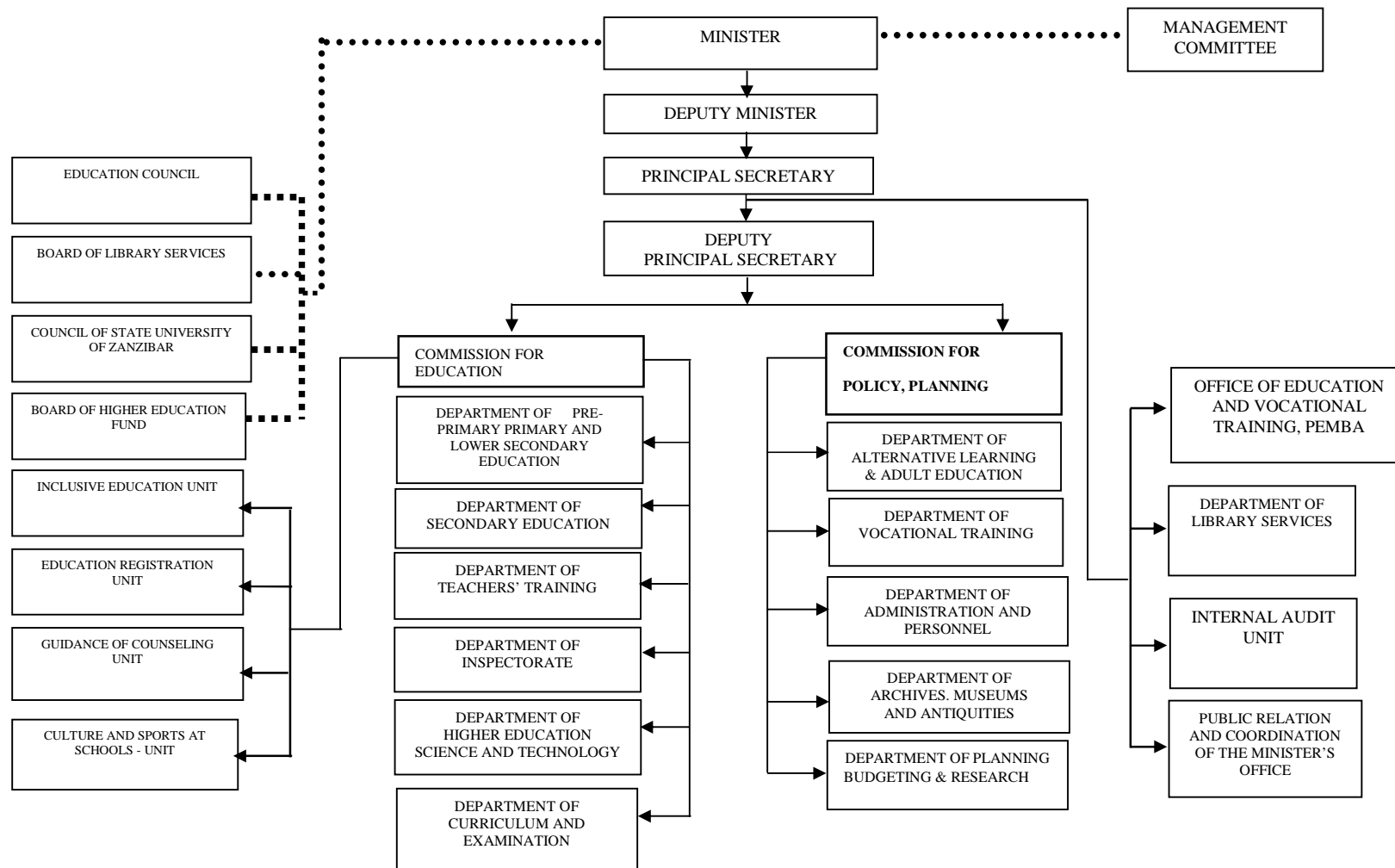


Illustration 3 Unguja Overview

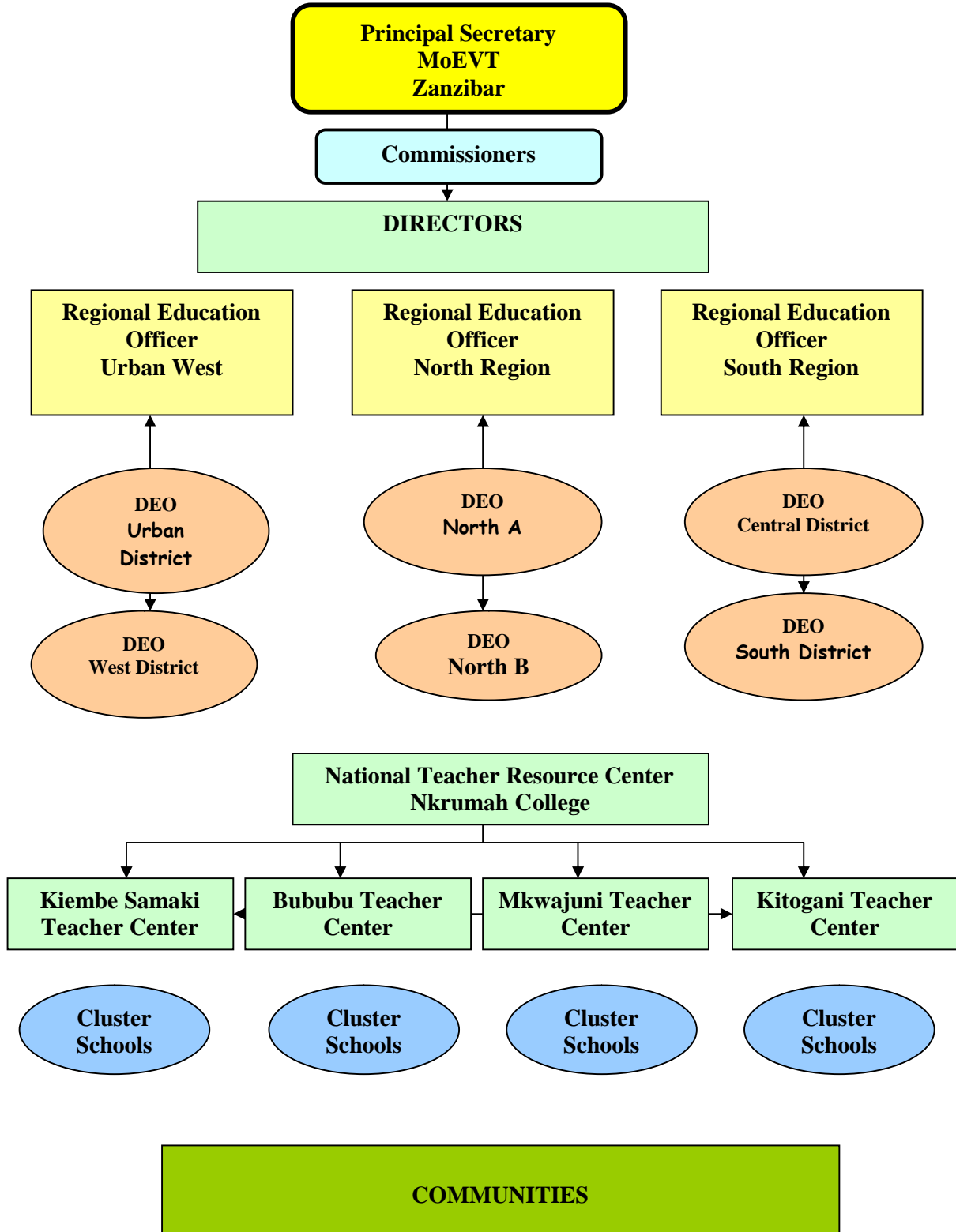
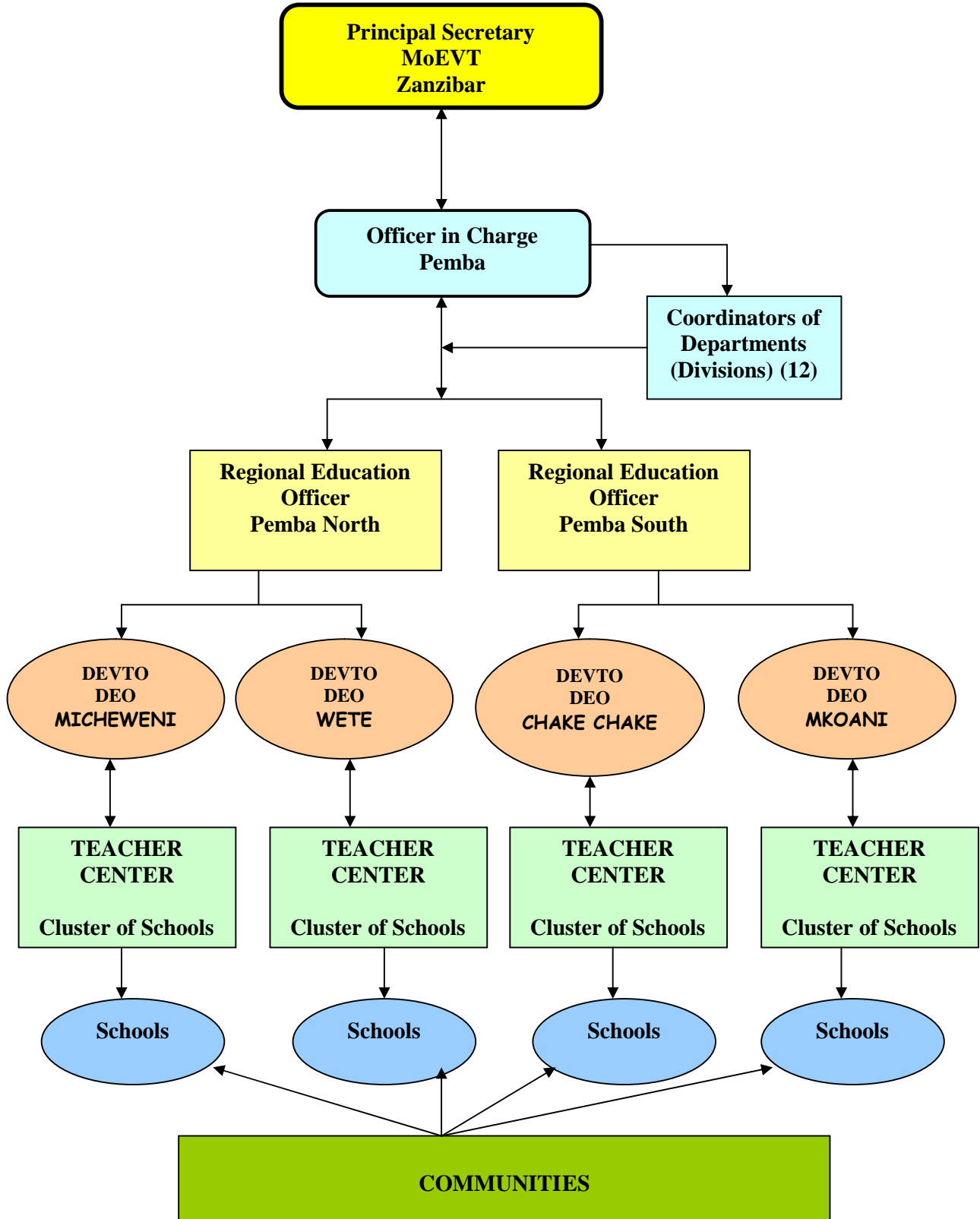


Illustration 4 Pemba Education Management



Chapter 4. Managing Teaching and Learning²³

Introduction

133. The management of teaching and learning is a critical issue in the qualitative development of education in Zanzibar. Improvement of management systems and financial and regulatory procedures should have one overall aim in mind – contributing to the improvement of learning outcomes in the classroom. The situation presenting itself in Zanzibar regarding teaching and learning is clear enough and only the main issues will be underlined here.

134. The first is an apparent oversupply in primary school teacher numbers but an undersupply in terms of distribution and subject competence. This is exacerbated where primary-trained teachers are teaching in secondary schools. Urban-rural imbalances in teacher supply are also evident. Double shift schools still operate in some parts of Zanzibar. The second issue is the low level of curriculum mastery by pupils. Evidence from SACMEQ studies indicates that the quality of pupil learning is not keeping pace with quantitative expansion. Factors contributing to this situation include large class sizes in urban areas and the shortage of qualified teaching staff referred to above. The third, and more positive element in education, is the existence of a national system for teacher support through the Teachers' Centres and their Advisory Teachers which seems to work fairly well. It must also be stated that the financial and material resources available to support quality learning and teaching are very limited despite the 20 per cent of the Government budget devoted to education. Parental contributions are both high and crucial for the survival of the schools. Government resources to support quality learning and teaching are inadequate in terms of buildings and equipment, transport and facilities for supervisory staff and in terms of the levels of training and preparation of a variety of professional and school-level staff.

135. In summary, it can be said that an elaborated, national structure is in place with many positive aspects. Schooling remains attractive to parents and pupils as high enrolment levels indicate. However, rapid expansion and restructuring as planned through the proposed SWAp, and more immediately through the Basic Education Improvement Project, will place great strain on the existing system. The capacity to maintain and extend quality in learning and teaching as numbers of pupils increase while the teaching force remains inadequate, both qualitatively and quantitatively, is a major challenge facing the MoEVT. It is on this scenario that the following analysis is based

Teacher management capacity issues

Central level

136. Management of teachers in the Ministry Headquarters is organized through a Department of Teachers' Training. The Department has two divisions: Pre- and In-Service Teacher Training and the National Teachers' Resource Centre which is responsible for 11 Teachers' Centres throughout Zanzibar. These two divisions are responsible for the initial and continuing development of teachers at a time of considerable instability in teacher training, i.e.

- Last year's (2006) cohort of graduates from the TTCs has not yet been offered posts by the MoEVT but new admissions are continuing at the TTCs
- Nkrumah Training College for lower secondary teachers is in the process of being absorbed into the University, thus slowing the production of sufficient teachers for this expanding sub-sector
- The University is still (2007) in the process of redesigning its upper secondary teacher training programme

²³ This Chapter is based on "Assessment of Management Capacities, Report prepared for the Ministry of Education and Vocational Training" by ZEDCO, Zanzibar Education Development Consortium, Draft April 2007.

- The NTRC itself has lost a number of key staff
- New curricular demands are being introduced regarding the extension of English as a medium of instruction, the reduction of primary education from 7 grades to 6 and the possibility of pre-vocational subjects being introduced
- There is a need to retrain large numbers of primary teachers in new subject areas

137. Headquarters staffing is relatively stable and most officials have previously been teachers. Their post, however, may require them to carry out a wide variety of tasks for which they have little training. Coaching for specific tasks (e.g. data analysis, budgeting) may be necessary for capacity building. The MoEVT Headquarters does have the capacity to draw upon expertise from other Ministries and it is not unusual for experienced retired people to be called back into service.

138. Further capacity problems at Headquarters have been described above but may be summarized here in terms of the comparatively few highly trained senior staff (only 45 of 393 have graduate qualifications), lack of job descriptions in some divisions and the limited use of EMIS and other data for planning purposes.

139. An example of the capacity of a specific division is:

The Division of In-Service & Pre-Service Teacher Education

This Division has seven professional staff, three of whom are graduates, three hold Diploma level qualifications and the seventh has a certificate in ICT. The seven posts include a Distance Learning specialist, the Head of In-service Teacher Education, a coordinator of Teachers' Centres, two staff in ICT, an Administrative Officer and a head of the Tutorial Service. Four of the seven staff are over the age of 45. All staff has full job descriptions. The time of the Division is shared more or less equally between organizing in-service courses in collaboration with the Teachers' Centres and carrying out training needs assessment with teachers. The staff considers the workload to be manageable.

140. Staff of the Department of Teachers' Training suggested that their main capacity development needs lay in the areas of:

- Organization and design of training programmes/activities
- Follow up to training and on-the-spot advice
- Research skills
- Planning skills
- Projecting teacher supply and demand by subject area

141. Specific capacity needs were further identified in relation to the extension of English medium within the schools and the development of support systems for teachers such as radio programmes and school libraries, especially in relation to English. This latter topic was seen as a long-term need until an English-speaking environment had been achieved. Physical capacity at Teachers' Centres was referred to as inadequate in the light of greater demands arising from the training of lower secondary teachers. Open Learning had proved reasonably successful and more expertise in this field might relieve pressure on the staff and facilities available.

142. The Department of Pre-Primary, Primary and Secondary Education is responsible for Nursery Schools and Quranic schools (4 to 6 yrs), Primary Schools (Grades I to VII) and Lower Secondary Schools (Forms 1 & 2). Divisions within the Department include Pre-Primary and Madrassas, Primary & Lower Secondary, a Pemba Coordinator and a division of Social Welfare of Students. There are further sub-sections within these Divisions. The role of the Department is to see that the curriculum is well implemented, that the staffing of schools is well organized and that equipment and infrastructure are sufficient and that training programmes for teachers are set up and implemented. The Director and

his staff are supposed to visit schools from which they receive termly and annual reports. The Director stated that the needs in schools were more to do with infrastructure than with personnel.

143. This Department is one of those most in need of support and professional upgrading. As with most Departments visited, there is no internal staff development process integrated into the daily work programme. Its remit is unclear and its functions seem to overlap with other Departments and Divisions. Job descriptions had been prepared for all heads of sections but there was little familiarity with policy documents and priorities. The challenges associated with new policies and the new Basic Education Improvement Project plus the switch to English medium for selected classes did not seem to be fully absorbed. Needs mentioned by senior staff were

- Training in administration and management
- Training in educational leadership

144. The third headquarters department responsible for teacher management is the Inspectorate. There are 15 national subject inspectors in Unguja and a further 12 in Pemba. They have a dual role in supervising the management of schools and working at the school subject level with Subject Advisers. Although school visitation is an important part of the inspectors' role there is only one Land Rover available for the 15 staff, thus school visits are not as frequent as they should be. The Inspectorate works to an annual plan. The 300 schools should be covered over a two - to three-year period. Inspections are either Basic (subject-based over a one-day visit) or Full Inspection (over three days to inspect all aspects of the school). Few staff have specific training in inspection and supervision. Recruitment is based on recommendation. The science subjects are especially difficult to staff.

The National Teachers' Resource Centre

145. Set up to coordinate and support the work of the district level²⁴ Teachers' Centres the NTRC was designed to oversee the development of the TCs in both Unguja and Pemba and to encourage the professional development of the staff within the centres. The present (2007) staffing is quite inadequate for these tasks as only two officers are in post, the head of the NTRC and his assistant. Both are diploma holders although the head of the Centre has had several short training courses both within Tanzania and abroad. There are clear job descriptions for the staff but the immediate issue is that most of the established posts are unfilled as the incumbents have moved on to other posts. The capacity of the NTRC is therefore severely limited both by a shortage of trained and qualified personnel and by the level of training the present staff have had.

District Education and Vocational Training Officers

146. These officials fall under the office of the District Commissioner which pays their basic salaries. For professional matters they are also accountable to the MoEVT which pays their additional allowances. Their main role is to visit and support schools in general. They are empowered to transfer teachers within the District and they recommend head teacher appointments. They are responsible for collection of monthly returns from schools to the MoEVT and they receive regular reports from head teachers. They deal with matters of teacher discipline. They have no funds to run their activities except for fees charged to teachers of 100/- per month per teacher. They do not have specific training for their role. Issues confronting DEVTOs include:

- Shortage of teachers at all levels with appropriate subject competence
- Variations in the quality of support to schools from SMCs
- Inadequate provision of transport and other resources, especially ICT
- Inadequate training for their role
- Divided accountability to MoEVT and Local Government/District Commissioners

²⁴ Some Teachers' Centres serve more than one district and they do not come directly under the control of the DEVTO.

The Teachers' Centres

147. The TCs are used extensively for in-service courses and as a general resource base for teachers seeking additional materials or teaching ideas. An important aspect of the work of the TCs is the system of school clusters which the centres serve and the Advisory Teachers and Panel Teachers who support teacher development within schools as well as at the Centres. Teachers' Centres visited had an establishment of five professional staff including the TC Coordinator. Not all had a full complement of staff. One Centre visited was responsible for 38 schools and was scheduled to visit three schools per week according to their quarterly plan. Frequent interruptions to the programme and a lack of transport made this target unattainable. Another TC visited managed to visit only 13 schools in one year. As these visits were made by the whole team of the TC then the coverage achieved was not adequate. Another Centre served 484 teachers at 24 schools. TCs are set up to advise teachers from Grade I to Lower Secondary. The NTRC is responsible for supporting high schools. Resource Teachers (up to five per subject area) are called in to the centre to help with in-service work. Panel Teachers represent teachers' pedagogic issues to the Coordinator or subject advisers. Teachers' Centres are managed by a Committee made up of the head teachers of the schools served by the Centre. The Coordinator is secretary to the Committee. Issues arising from visits to the Centres included:

- The additional training burden likely to arise from the World Bank sponsored Basic Education Improvement Project and new policies such as the introduction of English medium for selected grades and subjects
- Shortage of staff in some Centres and the rather basic levels of equipment (e.g. ICT) and resources available
- The lack of transport, especially for female staff, which cuts down frequency of school visits
- The lack of training for TC staff beyond the occasional short course or orientation programme

148. Challenges facing the Teachers' Centres will include their capacity to maintain their school visitation role in the face of increasing in-service training workloads. This vital pedagogic support may be eroded completely by new demands from the Basic Education Improvement Project and for English medium teaching to say nothing of the requirement to retrain teachers for scarce subjects.

School level

149. Head teachers are selected from the ranks of competent classroom teachers by the recommendation of DEVTOs who are advised by inspectors or TC Coordinators. At present, head teachers have little or no role in managing the quality of teaching in their schools. They are not trained as mentors or support staff although many are engaged as Resource Teachers and all heads sit on TC Management Committees. The suspension of the Diploma in Educational Management has removed a major source of further professional training for head teachers.

Management of the Curriculum

Central Level

150. Curriculum Management in the Ministry headquarters is the responsibility of the Department of Curriculum and Examinations. Within this Department there are two divisions, the Division of Curriculum and Materials Production and the Division of Examinations and Educational Evaluation. There are ten professional staff in the Department. The Director of the Department and the head of the Curriculum Development Division hold Masters' degrees. The majority of the remaining staff hold Certificate or Diploma qualifications. All the staff of the Examinations and Educational Evaluation Division are Diploma holders. Strong links with the Mainland are maintained in terms of curricula and examinations, at the secondary level where there is a high level of cooperation regarding question banks, marking schemes and other activities. Zanzibar develops its own primary curriculum and materials. The key factor throughout this Department is the low level of capacity building which has been possible in the past. Few of the professional staff have been able to pursue further studies in their specializations, to make study tours to other examination boards or to develop their skills in materials

production. Once again the staff has largely been drawn from among the teachers but further technical and professional development has been possible for only a few. Within the Department there is a sound management structure with regular meetings, job descriptions and terms of reference. However, opportunities for peer learning are limited and the materials production side is particularly in need of strengthening.

151. Mastery of the curriculum is measured through the examination system. Teacher development is largely a matter of ensuring that teachers are confident in their ability to understand and deliver the curriculum in an appropriate way. The Department of Curriculum is a crucial element in the building of a quality education system in Zanzibar. It has competent, qualified and experienced leadership but needs much more investment in its capacity to perform the tasks required of it.

School Level

152. Supervision of the curriculum at the school level relies on a number of strategies. As mentioned earlier, head teachers play little or no role in this task, a situation which should be remedied. Teachers' Centres have their structure of Advisory Teachers and Panel Teachers who provide feedback on pedagogic issues at the classroom level. TC staff also try to visit schools regularly, but as indicated earlier, lack the resources and the time to do this as thoroughly as they would like. The inspectorate is required to visit schools and to ensure that the quality of education being offered is appropriate. They also have logistical and staffing problems. In short, the system for supervising the curriculum at the school level is unable to function effectively and is likely to be further stretched as new demands are placed on TC staff and inspectors. If capacity to manage the curriculum at the school level is to be enhanced, then a new approach is needed, especially where such major changes as the extension of English medium and the retraining of existing primary school teachers are imminent.

Management of examinations and testing

153. Management of examinations at the Ministry headquarters is conducted through the Division mentioned above. The relationship of examinations management to curriculum and materials is obvious and a structure is in place to ensure that feedback from the examinations is absorbed by the curriculum and materials developers. However, the generally low level of training available to the staff of the Division remains a hindrance to further qualitative development. Equally important is the capacity for research and evaluation. SACMEQ findings are available and the Ministry cooperates fully with this international effort. However, the building of a culture of evaluation and research remains a goal yet to be achieved. Capacity needs within this area relate to technical skills in examining, both for officials and the cadre of teachers engaged in this work, especially where curriculum developers want to encourage thinking skills among candidates. But it is important that examining is seen in a broader context of curriculum understanding. This raises the question of the capacity for research within the Ministry and its partners at SUZA and UDSM.

Supervision and support for teachers

154. At the central level, the National Inspectorate and the National Teachers' Resource Centre are the main vehicles for this work. Comment has been made already on the capacity of both these groups to do the work they are mandated to do. There is an immediate need to review and redesign the approaches of the Inspectorate and the NTRC to enhance capacity and effectiveness.

155. At the district level, District Education and Vocational Training Officers & their DEOs work closely with Teachers' Centres but the story of limited capacity and resources has already been outlined above. The structure of Advisory and Panel Teachers is a good one and without it the present levels of quality could not have been achieved. However, new pressures are likely to strain the system's capacity unless some new strategies are introduced.

Assessment of Pedagogic Functions

156. The key areas to consider in assessing the pedagogic management functions in Zanzibar are:

- The quality of learning and teaching

- Learning outcomes and efficiency
- The curriculum and its mastery by pupils
- Teacher support
- Teacher preparation and supervision
- The management of the pedagogic enterprise

157. All these aspects have been touched upon to some extent in the foregoing discussion. Identification of the problem areas is not difficult, particularly as so many are already known to the MoEVT right down to the district level. The se problem areas relate mainly to quality and management and can be summarized as concerning pupil mastery of the learning tasks and Ministry management of the machinery for delivery of the curriculum. The two are closely related as pupils being taught by under-qualified teachers in a system with too little local management cannot hope for success. Addressing teacher quality and reorganizing the ways in which teachers are managed will go a long way to achieving the quality goals MoEVT has set itself.

158. Based on the analysis conducted, the following proposals are made:

- Develop a training and development plan for all pedagogic management personnel in the MoEVT including curriculum and examinations staff (HRD Plan)
- Ensure that clear job descriptions are available and understood by all management personnel; create a culture of peer learning and staff development
- Simplify the system of teacher support at the local and school levels, coordinating the work of the inspectorate, DEOs and TC staff
- Address the bottlenecks in pre-service teacher education using sound projection models for teacher supply and re-training
- Revive the Diploma in Educational management with special reference to head teacher development
- Strengthen the capacity of TCs to support in-service whilst ensuring their continuing capacity to support teachers in the classroom; develop satellite centres where necessary
- Strengthen NTRC and clarify its role and responsibilities
- Using the existing cluster system introduce the concept of ‘Whole School Development ’ as the main vehicle for in-service teacher training (see box below)
- Train head teachers as teacher-mentors and as supervisors of learning within their schools/clusters
- Prepare strategies for re-training teachers for scarcity subjects and for the introduction of English-medium teaching
- Strengthen Teachers’ Union and develop a formal channel of communication between MoEVT and the Teacher Union

159. The key training skill areas for pedagogical management are:

- Organization and design of training needs analysis, design of training activities, monitoring and follow-up
- Specific training for the introduction of English medium teaching and for the re-training of teachers in scarcity subjects
- Training in curriculum analysis, design and evaluation
- Training in the development and evaluation of learning materials including text books

- Training in examination techniques and approaches, especially continuous assessment, which will encourage thinking skills
- Training in teacher advisory services, support and monitoring
- Training in mentoring for head teachers
- Training in Whole School Development methods and School Improvement Planning for head teachers, senior teachers and School Management Committees
- Training in education leadership, administration and management for head teachers
- Training in the use of ICT for teaching as well as in-service training and professional development for teachers.

Whole School Development

School Improvement has long been part of the literature and the practice in the North as well as the South. Focus has been on efficient school management, improved quality of teaching and learning, an improved working environment for teachers and encouraging more local community participation in school development. Evidence shows that in-service training of individual teachers from specific schools has limited impact on school improvement. Teachers benefiting from such in-service rarely have the opportunity to share what they have learned with colleagues. A more effective approach to school improvement is that of Whole School Development (WSD), seeing the whole school as the unit of change. This approach has two major elements – what is done within the school among the staff and what is done with the School Management Committee and the community.

Within the staff, the key figure is the head teacher who is trained to manage WSD. The head teacher's training will include skills in teacher supervision and advice, management of the curriculum, management of learning resources and school improvement planning including financial management. Identification of learning and teaching problems will be the focus of WSD and support will be made available from the TC, the cluster and the inspectorate. Training activities will engage the whole staff under the leadership of the head teacher.

The School Management Committee will also be trained in school improvement planning and in supervision of physical development, finance and budgeting. A crucial factor in WSD will be the provision of a modest budget from MoEVT which the school can manage for its improvement programme.

Internationally, the WSD movement offers many successful examples. Ghana launched Free Compulsory Universal Basic Education (FCUBE) in 1996, focusing on the three areas of improved quality of learning and teaching through revised materials, new teacher incentives and in-service teacher education; strengthening management at central and district levels and improved access, especially for girls. School Management Committees and Parent-Teacher Associations were also introduced to buttress the DfID-funded Whole School Development Programme. This programme follows five principles:

- *Child-centred practice in literacy, numeracy and problem solving (science) to improve the quality of learning*
- *Community participation in education delivery*
- *Raising competence in teaching and learning through school-based in-service*
- *Participatory planning and resource management at school and district levels*
- *Improved efficiency in managing budgets and resources*

Participants at WSD workshops are taught how to develop a Whole-School Action Plan that emphasises partnership between school and community. Heads, teachers and community leaders

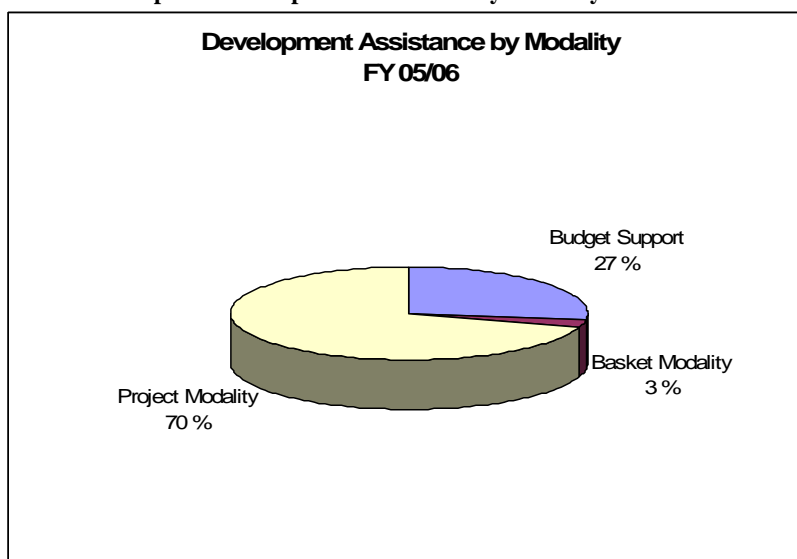
were trained in WSD methods and the outcomes so far have shown raised quality of teacher supervision and improved pupil scores in mathematics and English. Problems have been experienced with levels of resourcing and head teachers' capacity to adapt to new management methods. Overall the experience has been positive and reflects similar gains in South Africa and Sri Lanka where WSD has been implemented. (See Akyeampong K (2004) Whole School Development: Ghana, 2005 EFA Monitoring Report Commissioned Study)

Chapter 5. Development Assistance to Zanzibar

Table 2 Development assistance according to modality

	Sector	FY 2005/06	FY 2006/07	Development Partners
1.	Budget Support	\$19 663 171,69	\$ 15 769 337,84	ADF, Canada, Denmark, DFID, EC, Finland, Germany, Ireland, Japan, Netherlands, Norway, Sweden, Switzerland, WB
2.	Basket Modality <ul style="list-style-type: none"> • Established basket • Emerging SWAp 	\$ 2 169 548,86 \$ 2 664 082,66	\$ 536 117,77 \$ 3 555 270,27	In Health
3.	Project Modality	\$50 974 250,70	\$ 96 549 561,77	
TOTAL Development Assistance to Zanzibar		\$72 806 971,25	\$112 855 017,38	

Graph 1 Development assistance by modality FY 05/06



Graph 2 Development assistance by modality FY 06/07

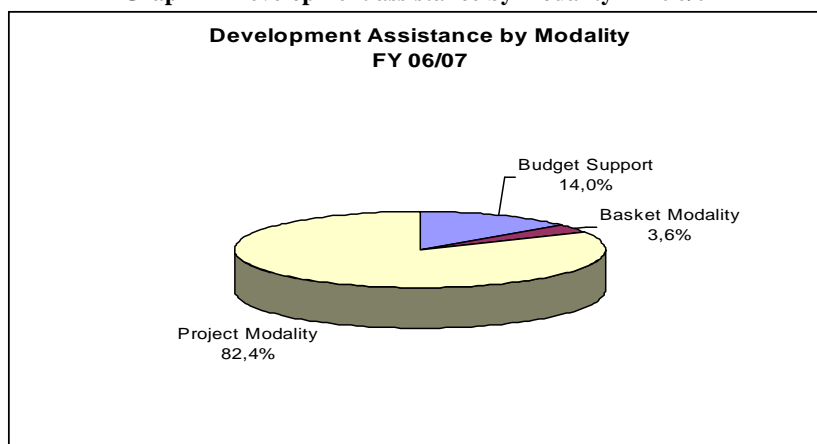
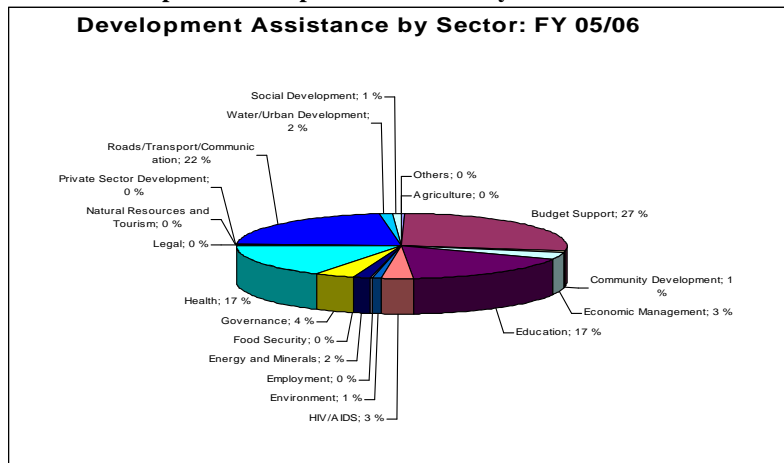


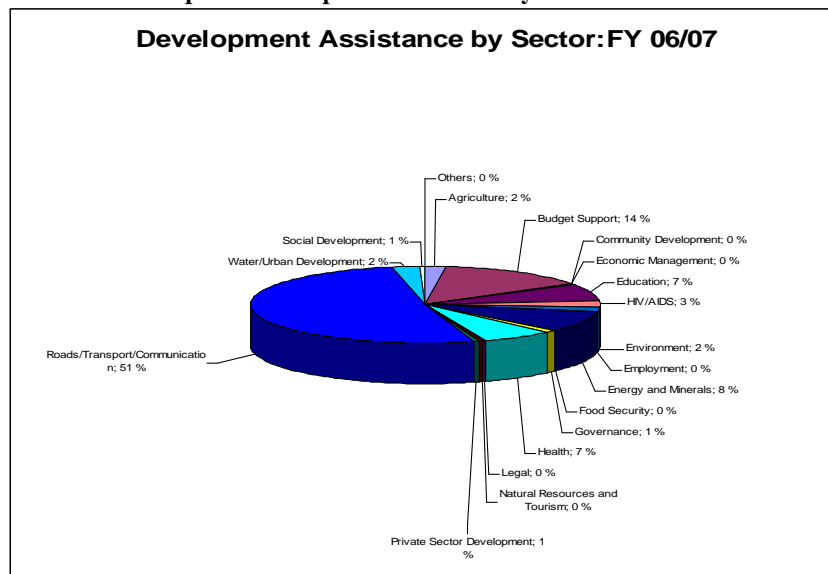
Table 3 Development Assistance according to sector FY 05/07

	Sector	FY 2005/06	FY 2006/07	Dev. Partners in Sector
	Budget Support	\$19 663 171,69	\$15 769 337,84	ADF, Canada, Denmark, DFID, EC, Finland, Germany, Ireland, Japan, Netherlands, Norway, Sweden, Switzerland, WB
	Education	\$12 569 321,62	\$ 8 318 852,68	AfDB, Sweden, Canada, USAID, Japan, UNESCO, UNICEF
e.g	Health	\$12 201 144,93	\$7 511 637,65	AfDB, CIDA, WHO, USAID, Denmark, Japan

Graph 3 Development assistance by sector FY 05/06



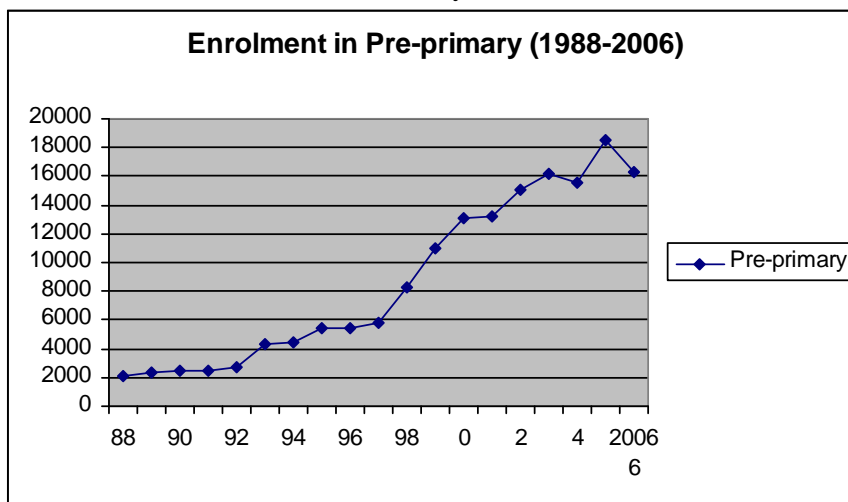
Graph 4 Development assistance by sector FY 06/07



Chapter 6. Pre-primary education

Enrolment in Pre-Primary Schools

Table 4 Enrolment in Pre-Primary education 1988-2006

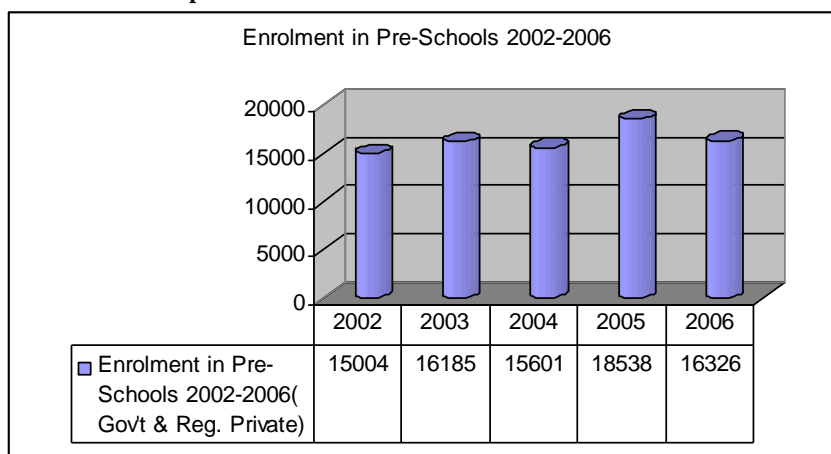


Source: ZRG Budget speeches

160. Since 1988 to date overall enrolment of 4-6 year old children to primary pre-schools has increased significantly. The current gross enrolment rate (GER) is 15.6.

161. During the last few years, however, there have been periods where the growth has slowed down. The number of children enrolled has even declined. Some caution about the accuracy of data should be taken into account.

Graph 5 Enrolment in Pre-Schools 2002-06



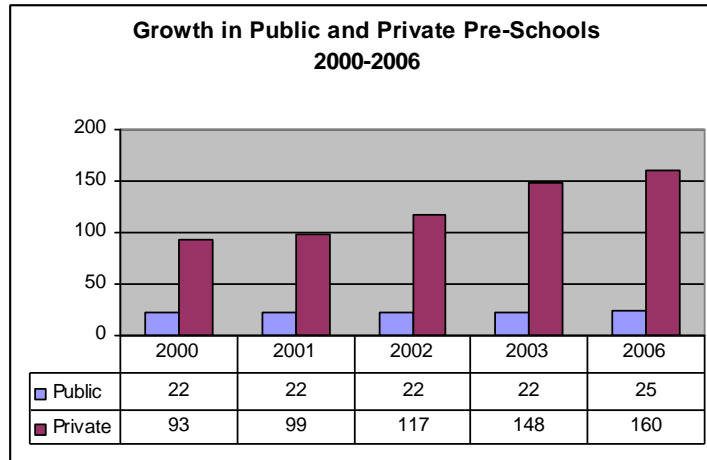
Source : EMIS 2006 Table 2(b)

162. At this point in time there was no explanation for the occurrence of this decline. Since the EMIS reporting system had been recently introduced, some MoEVT staff attributed it to possibilities of errors in the EMIS reporting system. Discussions also revealed that discrepancies in figures might occur if data is collected at different times of the school-year. Enrolment tends to be higher when schools start up than towards the end of the year. Another assumption was that children in 2005 might

have been counted more than once, in particular if they had been transferred to another school during the school year.

Distribution Public and Private Pre-Primary Schools

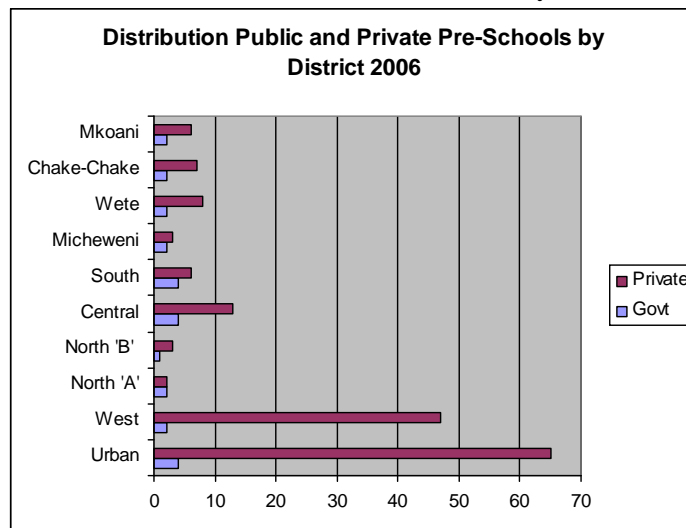
Graph 6 Growth in Public and Private Pre-School 2000-2006



Source: Country Status 2003 (Table 3.1), EMIS 2006 Table 18)

163. There has been a rapid growth in private supply of pre-primary schools. There are, however, differences between districts. Whereas the government pre-schools seem fairly equitably distributed between districts, the private supplies are concentrated in a few districts. Whereas the number of public pre-schools has increased, its share of the total provision of pre-schools has been reduced from 23.75 in the year 2000 to 15.6% in 2006.

Graph 7 Distribution of Public and Private Pre-schools by Districts 2006



Source: EMIS March 2006 Table 18

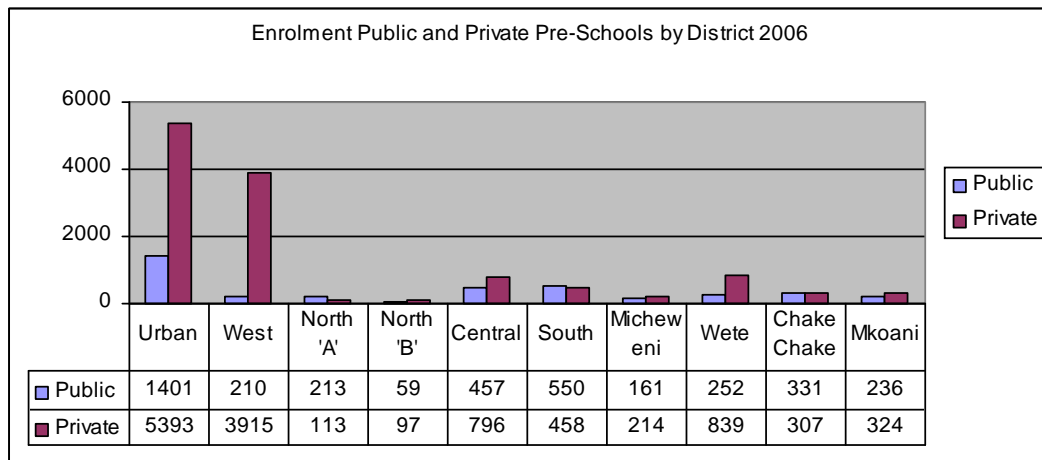
164. The graph above shows that the majority of pre-schools are provided by private actors and that these private actors establish pre-schools in urban settings where the demand is high and the ability of parents to pay is better.

165. The in-equitable distribution of pre-school institutions has produced a much skewed GER, with some districts having a fairly high enrolment and others low. In Unguja more than 37% of the children in the 4-6 age groups attend a pre-school, whereas in districts North “A” and “B”, only approximately 3-4 % of children in this age group attend. In Pemba the enrolment rates are all below 10%. The growth in these areas is thus lagging far behind the estimated growth rate of around 8%. There has been no assessment of demand issues. Furthermore, the table below shows there is little difference in boys’ and girls’ enrolment, and that where there is a gap it is in favour of girls.

Table 5 GER in Pre-School by District 2006

	GER % by District		
	Male	Female	Total
Urban	38,3	37,2	37,7
West	15,9	16,6	16,2
North 'A'	3,6	3,7	3,6
North 'B'	2,9	3,0	3,0
Central	18,7	22,5	20,5
South	34,9	37,3	36,1
Micheweni	3,8	3,7	3,7
Wete	9,2	10,5	9,8
Chake Chake	6,6	7,1	6,9
Mkoani	4,8	5,9	5,3

Graph 8 Enrolment in Public and Private Pre-Schools by Districts 2006

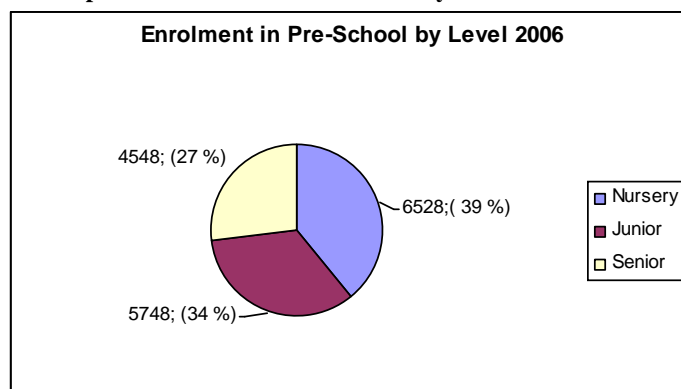


Source: EMIS 2006

Pre-primary school levels

166. In Zanzibar, the pre-primary schools are divided into three levels; Nursery, Junior and Senior Levels. In principle each level should correspond to the age of children. The Nursery covers the 4 -5 years old, the Junior 5-6 year old and Senior 6- 7) year old. The Graph below gives current enrolment figures for each level (public & private) in pre-primary pre- schools in Zanzibar.

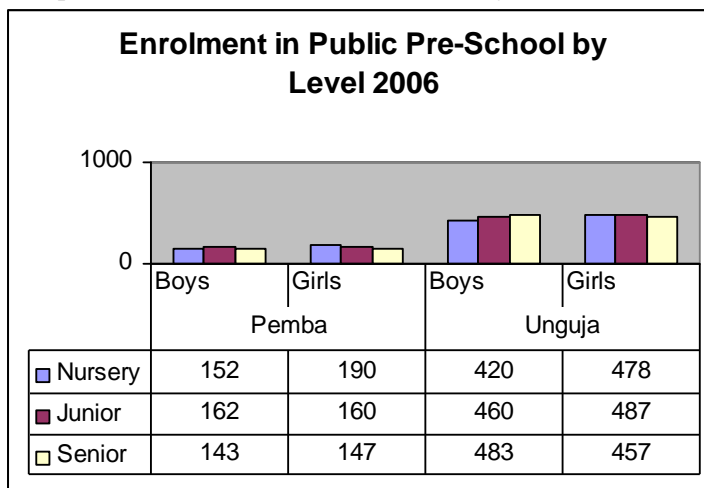
Graph 9 Enrolment in Pre-School by Level 2006



Source: EMIS 2006 printout 5.02.07

167. More children are enrolled at nursery level than in junior and senior levels. As future government policy is to shift the entry age for primary to 6 years old, it is important to note that the senior level is less than a third of those currently enrolled.

Graph 10 Enrolment in Public Pre-School by level 2006



Source: MoVET January 2006

168. More girls than boys are enrolled in both regions. In Pemba there are fewer children in senior levels than in nursery, whereas the opposite is the case in Unguja.

Age	Nursery		Junior		Senior		Total	
	Female	Male	Female	Male	Female	Male	Female Age	Male Age
3 years	296	295	20	26	22	20	338	343
4 years	1102	1046	221	211	68	78	1391	1335
5 years	1217	1146	833	807	176	136	2226	2089
6 years	547	541	1351	1279	867	723	2665	2543
7years +	163	175	485	513	1270	1288	1918	1976
Grade	3325	3203	2910	2838	2303	2245	8538	8266

Source . EMIS 2007-02-06

169. The table above shows the actual age distribution at the different pre -primary school levels. It should be noted that there are both 3 year olds and 7 year old in the pre -primary school system. There are even 3 year olds in senior levels and 7 year olds at nursery level.

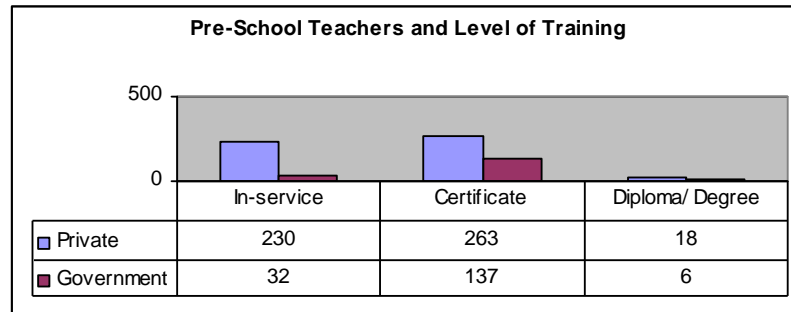
Teachers

	Government		Private		Total
	Untrained	Trained	Untrained	Trained	
Urban	4	64	50	253	371
West	5	14	23	174	216
N. "A"	2	11	6	5	24
N. "B"	1	7	5	9	22
South	4	25	19	13	61
Central	3	26	23	26	78
Wete	2	27	14	54	97
Mitcheweni	2	7	15	3	27
Chake	8	11	7	15	41
Mkoani	3	8	25	4	40
Total	34	200	187	556	977

Source: EMIS 2007-02-06

170. The majority of pre-primary school teachers have undergone some training. The poorer districts seem to have relatively fewer teachers, both in terms of total number and in terms of qualifications.

Table 8 Pre-School Teachers and Level of Training



Source EMIS print-out 2007-02-07

171. It should be noted that both in-service training and certificate training can vary in duration and content. Some of the differences are illustrated below.

	Govt teachers	Pupils	PTR	Private teachers	Pupils	PTR
Urban	68	1401	20,6	303	5393	17,7
West	19	210	11	197	3915	19,8
N. A	13	213	16,3	11	113	10
N.B	8	59	19,6	14	97	6
South	29	550	18,9	32	458	14,3
Central	29	457	15,6	49	796	16,2
Wete	9	252	28	68	839	12,3

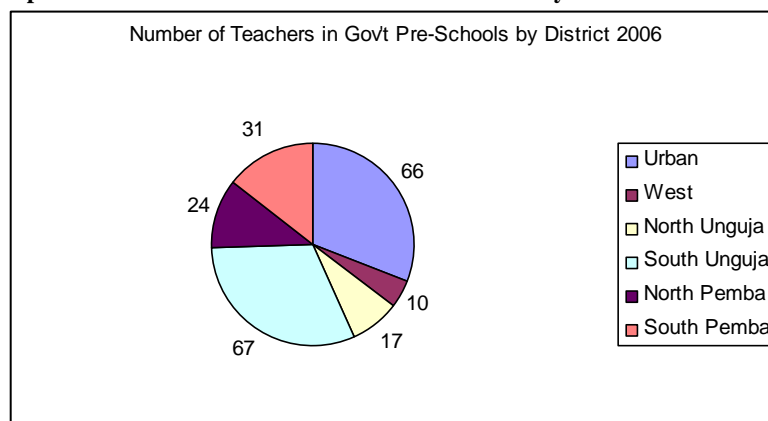
Mich	8	161	28	18	214	11,8
Chake	19	331	17,4	22	307	13,9
Mkoani	11	236	21,4	29	324	11

Note: the PTR for Wete is very low and needs for a further re -check.

172. The government policy is one teacher per 20 children. If a class exceeds 20 children, two teachers are allocated. As can be seen, there might be room for more children in some of the classes. There is no information about the PTR for the unregistered schools.

Government Pre-School Teachers

Graph 11 Number of Teachers in Govt Pre-School by Districts 2006



Source: Information obtained Dept.Pre -Primary, Primary and Lower Second. 02.02.2007

173. There is no specific pre-school teacher training college in Zanzibar. Training is conducted in Saanteni Pre-School Teacher Training Resource Center which offers a two days per week course of one year's duration. Students are unemployed Form IV leavers or primary school teachers. Some learners already work as pre-school teachers in the private sector.

174. The 2006 intake for the training course was 179. However, the demand is high and more than 500 applied for the course. The TC's ideal capacity for pre-service training is considered to be around 50. There are two professionals at the Centre, including the Coordinator, but teachers from other pre-schools are supplementing these staffs.

175. The training combines theory and practice at the Santeni Nursery School, which is adjacent to the TC. The curriculum comprises 12 subjects. The curriculum is not yet formally acknowledged by MoEVT. The training was said to focus on the integration of the ECD agenda which focuses on child-centred development and imparting of knowledge through play-like methods.

176. The TC receives some income of 5% from fees collected at the pre-schools. This is not enough to recover operational costs or make new investments. There are no operational funds from the government except for salaries. The rest is covered by trainee fees.

177. Administratively the teacher training resource centres (one in Pemba and one in Unguja) are in the process of being transferred to the Zanzibar National Resource Centre which will allow for a closer integration with the TC's for the primary and secondary levels. Day-to-day management is dealt with by the SMC which is subdivided in five sub-committees dealing with issues regarding construction, academic content and finances.

178. Few of the certified pre-school teachers have yet found employment in the pre-school sector, and of 153 teacher output in 2006, the TC coordinator estimates that 70% are still unemployed. Despite

this prospective students still come forward in an unprecedented number. This was explained by a widespread opinion that that demands for trained pre -school teachers will increase in the near future.

179. Some of the publicly trained pre-school teachers are absorbed in the private pre -school sector, but as no tracer study exists there is also no precise information available about deployment of the candidates that have received certificates from the pre -school TCs.

Finances:

180. Parents pay 2.500 Tsh monthly, with some variations depending upon locations. These contributions cover a snack meal which is prepared at the school. Operational costs i.e. materials have to be covered by the fees. Most materials are made by teachers themselves of local materials. Public school teachers are employed by the government and paid according to their qualifications. If they are qualified as primary school teachers, they retain the same salary when transferring to pre -primary school teaching.

Equity:

181. No special emphasis on inclusive education, although awareness as well as some practical experiences have gradually improved during the last few years.

The private pre-school sector

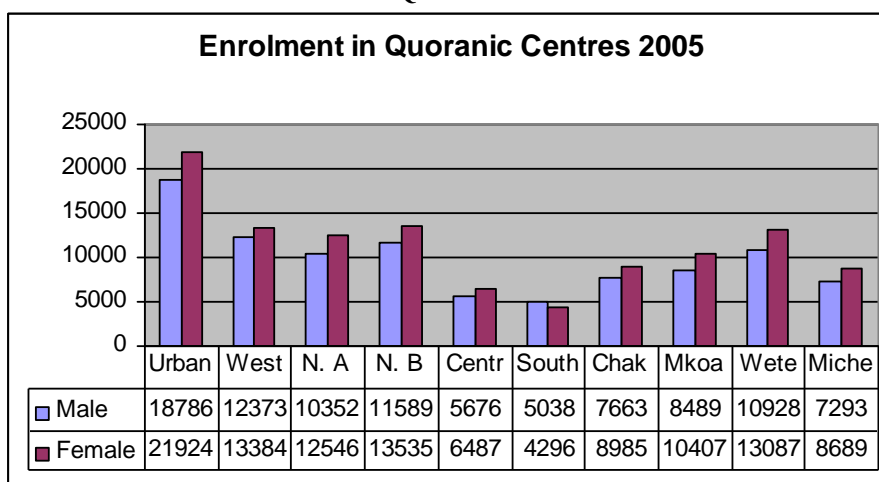
182. Zanzibar has four types of private sector supply for education of pre-school children:

- 1) Quoranic centres
- 2) Private-commercial schools
- 3) Community –schools registered
- 4) Community –schools unregistered

1. Quoranic Centres

Coverage

Table 10 Enrolment in Quoranic Centres 2005



Source: Dept. of Pre-Primary, Primary and Lower Secondary 2006

183. The QCs have a wide coverage. In 2005 there was a total 1053 centres with a total 211,527 students. There was no information about age distribution of the students, but a significant number of children of pre-school age attend these schools. The total number of teachers is 1851, of whom 765 are men. These centres report to the MoEVT but have otherwise few formal links to the education system. It is important to note that children attend primarily for religious education.

Finances

184. There are no charges or fees for this education. Religious leaders teach children for free and out of their religious conviction to pass on knowledge about the Holy Scripture to the next generation.

Quality

185. There is no standard curriculum, and teachers may choose different sections of the Quoran depending upon own interests or values. Through the studies of the Quoran many children acquire reading skills in the Arabic language. The extent to which they also learn to write will vary between the various centres. As attendance in the Quoranic schools has a near 100% coverage in many areas, MoEVT has encouraged the introduction of secular subjects into the teaching. The objective has been to provide a broader curriculum to children with no access to the formal schools.

Management

186. The Quoranic Schools report to the officer in charge in MOEVT. However, due to lack of funds there has been little monitoring on the part of MoEVT regarding this, and there has been no follow up to identify the extent to which secular subjects are actually taught. Children who attend the regular schools system attend the Quoranic Centres either before or after school hours.

2. Private fee-paying pre-schools

187. Coverage: 76 are registered as private schools. The team could not obtain any specific information about these schools as a separate statistical category of EMIS, as information is lumped together with the community schools.

Finance

188. These are fee-paying schools in which parents may pay up to 30,000 Tsh/ monthly for their children's participation.

Quality

189. They are registered by the MoEVT which before approval inspect them for a range of quality criteria such as availability of teachers, space, and pedagogical approaches. Further monitoring and inspection occur on an irregular basis because there are no funds available for transport or other operational expenses within the relevant MoEVT divisions and departments.

3. Madrasa Community Pre-Schools

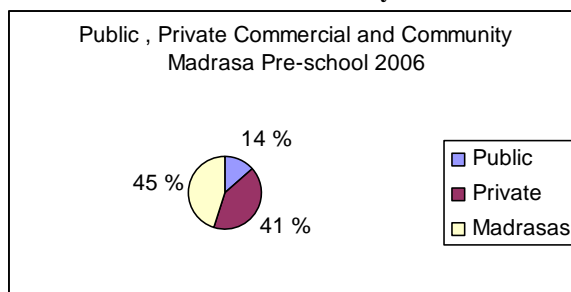
Coverage

Table 11 Zanzibar Madrasa Community Pre-Schools (AKF) 2006

	NO. OF SCHOOLS	GIRLS	BOYS	TRAINED TEACHERS
Pemba	33	1107	1058	177
Unguja	52	1599	1571	247
Total	84	2706	2629	424

Source: ZMRC 01.02.07

Graph 12 Public, Private Commercial and Community Madrasa Pre-Schools 2006



Source: EMIS 2006

190. The Aga Khan Foundation (AKF) has supported the establishment of community pre -schools, community madrasas, since the late 1980's. It takes on average one year to establish these schools as extensive community mobilization and awareness - raising is essential for the project. The project mobilises religious leaders, faith -based organisations, and other community leaders. Among the criteria for establishing the school is the community's willingness to provide buildings, establish a School Management Committee and selection of candidates for training to become teachers.

191. In 2006, 20 new schools with a total of 120 trained teachers were opened. The project has begun cooperation with 4 primary schools on a pilot base- in order to make schools and teachers better prepared to accommodate the learning needs of young children that will enter STD.1. Efforts to establish linkages between the pre-primary and primary schools were started up in the Mkeza project and is still an ongoing activity under the ZMRC.

Quality

192. Trainees are usually female Form II leavers. The selected candidates receive one -month training at one of the two ZMRCs. After this they are deployed to their respective schools. The ZMRC provides a further regular hands-on support for two years. It should be noted that there is a close interaction between MoEVT and ZMRC with regards to exchange of ideas and concepts and some teachers within the ZMRC umbrella has also participated in training sessions organised by the MoEVT.

193. The project focuses a lot on community sensitization and has recently targeted parents for informal training. It has been found that knowledge of children's learning processes and development issues is lacking in many communities and parents.

194. Gradually a strong linkage between the health -sector in terms of imparting knowledge of child nutrition and health has evolved. Parents are also brought into discussions about children's health and nutrition and they are encouraged to send nutritious good snacks with their children.

Finances

195. In contrast to government pre-schools, the community teachers are paid honoraria from the collection of school fees. These fees vary from 500 Tsh/month to 4.500 Tsh/month and ZMRC has noticed a big variation in pay for the teachers. There have been some problems with attrition because teachers have not received any honoraria for months.

Management

196. After two years of relatively close supervision, the school becomes formally transferred to community ownership.

4. Unregistered community schools

197. There is little systematic and consistent information available with regards to the first and last type of these private supplies. A survey conducted by MoESC in 2000, revealed 186 unregistered pre - schools, with a total enrolment close to half of those enrolled in the registered pre -schools²⁵. Because they do not formally belong under the MoEVT structure, there is little information available on these schools. It is generally believed, however, that the quality is relatively poor compared to those schools that have been registered.

Critical issues

198. The education policy states the RGZ's desire to make 2 years of pre -primary education part of basic education, and therefore compulsory. This will mean that all the children of ages of 4 and 5 will attend pre-primary education. In view of this policy a rapid expansion is needed.

²⁵ Country Status Report , ZRG, MoECS, June 2003

199. Capacity will increase without any additional structures or teachers (provided that they are trained and teacher: pupil ratio will not exceed 1:20) as a result of entry age into primary school being lowered from 7 to 6 year old. An estimated third of the current enrolment is for 6 -7 years old (so called senior classes). When primary schools open for six year olds, this will allow for a commensurate increase in enrolment of ages 4 and 5 year.

200. PTR is sometimes found to be lower than the guidelines from MoEVT and more children can therefore be given opportunity to enrol where this is the case.

201. Equity in pre-school opportunities has to be seriously addressed. The Government policy of still allowing intake of children without pre-school background to primary is commendable, but there is still a risk of ending up with classes where children have totally different backgrounds and preparations i.e. a head start for those children who have participated in a quality pre-school programme, and a poor start for those children without.

202. Expansion beyond today's level is likely to rely heavily on the private sector, and in particular on communities ability and willingness to construct and provide teachers/ salaries. Successful programmes so far have needed an intensive period of community mobilisation as well as close supervision for more than two years in order to establish sustainable structures.

203. More NGO actors will have to take part in the future expansion to ensure the mobilization part if the MoEVT can finance the establishment of new pre-school. Even so MoEVT must take initiatives to ensure that all actors prepare guidelines for construction and quality requirements for district-wise implementation, supervise quality and monitoring progress.

204. There is a need to make an inventory of the many unregistered pre-schools to identify how many can be upgraded to registered status and develop packages for a diversified support to these pre-schools.

205. Ownership issues must be clarified. According to ZMCR the "Madrasa" community -schools have so far been considered as community property and some level of uncertainty prevails about what will happen to these when the policy of compulsory pre-schools becomes functional.

206. There is no formal curriculum for pre-schools. This makes oversight of children's learning and well-being difficult. Most actors do not support the idea of bringing the current primary STD1 curriculum to the pre-school sector, as this is overloaded with theoretical issues and not well adapted to the learning needs of 4-5 old children.

207. There is no formal accreditation of the various training programmes already in place. The status of the various certificates is unclear. Zanzibar lacks a formal Pre-School Teacher Training College.

208. The qualification to become a teacher needs to be looked into. The Madrasa teachers are Form II leavers whereas the government preschool teacher programme requires students with Form IV.

209. The cost-sharing in rural poor communities. The question of who is going to pay and how much is overriding. There are already problems with parents not being able to pay (or not willing to). There is no overview of actual incomes to pre-schools, but particularly in the Madrasa community schools SMCs referred to problems in collecting parents' contributions.

210. There appears to be congruence between MoEVT, most parents and primary schools that pre-school will help the child's academic performance in the primary school. The commonly held perspectives are that pre-schools will help "school readiness" of children. It is important to support parents' aspirations for their child's future academic performance, but even more importantly is it to raise awareness and ask questions that challenge commonly held views about what comprises a good quality pre-school education. A pre-school curriculum needs to be developed with a specific reference to the Zanzibar context, early childhood development issues and accumulated experiences on how very young children learn.

211. Child development and learning is a continuum. Linkages need to be established between the pre-school and the primary schools so that schools become ready to accommodate the needs of the 6 year old primary school population.

Chapter 7. Primary Education

General

212. Zanzibar has experienced remarkable expansion of its education system during the last four decades. Compulsory and free basic education was declared in 1964 and this resulted in rapid expansion of enrolment. In fact, the demand has been such that it necessitated a ‘pact’ with communities in a joint effort to keep pace with expansion. Communities support the construction of classrooms and while no child is denied a school place due to inability to pay, parents are expected to contribute to the running costs of the school.

213. Most primary school children are attending school and the GER is close to 100% while the net enrolment ratio is almost 80%.

214. As can be seen from the table below, there is still a way to go before Zanzibar has achieved the goal of universal primary education. It will be necessary to analyse the reasons underlying both the absolute level of net enrolment rate, and the variations across Zanzibar.

Table 12 Net enrolment ratio (NER) in Primary Education by District and sex, 2006

NET ENROLMENT RATIO (NER) IN PRIMARY EDUCATION BY DISTRICT AND SEX - MARCH, 2006.

DISTRICT	POPULATION			PRIMARY ENROLMENT (AGE 7 - 13)						TOTAL ENROLMENT			NET ENROLMENT		
	AGE 7 - 13 YEAR			(GOVERNMENT SCHOOL)			(PRIVATE SCHOOL)			(GOVT AND PRIVATE)			RATIO (%)		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
Urban	17635	19263	36898	13548	14357	27905	1891	2017	3908	15439	16374	31813	87,5	85,0	86,2
West	23783	24903	48685	16702	18164	34866	1377	1385	2762	18079	19549	37628	76,0	78,5	77,3
North 'A'	10288	9676	19964	7217	7500	14717	0	0	0	7217	7500	14717	70,1	77,5	73,7
North 'B'	6044	5706	11749	4197	4208	8405	0	0	0	4197	4208	8405	69,4	73,8	71,5
Central	7230	6700	13930	5196	5178	10374	154	56	210	5350	5234	10584	74,0	78,1	76,0
South	3298	3285	6583	3023	2908	5931	0	0	0	3023	2908	5931	91,6	88,5	90,1
Micheweni	10265	9636	19902	6046	5798	11844	0	0	0	6046	5798	11844	58,9	60,2	59,5
Wete	12354	11796	24150	8648	8335	16983	56	57	113	8704	8392	17096	70,5	71,1	70,8
Chake Chake	9952	9767	19718	7764	7869	15633	97	93	190	7861	7962	15823	79,0	81,5	80,2
Mkoani	11154	10465	21620	7658	7447	15105	0	0	0	7658	7447	15105	68,7	71,2	69,9
TOTAL	112003	111196	223199	79999	81764	161763	3575	3608	7183	83574	85372	168946	74,6	76,8	75,7

Source: EMIS

215. EMIS also contains useful information of reasons for drop out of basic education as can be seen below. This is one of many sources that can be used to increase the net enrolment ratio.

Table 13 Drop-out Reason, Sex and Standard in Basic Schools, 2006

DROP-OUT BY REASON, SEX AND STANDARD IN BASIC SCHOOLS - MARCH, 2002

DROPOUT	STD I		STD II		STD III		STD IV		STD V		STD VI		STD VII		OSC		FORM 1		FORM 2		TOTAL	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Parent separation	24	15	22	18	17	12	21	7	4	10	9	3	0	5	8	19	4	6	2	3	111	98
Marriage	0	10	3	2	3	5	0	7	2	7	0	6	0	9	3	46	7	46	2	24	25	165
Pregnancy	1	7	0	6	0	5	0	5	0	5	0	2	0	5	1	22	2	11	0	11	5	81
Death	22	15	15	9	10	8	4	4	3	1	3	0	2	0	4	0	7	1	4	0	77	41
Left the country	18	11	10	8	8	4	4	5	5	4	1	0	0	1	5	3	2	3	1	1	57	41
Involved in income generation	25	6	20	4	28	3	31	11	29	17	22	0	9	0	45	10	25	1	7	1	244	53
Expelled	0	0	1	0	0	0	1	1	2	2	0	0	0	0	6	2	1	2	2	0	14	7
Frequent or prolonged illness	18	6	8	5	3	16	7	8	1	3	0	1	0	0	2	21	0	18	1	6	42	84
Reason unknown	177	98	154	94	157	86	98	56	82	54	39	25	17	15	129	78	126	64	31	18	1020	605
Grand Total	285	168	233	146	226	139	166	104	128	103	74	37	28	35	203	201	174	152	50	64	1595	1175

Access

216. Most schools are overcrowded, operating double (in some schools, triple) shift ²⁶ and with very large class sizes. Thus, the construction of classrooms is a critical issue: communities show tremendous support by providing labour, bricks and construction up to roof level. The MoEVT provides the remaining inputs.

217. Access is fairly equal with the notable exception of Micheweni district where net enrolment is only 51.4%. Gender parity has been achieved at primary level.

218. Distance to school is not a major problem in Zanzibar: On average the distance is 1.3 for rural areas and 0.4 for urban areas. However, there are cases for concern: North A, Micheweni and Chake Chake are not as well served as other districts.

Age of Entry

219. The pressure for places in primary school results in considerable backlogs at most schools. Head teachers are obliged to give priority to those who failed to gain entry the previous year. Data shows that there are children up to the age of 14 in Standard I. The new policy of Entry Age 6 presents real challenges to the system. One policy option is to provide Alternative Learning Opportunities for all overage pupils. However, since most Alternative Learning is in fact ‘Second Chance’ education, using the same teachers and facilities, it is difficult to see how this would have any real impact on the entry age problem.

Quality

220. The quality of education – measured in terms of student achievement – is almost universally a casualty of rapid quantitative expansion, and Zanzibar is no exception. The SACMEQ ²⁷ programme is a good – if not comprehensive – indicator of the quality of the system in general as it measures reading (SACMEQ I) skills and reading and maths (SACMEQ II) skills at Standard 6 level. The programme shows results at two levels: ‘minimum’ and ‘desirable’:

221.

Table 14 SACMEC Results Standard 6

Region	SACMEQ I				SACMEQ II			
	Pupils reaching minimum level of mastery		Pupils reaching desirable level of mastery		Pupils reaching minimum level of mastery		Pupils reaching desirable level of mastery	
	%	SE	%	SE	%	SE	%	SE
North Pemba	52.4	2.66	7.6	1.44	45.7	2.20	5.8	1.25
South Pemba	37.5	2.67	3.8	0.91	25.5	1.84	0.4	0.28
North Unguja	30.9	2.70	1.9	1.02	16.9	2.34	0.2	0.19
Urban/West	52.5	2.34	12.3	1.48	44.1	2.30	3.6	0.86
South Unguja	34.5	2.51	2.6	0.73	25.0	2.13	1.3	0.47
Zanzibar	45.3	1.27	7.8	0.72	34.2	1.05	2.6	0.39

222. The data indicate that in SACMEQ I the percentage of pupils reaching the **minimum level** of mastery was **45.3 percent** and the one for SACMEQ II was **34.2 percent**. The percentage of pupils reaching the “desirable” level of mastery in reading was **7.8 percent** and **2.6 percent** for SACMEQ I and SACMEQ II respectively. Using these figures the level of mastery for Standard 6 pupils in SACMEQ II could be analyzed as follows:

²⁶ South District, Unguja, however, is the only district operating single shifts in all its primary schools.

²⁷ Southern African Consortium for Measuring Education Quality (SACMEQ) embraces 17 countries in East, Central and Southern Africa.

- (a) The percentage of the total population of Standard 6 pupils in Zanzibar that reached the “minimum” level of mastery in the reading test was between 32.10 percent and 37.3 percent.
- (b) The percentage of the total population of Standard 6 pupils in Zanzibar that reached the “desirable” level of mastery in the reading test was between 1.82 percent and 3.38 percent.

223. Thus, between 62.7 percent and 67.9 percent of Standard 6 pupils did not reach “minimum” level of mastery, and **between 98.18 percent and 96.62 percent did not reach the “desirable” level.**

224. SACMEQ III is currently (2007) being piloted and will include additional questions on life skills (in particular HIV/AIDS).

225. Overall, the results show comparatively low levels of achievement. It could be anticipated that with recent improvements in the system (in particular the provision of textbooks and the decentralisation of Subject Advisers to the cluster level) will make an impact on student performance.

Examination results, on the other hand, show an improvement.

226. Inset: **Std 7 results**

227. Given the magnitude of the proposed new reforms of the curriculum it is probably time for the MoEVT to develop a full scale Learning Outcomes Assessment System – one that would be understandable to teachers, parents and pupils alike and which would allow for pupils to measure their own progress through the system.

A Primary School 2007: case study 2
Student size: 2051 (1077 girls)
15 classrooms, 30 streams (Double shift).
The late age of entry was explained as either they were enrolled too late in pre-primary or the parents were not sensitized.
Drop out approx 8-10 percent: assume pupils are helping out in families.
Staff: 41 - 35 female and 6 males: Diploma 3 (1M 2 F); Trained 31 (5 M 26 F)= certificate level ; Untrained 5: (they are upgrading themselves through distance education).
35-40 % of children entrance with pre-school background.
Classrooms are very old and very small. Children sit on the floor. Sanitation is a big problem.
Textbooks: First section: each student has five books. Second section: each student has seven books.
Currently 14 disabled children enrolled. (One special needs education institution had closed down due to enrolment in normal school).
Deputy Head Teacher (female- HT was away also a woman) said they made good use of the TC. Many teachers had participated in courses and she seemed to be enthusiastic about it.

Critical Issues

228. **Parental/Community Education:** given the importance of the role played by the community in primary education, increasing the level of education of community (especially parents) can be a determining factor in school development.

229. **School Management:** currently School Management Committees are more appointed than elected institutions. The whole concept of community management needs to be revisited with a view to giving more authority/autonomy to communities.

230. **School Leadership:** The position of Head Teacher is crucial in terms of school development planning, school/community relations, staff development and management. The Education Management programme that was conducted at Nkrumah College during the Master Plan period should be re-instated (after a review) and a management certificate should be mandatory for all Head Teachers.

231. **Advisory Services:** the policy of decentralising subject advisers to Teacher Centres would appear to be one of the major successes of the Master Plan period. The next step needs to be taken to devolve accountability for school performance to the TC level. Also, there is a need to revisit the reporting mechanism (Subject Advisers do not report to DEOs) and to the relationship between the Advisers and the School Inspectorate.

232. **Textbooks:** the textbook situation has improved considerably but the system is dependent on ad hoc donor support. The planned Textbook Policy and Financial Sustainability consultancy (MoEVT/WB) will hopefully develop a long-term and sustainable textbook strategy.

233. **Curriculum:** language is at the heart of the curriculum (*Language is not everything in education but without language everything is nothing in education*' (Wolff 2006) and the new education policy, whereby instruction through English will be introduced in Standards 5 & 6 (and subsequent usage throughout the system) will possibly be the greatest challenge to the whole system. A major Language Strategy, based on English language proficiency will be a basic requirement before the new policy can be attempted. The use of radio and other electronic media should feature strongly in the strategy.

234. **Teachers:** in view of the importance of teachers, not only to the primary sub -sector but to the whole system, issues relating to teacher development, management and deployment are dealt with in a separate paragraph.

Chapter 8. Secondary Education²⁸

235. 'The current education system allows the majority of learners completing the 10 -year basic education without skills to confront a competitive job market. Since these students leave school half way through their secondary education, they are unqualified to be called secondary school graduates. Universal secondary education will therefore be up to Ordinary Level' (Education Policy 2006).

236. Zanzibar was one of the first countries in Sub-Saharan Africa to implement a 10 year Basic Education cycle. This comprised 7 years of primary and 3 years of lower secondary.

237. The new policy envisages a 12 year basic education cycle, which clearly focuses on the major challenge of MKUZA – increased economic growth through a better educated and trained workforce.

238. Distance is not a major problem (compared to many SSA countries): in rural areas the average is 2.5 km and only 0.6 in urban areas.

The Secondary Education Sub-sector

239. There are two parallel structures for secondary education, namely 4-2-2 and 3-2-2. The 4-2-2 structure caters for talented students who are selected to join biased secondary schools after passing the national Standard VII examinations. These students receive four years of continuous secondary education, after which they sit for the Tanzania National Certificate for Secondary Education Examinations. Those who qualify are selected to continue with two years of advanced secondary education. The current biases are natural sciences, social sciences, commercial studies, technical education, Arabic/Islamic studies, French language and Computer Science. The number and percentage of students who were selected to join biased secondary education for the last five years are shown as shown in the following Table.

Table 15 Students selected to join biased secondary education

Year	No. of students who sat for Std VII Exams			No. of students who were selected to join Form 1			% of students selected		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2000	7867	7649	15516	278	203	481	3.5	2.7	3.1
2001	7904	7930	15834	293	227	520	3.7	2.9	3.3
2002	8768	8791	17759	293	188	481	3.3	2.1	2.7
2003	9360	9854	19214	354	210	564	3.8	2.1	2.9
2004	9154	8934	18088	326	160	486	3.6	1.8	2.7

Modern economies depend increasingly on the creation, acquisition, distribution, and use of knowledge. A pre-requisite for the knowledge-based economy is the existence of educated and skilled populace that can create and use the knowledge.

Secondary education provides the necessary foundation for acquiring the human resources required to participate in the highly competitive world economy. Thus secondary education and above is a pre-requisite for sound and rapid economic growth.

Secondary education has a wide range of private as well as social benefits. There is a strong correlation between the level of education and good health of an individual. It has positive impact on reduced infant mortality, reduced fertility rates and HIV/AIDS prevention.

For women, secondary education and above has a positive impact on gender equality, women's empowerment, family planning and enhancement of children's intellectual achievement.

Increased participation and retention of pupils at primary levels necessitates expansion at secondary level.

A very limited access to secondary education will encourage dropouts at primary level, thus eroding the achievements being realized at primary education level.

The proposed new education policy calls for provision of twelve years of basic education, including four years of lower secondary education.

Secondary education delivered at present is faced with many problems including unsatisfactory quality and the inappropriateness and inadequateness of the current curricula to meet the current socio-economic challenges.

Investment in secondary education will provide an opportunity for undertaking the necessary curriculum and other reforms that will make it to be more responsive to the needs of the modern economy

MoEVT/WR: Secondary Education Support Programme (2007)

²⁸ This section owes a great deal to the work carried out by the MoEVT and the World Bank in preparation for the Secondary Education Support Programme.

240. The majority of the students follow the 3-2-2 structure. The first three years are part of the compulsory basic education and constitute the orientation secondary year, Form I and Form II. The orientation secondary class was introduced in 1994 for the purpose of improving the English language proficiency of students before they start the secondary education curricula. After completing Form 2, students sit for the Zanzibar National Form 2 Examinations and those who qualify are selected to continue with Form 3 and Form 4.

241. The transition rates to Form 3 during the last five years were as shown in the following Table.

Table 16 Transitions Rates to Form 3

Year	No. of students who sat for Form 2 Exams			No. of students who were selected to join Form 3			Transition Rate %		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2000	4867	4488	9355	1614	1346	2960	33.2	30.0	31.6
2001	3992	4293	8285	1610	1515	3125	40.3	35.3	37.7
2002	5194	4775	9969	2020	1981	4001	38.9	41.5	40.1
2003	5655	5180	10835	2319	2353	4672	41.0	45.4	43.1
2004	6169	6179	12348	2738	2619	5357	44.4	42.4	43.4

242. The development of two parallel structures has brought inequity in quality of secondary education, whereby students coming from biased secondary schools perform much better than those who go through the orientation secondary class. Both groups sit for the Tanzania Certificate of Secondary Examinations and the performance in recent years is as follows:

Table 17 Performance at General Certificate of Secondary Examinations

Year	No. of students who sat for National Form 4 Exams			No. of students who passed			% of students passed		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2000	1599	1207	2806	1073	938	2169	67.1	77.7	77.3
2001	1701	1426	3127	1144	1114	2487	67.3	78.1	79.5
2002	1834	1451	3285	1236	1269	2799	67.4	87.5	85.2
2003	1829	1710	3539	1260	1607	3267	68.9	94.0	92.3
2004	2200	2086	4286	2054	1992	4046	93.4	95.5	94.4

243. The statistics shown above show that remarkable progress has been achieved during the last five years but there is still a long way to go to improve the quality of secondary education. This is due to the fact that majority of students who finished Form 4 pass at division IV level and very few obtain Divisions I, II, or III:

Table 18 Proportion of students who obtained Divisions I, II, and III in General Certificate of Secondary Examinations

Year	No. of students who sat for National Form 4 Exams			No. of students who obtained Divisions I, II, and III			% of students who obtained Divisions I, II, and III.		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2000	1599	1207	2806	158	74	232	9.9	6.1	8.3
2001	1701	1426	3127	229	98	327	13.5	6.9	10.5
2002	1834	1451	3285	294	145	439	16.0	10.0	13.4
2003	1829	1710	3539	400	271	671	21.9	15.8	19.0
2004	2200	2086	4286	607	412	1026	27.6	19.8	23.9

244. Students who qualify are selected to join Form 5 and 6 and the Full Technician Certificate course (FTC). The performance for the last five years was :

Table 19 Transition Rates to Form V and FTC

Year	No. No. of students who sat for National Form 4 Exams			No. of students who were selected to join Form 5 and FTC			% of students selected		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2000	1599	1207	2806	217	88	305	13.6	7.3	10.9
2001	1701	1426	3127	312	148	460	18.4	10.4	14.7
2002	1834	1451	3285	421	225	646	22.9	15.5	19.6
2003	1829	1710	3539	503	381	884	28.6	22.8	25.8
2004	2200	2086	4286	740	502	1242	33.9	24.3	29.2

245. The statistics shown in the tables above indicate that the quality of education as judged from the performance in national examinations has shown some remarkable improvements in recent years. However, the performance, particularly regarding Division I, II and III and Form 5/FTC results, is still not at desirable standards and there is urgent need to improve the situation.

Access and Equity in Secondary Education

246. Similar observations can be made with regard to access to secondary education. The next table shows the gross enrolment rates at the first three years of secondary education, which is part of compulsory basic education and covers the age group of 14 -16 year olds.

Table 20 Gross Enrolment Rates at First Cycle of Lower Secondary Education Level

Year	No. of 14-16 year olds			Enrolment of OSC – Form 2 students			Gross Enrolment Rates		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2001	33483	33732	67215	18922	18720	37642	56.5	55.5	56.0
2002	34746	34743	69489	20675	20864	41539	59.5	60.1	59.8
2003	35723	35786	71509	22407	22876	45283	62.7	63.9	63.3
2004	36795	36860	73654	24757	25192	49949	67.3	68.3	67.8
2005	37916	37983	75898	25771	26561	52332	68.0	69.9	69.0

247. It is clear from the table above that considering that the first three years of secondary education is part of basic education and supposed to be compulsory, the gross enrolment rates are not satisfactory. Further analysis of enrolment rates at this level also indicates disparities between districts and between males and females as evidenced from the 2005 district enrolment figures shown in the next Table.

Table 21 District First Cycle Secondary Enrolment Rates 2005

District	No. of 14-16 year olds			Enrolment of OSC-Form 2 students			Gross Enrolment Rates (%)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Urban	9713	10677	20390	5455	5527	10982	56.2	51.8	53.9
West	3178	3417	6595	4138	4825	8963	130.2	141.2	135.9
Central	2940	2793	5732	2167	2134	4301	73.7	76.4	75.0
South	1562	1603	3166	1284	1163	2447	82.2	72.5	77.3
North A	3263	3235	6498	2227	2516	4743	68.2	77.8	73.0
North B	2074	2101	4175	1203	1397	2600	58.0	66.5	62.3
Chakechake	3648	3391	7039	2415	2408	4823	66.2	71.0	68.5
Mkoani	3787	3856	7643	2329	2345	4674	61.5	60.8	61.2
Wete	4703	4237	8940	2905	2852	5757	61.8	67.3	64.4
Micheweni	3047	2673	5720	1648	1394	3042	54.1	52.2	53.3
Zanzibar	37916	37983	75898	25771	26561	52332	68.0	69.9	69.0

248. The gross enrolment rate at Forms 3 and 4 (age group 16 -17 year olds) for the last five years is as follows.

Table 22 Gross Enrolment Rates at Second Cycle of Lower Secondary Education

Year	No. of 17-18 year olds			Enrolment Form 3-4 students			Gross Enrolment Rates		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2001	20688	22336	43023	3540	2896	6436	17.1	13.0	15.0
2002	21339	23039	44378	4139	3466	7605	19.4	15.0	17.1
2003	22011	23764	45775	4734	4364	9098	21.5	18.4	19.9
2004	22704	24513	47217	5256	4981	10237	23.2	20.3	21.7
2005	23419	25284	48703	6185	6565	12750	26.4	26.0	26.2

249. Similarly the following table shows the gross enrolment rates at advanced secondary levels for the last five years.

Table 23 Gross Enrolment Rates at Advanced Secondary Level

Year	No. of 19 -20 year olds			Enrolment of Form 5-6 and 1 st and 2 nd year FTC students			Gross Enrolment Rates		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2001	19718	23375	43093	591	251	842	3.0	1.1	2.0
2002	20339	24111	4450	556	304	860	2.7	1.3	1.9
2003	20979	24870	45850	575	239	814	2.7	1.0	1.8
2004	21640	25653	47293	839	465	1304	3.9	1.8	2.8
2005	22321	26461	48782	1623	1295	2918	7.3	4.9	6.0

250. In general, although the performance of the secondary education sub -sector has shown remarkable improvement both in terms of access and equity over the last five years, it is still unsatisfactory and a lot needs to be done to improve the current situation to desirable levels.

Critical Issues

251. **Inadequate Access and poor school environment** : A major constraint to increase access at lower secondary level has been the capacity limitation of the school facilities, many of which have deteriorated. The problem has been particularly acute in most schools initiated by communities through self-help schemes where the construction standards are poor and community resources for maintenance and rehabilitation of classrooms and other school facilities are scarce. With exception of few schools in urban areas, most secondary schools are extensions of existing primary schools. These schools were not designed to accommodate secondary school students and therefore they lack basic facilities such as sanitation and piped water facilities, science laboratories, libraries, computer rooms and standard furniture for both students and staff. With most schools already operating on double shift basis, expansion of existing facilities as well as construction of new schools is required. Furthermore, the classes are overcrowded with an average of 60 - 70 students. Poor and inadequate physical facilities in schools particularly in rural areas have contributed to low achievements levels.

252. **Lack of teaching/learning materials**: There is a very acute shortage of teaching and learning materials including textbooks, reference books, and laboratory equipment. Furthermore, most secondary schools have inadequate libraries and lack modern facilities for teaching and learning particularly the use of ICT.

253. **Curricula**: The curriculum is too much examination -oriented with no provision for local flexibility and adaptability. Consequently, the students resort to rote learning with few opportunities for practical activities not related to the labour market. The system does not prepare the students for employment. Most of the graduates of “O” and “A” levels do not have sufficient knowledge and vocational skills that are needed in both formal and informal sectors of the economy. The curriculum needs to be attuned to the modern labour market needs especially in the areas of ICT and English as well as other foreign languages skills. In addition there is a high demand for integrating skills training within the academic curriculum so that the graduates could be prepared for life rather than for white - collar jobs. The needs to introduce pre-vocational skills within the secondary school education need to be emphasized. Also, the curriculum is overloaded with about 11 subjects, which are too many for a student to perform them successfully.

254. **Examinations.** National examinations are conducted at the end of primary, basic, lower secondary and higher secondary education. However, the examinations still encourage rote learning and their negative effect on the teaching and learning process cannot be overemphasised. The examination system is used to select few for further education and majority are labelled as failures. While the current system of examination is being viewed as antiquated by the academicians, the public continues to see them as the most reliable measure of student success. For this reason, the examination system has not been changed as many view it as the only way to judge competency. A systematic and reliable system of assessing students in their classroom is lacking. The Department as well as the Division responsible for examination and assessment has inadequate capacity to ensure validity and reliability of the assessment. The Department lack equipment to secure test, printing and computers for consolidating examinations scores. In addition the Department rarely conduct research for the purpose of improving efficiency in examination administration.

255. **Presence of under-qualified and unqualified teachers:** The current pupil/teacher ratio is about 30:1, which indicates in quantitative terms that the number is adequate. However, in qualitative terms, there is a great shortage of qualified secondary school teachers particularly in areas of sciences, mathematics and English language. Despite having the best scheme of service, the teaching profession has failed to attract very bright and young people. Majority of students who join teacher training institutions do so as a last resort after failing to join professions of their first choice. Therefore about 50% of teachers at the secondary level are either under-qualified or unqualified. The under-qualified teachers are mainly those who were trained and qualified to teach at primary level but are now teaching at the secondary level. The unqualified teachers are those high school leavers who were employed directly to teach without undergoing any professional training. The shortage of qualified teachers becomes a cause of the current uneven distribution with fewer being posted to rural secondary schools. The situation is worsened further by the fact that most rural school have no staff houses. Low entry-level qualifications, inadequate or no training, poor motivation, limited professional development opportunities, and inadequate teachers' professional support and supervision contribute to the poor malaise of the poor teaching quality.

256. **Weak leadership and management capacity:** Organisational and institutional constraints affect the Ministry's ability to define policies and execute programmes that support education modernisation. The constraints includes centralised decision making, insufficient number of qualified managerial staff at the Ministry, Regions, Districts and in schools. The recruitment and selection of the education managers was based mainly on seniority and good classroom practice. The same is true for other educational managers working at district, regional and central level. Most heads of secondary schools did not have any training on educational or school management and therefore lack the leadership skills that are necessary for improving school performance. Weak management capacity at various levels of educational management contributes significantly to the unsatisfactory performance of the education system. The Ministry understands the needs to redefine and simplify the institutional arrangement for the sector as a whole in order to improve its efficiency and effectiveness.

257. **Poor English language proficiency:** Language poses a key problem with regards to curriculum in Zanzibar. The sudden change of the medium of instruction from Swahili at primary level to English at secondary level affects the performance of students. The English language proficiency of the majority of students is below acceptable levels and hinders their ability to succeed academically and increasing their drop out and repetition rate. The problem is increasing by the low level of English of most of the teachers.

258. **Acute shortage of classrooms and subsequent use of double shift system :** The ever-increasing number of students at secondary level has forced the government to introduce a double shift system at secondary levels so as to reduce overcrowding in the classrooms. Despite those measures, the class size remains at about 60 students per class. Furthermore, the double shift system has significantly reduced the instructional time to less than five hours a day, thus affecting the quality of teaching.

259. **Inadequate financing:** Despite allocating about 20% of the national budget to education more than 90% is used to finance salaries and other personnel emoluments. This leaves insufficient funding for complementary inputs including supplies, equipment and school maintenance. The acute shortage

of supplies increases the household expenditure on education at the secondary education level for most students from poor households.

Chapter 9. Teachers (Primary and Secondary Education)

Introduction

260. Teachers are central to any education system. In Zanzibar (as in many developing countries) teachers' salaries (and miscellaneous allowances) account for up to 95% of the education budget. Meeting MDG and EFA goals and targets requires considerably more teachers and ensuring quality education requires not only recruiting teachers with good academic qualifications but also ensuring that they are trained to start their profession successfully and provided with in-service support throughout their professional career.

261. There are three factors which determine teacher requirements: student numbers, classroom availability, and subject specialisation of teachers. At present there is a generous supply of primary teachers, with an overall pupil teacher ratio (PTR) of 35, well below both the regional average and the EFA target of 40. There are also sufficient secondary teachers, with an overall PTR of 30.

262. **Qualifications:** The majority of primary teachers are qualified. The minimum qualification for primary teaching is a teaching certificate, obtained through 2 years of study following O level (junior secondary) or as an in-service course. Eighty-five percent of the primary teachers in public schools have a certificate level qualification, 13% are unqualified, and less than 2% have higher qualifications (diploma or degree level).

263. At secondary level, there are large numbers of unqualified teachers. Current policies require that teachers with a diploma level qualification teach only up to Form 2, with teachers with degree level qualifications teaching the higher grades. Currently 41% of secondary teachers are unqualified (qualifications of certificate or less), 49% have a diploma, and only 9% have a degree or higher.

264. **Subject specialization:** The teacher supply situation is complicated by subject specialization. For the past 5 years, Zanzibar has followed a policy of primary teacher specialization, and teachers are trained in one of three subject groups, humanities, mathematics/science or Arabic/Islamic studies. Mathematics teachers are in short supply. Nearly half of all primary teachers have a qualification to teach Kiswahili, but only 16% have a qualification to teach mathematics. In practice, mathematics is often taught by teachers without a mathematics qualification.

265. There is a similar shortage of mathematics teachers at secondary level. Only 187 secondary teachers (8% of the total) are qualified to teach mathematics. As mathematics is a compulsory subject at O level, where students typically study 7-8 subjects, it might be expected that between 13 and 14% of teachers would be required to teach mathematics. The shortage is reflected in a greater teaching load for mathematics teachers, while teachers in other subjects take fewer classes, either because there are more teachers (e.g. Kiswahili) or the subject is optional and so there are fewer classes to be taught (e.g. Physics).

266. **Language of instruction:** The language of instruction in primary schools is Kiswahili, while secondary schools teach through English. For the last 5 years, English has been taught as a subject in primary schools. Current curriculum plans envisage introduction of English as the medium of instruction for mathematics, science and social studies from standard 5 of primary schools. English is not a requirement for entry to teacher training, although the teacher training is done through English. It is reported that student teachers frequently find it difficult to work through English. In practice, the poor level of English is a barrier to quality, and teaching is often done using a mixture of Swahili and English.

267. **Teacher quality:** In primary schools, most of the teachers are qualified, but there are some quality issues. First, the SACMEQ II study (2000) tested teacher literacy using the same test items as used with standard 6 students. A creditable 80% of teachers tested reached the desired standard. However this means that one teacher in five was unable to reach the standard of literacy expected in primary school pupils. Second, the shortage of teachers trained in the mathematics/science subjects results in some classes being taught by teachers untrained in these subjects. Third, there are some reports of difficulties arising from the language policy, as teachers who were trained through English struggle to

translate some concepts into Kiswahili, particularly in mathematics. There is little data on teacher quality at secondary level, but over 40% of secondary teachers are unqualified, and the majority of the qualified teachers have been trained only to teach to form 2.

268. **Gender:** The majority (70%) of primary teachers are female. This is reversed at secondary level, where nearly two-thirds are male (64%) and 83% of the teachers with degrees are male.

269. **Distribution:** Although the islands are comparatively small, it is reported that teachers, particularly female teachers, prefer to be located in the relatively urbanized areas of Urban, West and Central districts. At primary level, these three districts have a higher proportion of female teachers, and a higher proportion of qualified teachers than average, but relatively high pupil teacher ratios. The rural districts of North A and B, and the four districts on Pemba have fewer female teachers and slightly fewer qualified teachers. South district displays an unusual pattern with a low pupil teacher ratio and a high percentage of qualified teachers.

270. At secondary level, the geographical patterns are less marked. Urbanized areas have the greater proportions of qualified and female teachers. Unguja has lower PTR and more qualified and female teachers than Pemba. However, there are stark differences in the distribution of teachers of particular subjects, such as mathematics. In Micheweni district there are only two qualified teachers with mathematics as their major subject, giving a ratio of over 1,900 students for each. By contrast, in Urban district there is a qualified mathematics teacher for every 467 students.

271. **Utilization:** Primary teachers are expected to teach two-thirds of the school contact hours (three teachers are allocated for every two classes). At secondary level, the school week is made up of 40 periods of 40 minutes each. Teachers can be asked to teach up to 24 periods per week, a total of 16 hours per week. Head teachers are expected to teach up to 12 periods per week. EMIS data records that teacher workload averages 24 periods per week.

Teacher supply and requirements

272. Zanzibar is forecasting a growth in enrolment in secondary school driven by two factors; (i) a bulge in intake to secondary school resulting from the shortening of the primary cycle and abolition of the OSC, and (ii) an increase in participation in secondary education as basic education is made compulsory and additional capacity is provided. These increases will increase the required number of secondary teachers to over 3,500 by 2011. Following that, the number required is expected to continue to grow, as population is growing at 3% annually, participation in primary schools is increasing, and the transition rate to the upper levels of secondary education is expected to improve.

273. If the PTR remains constant at 30:1, these projected increases will generate a requirement for an additional 1,234 secondary teachers by 2011. If diploma teachers can be equipped to teach up to form 4, and graduate teachers assigned to forms 5 and 6, an additional 111 graduate teachers will be required by 2011.

Teacher supply

274. More than 97% of teachers in Zanzibar are originally from Zanzibar, and there is little evidence of significant numbers of Zanzibaris training elsewhere and returning to Zanzibar to teach. Thus Zanzibar is dependent largely on its own output of trained teachers to meet the requirements of the system. The teacher training system is currently undergoing reorganization. The main teacher training college, Nkrumah Teacher Training College (NTTC) is being absorbed into the State University of Zanzibar, and will not produce any teachers after the current cohort, scheduled to complete in June 2007. However, this transfer will increase capacity in SUZA, which is expected to offer a diploma course for existing unqualified teachers in these facilities.

275. Following the absorption of NTTC into SUZA, there will be four major state-financed teacher training institutions; (i) CCK Muslim Academy, (ii) Benjamin Mkapa college in Pemba, (iii) the State University of Zanzibar (SUZA), and (iv) CCK in Pemba:

- CCK is primarily a training college for teachers of Islamic Studies and Arabic. It offers a certificate course for primary teachers with over 1,000 students currently in the second year,

and a diploma course in Islamic Studies and Arabic for secondary teachers with 120 in the final year. In 2006 it launched a new diploma course offering science subjects for secondary teachers. An initial cohort of 61 students was enrolled, with the first graduates expected in 2008.

- Benjamin Mkapa College on Pemba offers only certificate courses for primary teachers, and is currently training almost 100 per year, one third in mathematics/science subjects.
- The State University of Zanzibar (SUZA) offers degree courses in education. Current output is just over 100 per year, including 15 science graduates expected next year. SUZA is considering offering diploma courses to replace those ending at NTTC, but there are no specific commitments on this as yet.
- CCK Pemba is, like its sister college in Unguja, both a secondary school and a teacher training college. In January 2007 there were 263 diploma and 110 certificate students, indicating an output of 190 new teachers each year.

276. In addition there is a private institution, University College of Education Zanzibar (UCEZ), which offers degree level courses. Many of its students are teachers on leave from their schools (estimated 75%), and others are from abroad. Output in 2006 will be around 165 graduates, 50 of whom will have studied sciences.

277. Hence, in 2007, the total output of trained primary teachers will be 2,097. Of these 57% will be teachers of Islamic studies and Arabic, 28% humanities, and 13% mathematics and science. In the following year the numbers will fall as there will be no further output from NTTC. This will reduce the overall output and further increase the disproportionate output of teachers of Islamic studies and Arabic.

278. In 2007, the total output of trained secondary teachers will be 572 and many of these are existing teachers upgrading their qualifications. Output of trained teachers will fall in 2008, as there will be no cohort emerging from Nkrumah TTC and the proposed replacement diploma in SUZA will not yet be producing trained teachers.

279. The output of teachers of mathematics is a particular concern. As all students at O level study mathematics, approximately 13-14% of teachers (650 in total) will need to be able to teach mathematics. Currently there are three institutions preparing secondary mathematics and science teachers, but only one of these (NTTC) is preparing mathematics teachers. In 2008, the only output of mathematics teachers will be from UCEZ, where the first cohort of 30 mathematics and physics teachers is in its penultimate year.

Balance of Supply and Demand

280. Accurate data on teacher attrition is not available, but it is reported to be lower than usual as a consequence of the relatively young teaching force, with only 12% of secondary teachers aged over 50. For the purposes of projections, an estimate of 2% attrition annually was used.

281. Based on current projections, Zanzibar will produce sufficient teachers to meet the increased demand in all years up to 2011, where there will be a modest shortfall of 45 teachers (Table 2.5). The supply of graduate teachers will be sufficient to provide teachers for all of the upper secondary (Form V and VI) classes, leaving a surplus of graduate teachers for lower secondary teaching (Table 2.6). However, there is expected to be a severe shortage of teachers qualified to teach mathematics and sciences. As these subjects account for approximately 30% of the curriculum, it should be expected that 30% of teachers should be teaching these subjects. Current output of teachers of mathematics and science is inadequate to meet the demand for new teachers in these subjects, and the shortfall will increase steadily over the coming years.

Pipeline – qualified school leavers

282. The potential expansion of intake into teacher training is constrained by the output of suitably qualified students emerging from secondary education. In 2006 there were 1,457 students at Form 6, approximately 4% of the number in Standard 1 in primary school. Both the number of students sitting

the A level examination, and the pass rate have grown over the recent years. In 2006, 1005 students sat the exam and 970 (96.5%) passed. However there are still very small numbers passing in some key subjects. In 2006 only 53 students passed A level mathematics, less than the total number of mathematics teachers required for secondary teaching.

Teacher pay

283. Teachers are employed as permanent government employees, and paid according to fixed scales. Starting pay is determined by qualifications, and teachers are placed on an incremental scale with fixed annual increases. In addition to their basic pay, teachers receive a teaching allowance of 25% of salary and a housing allowance of 10% of salary. Teachers are paid a transport allowance which is either 5,000 TSh per month, or actual travel costs, where these are greater. In the extreme cases, actual travel costs can exceed 1,000 TSh per day.

Conclusions

284. Zanzibar's ambitious new education policy will require a major rethinking of its strategies for the development, deployment, and management of teachers. Adequate numbers and sufficiently trained teachers will be required at pre-primary, basic and higher secondary levels. Key issues will be a) the structure of the curriculum at all levels, b) the training of teachers as generalists at pre-primary and lower primary (1-4) levels and then 'strategic' combinations of subjects at the higher levels. Underlying the whole system will be the proficiency of teachers in the English language, given the status given to English in the curriculum as a whole.

Chapter 10. Technical and Vocational Education

Sources of information

285. The 1996 Education Master Plan gives limited attention to vocational education and training. In the general presentation of the national framework, however, it is stated that the curriculum (for general education) is not flexible in response to market signals. In particular it is underlined that there is lack of business management skills, and technical and entrepreneurial skills “that could allow the exploitation of the rich economic potential found in areas such as tourism, restaurants and hotels, fishing and textile industry, and the import-export trade”.

286. The 2003 Education Sector Country Status Report brings in VET issues under the heading of “Neglect and Stagnation”. This report also states among nine main constraints and challenges that Zanzibar will need to expedite the process of formulating vocational education and training policy and initiate short-term competence based training programmes in the existing vocational training centres.²⁹ To establish vocational training centers is also included among three Specific Actions and Strategies.

287. In 2004 a Canadian group undertook consultancies³⁰ for the then MoECS with the aim to i) Develop a coherent and comprehensive programme for the delivery and management of skills training in Zanzibar; and ii) specifically to work with the Skills Development Centres. Some of the observations and recommendations made by this study will be referred to below.

288. Additional significant sources of information regarding VET are the Vocational Education and Training Policy (2005), MKUZA (2006) and Vision 2020.

TE and VET structure, provision, intake.

289. Activities, projects and programmes under the category of Vocational Education and Training, be it formal or informal, are not straightforward or easy to map and systematise. One example is that the name “Centre” is used for institutions on various levels of the system, with different criteria for intake and training content. Much of what is currently found as individual activities are remains of former donor financed projects. The 2003 report indicates that there appears to be an overlap of functions and provisions for adult education and for school leavers. There is at present no Government office in charge of maintaining the full picture of activities and plans of this “sub-sector”.

Activities under MOEVT

290. In the following paragraphs some case institutions are briefly illustrated in order to shed light on the following discussion. The information is mainly collected during the ZEDCO fieldwork from mid January to mid February 2007.

MoEVT - Department of Higher Education

291. **Karume Technical College (KTC)** is under the Department of Higher Education in MoEVT. Entry to Karume Technical College is Tanzania National Examination (Form 4). The KTC is the only institution in Zanzibar providing technician certification in a wide range of areas, including Electrical Engineering, Mechanical Engineering, Civil & Transportation, Telecommunications and Auto mechanics. FTC (Full Technical Certificate) is currently being phased out (last year with 57 students). The system replacing FTC is called NTA (National Technical Awards) under a new board: National Council for Technical Education (NACTED).

292. The 80% of the students coming from Secondary Technical Schools continue with their previous subjects of specialisation. Of the graduates, many take up teaching jobs in secondary schools. Annually about 100 students are examined at KTC. In 2004 204 students were enrolled (25% female), currently (February 2007) there are 220 students (approximately 30% female). Maximum capacity of

²⁹ MoECS, Education Sector Country Status Report, Zanzibar (2003), p. 13

³⁰ “Technical Support Services for the Establishment and Operation of Skills Development Centres in Zanzibar” Canadian Technical and Vocational Group, several reports, 2004.

KTC is 300 students, and the college is therefore operating far below its capacity, having serious consequences for cost-efficiency.

293. Although KTC was assessed by informants at Technical Secondary Schools in Zanzibar as well equipped, the 2004 Canadian group found that much of the equipment was relatively obsolete by modern industrial standards. As all other technical education institution KTC seems to be completely dependent on external and international assistance. Students are supposed to contribute 100.000 Tsh per annum but only about 30% pay.

294. Since the Canadian group made their assessment USAID and UNESCO have provided new computers and at least in this regard the institution seems now to be well equipped. This college had only a limited number of relationships with establishments where students could have practical work experience³¹; 10 weeks apprenticeship, called Industrial Training. The instructional staff was found to be well qualified. Visit by the ZEDP team, however, disclosed that of the staff of 40 (whereof 18 were female) 45% were “qualified”, defined as having passed exam on one level higher than the course taught.

MoEVT - Department of Vocational Education and Training

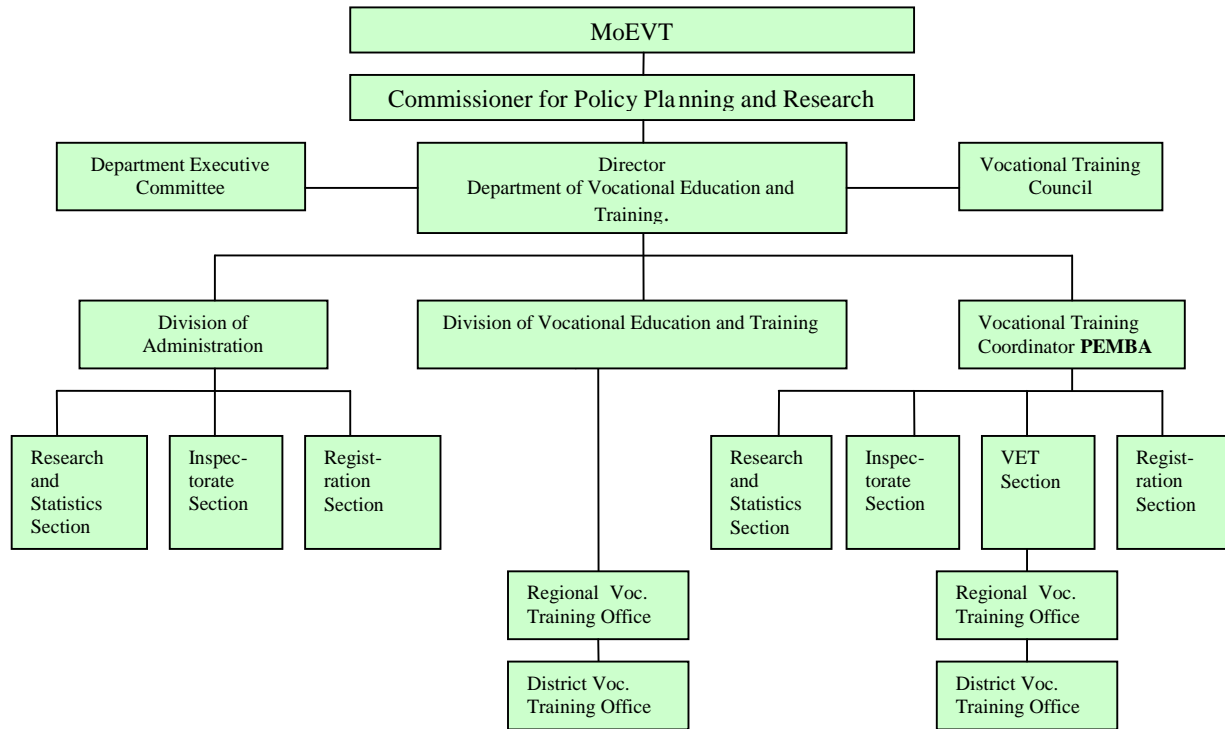
295. In 2006 Department of VET was transferred from MLYWCD to MoEVT. At that time the department was only in charge of Mwanakwerekwe Skills Training Centre. In mid 2006 the department also took over two secondary schools; Mikunguni (Unguja) and Kengeja (Pemba). These are biased secondary schools which provide specialisation in technical education as mechanical, civil - and electrical engineering. Most students from these institutions will go for further studies at the Karume Technical College. Actually 100% of the students coming from Kengeja continued in Karume.³²

296. In MoEVT the VET Department is reporting to the Commission for Policy, Planning & Research. The Department of Secondary Education, however, reports to the Commissioner for Education. The latter department does not have any responsibility for the above institutions. The two departments are exchanging information within the MoEVT.

³¹ “Canadian group” - Technical Support Services for the Establishment and Operation of Skills Development Centres in Zanzibar: First Status Report, June 2004, which refers to The Zanzibar Commission for Tourism (ZCT)

³² Budget Speech 2006/2007

Illustration 5 Organogram of MOEVT/VET- System



297. It is necessary to indicate that although this organogram looks impressive and seems to reflect a large organisation of an important sub-sector, many of the cells are with one or two persons only, and some are yet to be filled with staff. The MoEVT system is for the time being in the process of mobilising strength and add resources, but as it is not included in the World Bank SEDP programme, other financiers and donors are needed to instigate an adequate development.

Mikunguni Secondary Technical School³³

298. The school was founded in 1955, then named “Government Secondary School”. Interestingly enough the main subject taught from the start was woodwork. It then had 14 students, one wood work instructor and the students had to pay school fees. This school is assessed as being particularly good in area of carpentry and woodworking, and revenues are produced to finance school activities. But as the other education institutions it suffers from the problems of lack of resources to provide sufficient training in laboratories and workshops. Hence the focus is theoretical and classroom based learning.

Mikunguni Secondary Technical School

Form 1-4, 1:General, 2: divided in streams: Mechanics, 2)Electrical 4) Computer Science, 5) Civil Engineering.

	Female	Total
Students enrolment		201
Teachers	8	29
Teachers on leave	3	8
Non-teaching staff		32

299. During the first of the 4 grades the school covers general subjects. From Form 2 students are divided in the following streams; 1) Mechanics, 2) Electrical, 3) Electronics, 4) Computer science, 5) Civil engineering.

300. In 2006 there were 201 students at the school, with 50, 53, 49 and 49 respectively in the four grades. 30 percent of the students were female.

³³ Most of this information is collected during ZEDCO fieldwork January -February 2007. Mikunguni STS was visited by Shikuru Abass and Anders Wirak January 31 2007.

301. MoEVT decides who will be enrolled. 50 students are admitted annually. The majority of students from this technical school is continuing in Karume Technical College, some will work for the private sector. It was indicated from school management that perhaps one quarter of former students will leave for other countries. However, no tracer study had been undertaken.

302. The number of teachers at work is currently (2006) 29 among which 8 are females. Eight teachers are away for studies (3 females). In addition there are 32 non-teaching staff. Formal qualifications of teachers range from Technical Certificate to Master Degrees. The majority has technical Diploma.

303. This school has an important role in preserving competence in wood carving work, it has a good reputation for its quality.

Kengeja Secondary Technical School (Pemba)

304. This is a boarding school with a planned capacity of 56 students but with a current intake of 149 students (28 female), with the consequence that there is a constant pressure on infrastructure and equipment. For instance are many students sleeping on the floor in the dining room. The school does not have a neighbourhood with institutions and firms that could contribute to school development or which could enable students to have training time outside the school.

305. The 11 teachers are all men. Students pay food fee and also a general school contribution of 5000 Tsh. This contribution is said to be voluntary, and about 70% of the students are paying. The school board decides of the utilization of the students' contribution. Salaries and textbooks are the only inputs provided from MoEVT. The school is trying to run its programmes with very limited operational resources.³⁴ About 80% of teaching is theoretical and classroom based, and the laboratories and workshops are more or less devoid of resources such as tools, equipment and raw materials. The school management defined this as the main challenge. The national exams are also only theoretical and results of examinations are said to be very good. The school has only got one computer which is used for technical drawing.

306. Two additional technical schools are in the process of being built with ADB financing: Mkokotani Skills Development Centre (Unguja) and Vitongoji Skills Development Centre (Pemba).

Mwanakwerekwe Skills Training Centre³⁵

307. During the last couple of years this institution has undergone full rehabilitation and it appears now to be in good shape, with many large rooms for training and workshops. Before Mwanakwerekwe offered 2 years skill training programs, but from 2006 the course is of one year's duration. Last year there were 29 trainees (24 female) in Tailoring and 16 in Carpentry (only male). There is now a plan to add electronics and computer programs.

308. The centre seemed to have enough rooms for the actual and proposed intake of trainees. The

Kengeja Secondary Technical School (Pemba)

Boarding school

Form 1-4, 1: Two departments: Civil Engineering and Electrical.

	Female	Total
Students enrolment	28	149
Teachers	0	11

Teacher Qualifications:

2 with FTC – Technical Certificate

5 with Diploma in Arts

3 undergraduate BAC and

1 postgraduate

Mwanakwerekwe Skills Training Centre

One year program in Tailoring and Carpentry. Will start a new program in electronics and will introduce computer based training as a cross-cutting subject and in modules from February 2007.

Age of trainees: 15-50 years.

	Female	Total
Trainees in Carpentry 2006/07	0	16
Trainees in Tailoring 2006/07	24	29
Trainers		6

³⁴ Information from fieldwork January 25, 2007

³⁵ Information from fieldwork January 31, 2007

problems were identified to be lack of training resources

309. Age of trainees is from 15 to 50 years. The main requirement for intake seems to be ability to paying the fee of 60.000 Tsh/yr. But It was also informed that 1 year carpentry prog ram cost 130.000 Tsh, but that some trainees only paid 65.000 Tsh.

310. The centre has its own examination, reviewed by a Board. But they will start with a new curriculum, - and a more formal examination based on the Canadian Group’s recommendations.

311. Coming from the Centre trainees are establishing their own businesses and some are employed in private sector. But no tracer had been undertaken; hence the information was mad on qualified guesses.

312. Drop-out was a serious problem last year. As many as ten (10) trai nees left the Tailoring and eight (8) left the Carpentry courses before the courses were finalised. Explanation for this was said to be that MoEVT had wanted an inclusive approach and wanted the centre to take in many trainees with different handicaps in 2006. Many of these had dropped out. On the other hand, some of the handicapped trainees who stayed on were among the best in the course. The remedy of the centre for coming seasons is to have interview of the candidates before intake. None of the trainers have got training in inclusive education.

Training organised by the Department of VET

313. In addition to the formal stream, there is informal training taking place in Technical Schools, in Karume Technical College as well as in other institutions. This is a wa y to utilise the existing infrastructure and staff during the time of the day when ordinary education is not going on. These activities are coordinated by the Department of VET under MoEVT. This training is recruiting dropouts from Form 2 to Form 4 as well as people in regular work who need some more skills training, and the objective is skills improvement. Some of these trainees are sitting for exam under the VETA system (Vocational Education Training Authority of Tanzania), other are sitting for internal examinations organised by the institutions themselves. In 2002 50 trainees sat for VETA examination. VETA has two types of streams called TRADE TEST and CBET (Competence Based).

Table 24 VETA - two types of streams

TRADE Entrance from Form 2	III	Trainees are advised to practise for 1-2 years	II	Trainees are advised to practise for 1-2 years	I	Trainees are advised to practise for 1-2 years	Can continue to bridging course in order to sit for National Exam.
CBET		Trainees are advised to practise for 1-2 years		Trainees are advised to practise for 1-2 years		Trainees are advised to practise for 1-2 years	Can continue to bridging course in order to sit for National Exam.

Table 25 Students sitting for VETA examination 2006 and institutions

CENTRE	Specialization	GRADE						TOTAL
		III		II		I		
		M	F	M	F	M	F	
JKU Mtoni	Motor Vehicle Mechanics (MVM)	7	0	2	0	3	0	12
	Filter and Turner	0	0	0	0	0	0	0
	Masonry	0	0	0	0	0	0	0
	Plumber	9	0	0	0	0	0	9
	Electric	10	0	1	0	0	0	11
	Carpentry	1	0	0	0	0	0	1
	Masonry and Bricklaying	2	0	0	0	2	0	4
Karume	Motor Vehicle Mechanics (MVM)	5	0	5	0	1	0	11
	Masonry	0	0	0	0	0	0	0
	Refrigerator and AC	10	0	2	0	0	0	12
	Electric	22	0	1	0	0	0	23
Machui	Motor Vehicle Mechanics (MVM)	5	0	2	0	0	0	7
	Carpentry	2	0	0	0	0	0	2
	Tailoring	6	0	1	0	0	0	7
TRW	Motor Vehicle Mechanics (MVM)	13	0	0	0	0	0	13
	Electric	6	0	0	0	0	0	6
	Filter and Turner	0	0	1	0	0	0	1
	Masonry	4	0	0	0	0	0	4
IEW	Electric	18	0	1	0	0	0	19
	Carpentry	1	0	0	0	0	0	1
	Tailoring	0	0	0	0	0	0	0
	Domestic Science	0	47	0	0	0	0	47
Dole	Electric	0	0	0	0	0	0	0
	Tailoring	0	0	0	0	0	0	0
	Masonry	0	0	0	0	0	0	0
Mikunguni	Carpentry	3	0	0	0	0	0	3
	Tailoring	0	0	0	0	0	0	0
Dodeani	Masonry	0	0	0	0	0	0	0
Lumumba	Nat. Business Education	0	0	0	0	13	13	26
Gulioni	Nat. Business Education	1	2	8	7	15	16	49
Utumishi GOVTni	Nat. Business Education	1	3	4	3	26	27	64
	TOTAL	126	52	28	10	60	56	332

Source: Budget Speech 2006/2007, p. 139, table 35(d)

314. From the above table one see that 332 trainees sat for VETA examination in 2005. In the last level, 56 out of 116 trainees were female.

315. The Budget Speech (BS) of 2006/2007 listed plans for VET for 2005/2006 and corresponding achievement. Among the results were information activities in order to mobilise Zanzibarians for the important need of skills training. Television, radio and newspapers have been used for this purpose. Work with the Policy and Act were emphasised. Networking and establishing relations with existing institutions are described, among which ADB and ILO. BS also reported the achievements of MoEVD for training of 47 trainers and of inspection of 20 skill centres. Trainers are sent to the Mainland for “industrial attachment” as there is limited capacity in Zanzibar for t his.

316. The Canadian group identified 33 different trades in 2004, and the group also started the work on developing curriculum for these trades as well as training of people to work as trainers in relevant fields.

Some other providers of VET related education

317. Several institutions provide post-secondary education for specific sectors and under the responsibility of line ministries. These are College of Health Science, College of Agriculture, Zanzibar Institute of Finance Administration and College of Hotel and Tourism. In addition, various private institutions offer courses in fields as for instance computing and information technology. Many students study at tertiary institutions in Mainland Tanzania and abroad.

Table 26 Other providers of VET related education

Institution	1998(?)			2006		
	Male	Female	Total	Male	Female	Total
College of Health Sciences	74	94	168			
College of Agriculture	55	28	83			
Zanzibar Institute of Finance Administration			13			
College of Hotel and Tourism	57	13	70			
Total			334			

Source: For 1998: Education Sector Country Status Report, Zanzibar which refers to Budget Speech, MOE 1998.

318. As a case study and as the tourism sector is of crucial importance to Zanzibar's economy (with an approximate employment of 8,000 in 2002³⁶) reference to the assessment made by the Canadian group in 2002 of the Hotel and Tourism Centre is of relevance. It was then found that the capacity of the centre was very limited. There was no involvement of the Tourism sector in curriculum development review. Also in this institution lack of funds for equipment and for teaching/learning resources was emphasised, and there were limited and unpredictable non -salary funding.

319. There are several other vocational training offers and courses level under line ministries and under the private and civil sectors such as the religious societies. The following table lists the 16 institutions which the Department of VET had information about:

Table 27 Some other VET institutions

#	CENTRE	REPORTING TO/OWNER	#	CENTRE	REPORTING TO/OWNER
1.	J.K.U. – Mtoni (Economic Brigades)	J.K.U. Headquarter	9.	Dodeani	WAZAZI
2.	Karume (KTC)	MoEVT	10.	Gulioni Business School	Private
3.	Machui Youth Centre	NGO	11.	Utumushi (Business Education)	President's Office
4.	TRW, Tractor Repair Workshop	Ministry of Agriculture	12.	Mwanankwerekwe	MoEVT, Department of VET
5.	IAE	MoEVT, Dept of Adult Education	13.	Lumumba	
6.	Dole	Wazazi	14.	Mubarak Technical School	Al-Mubarak Society
7.	Mikungu Technical Secondary School	MoEVT, Department of VET	15.	Upendo	Religious based NGO
8.	Kengeja Technical Secondary School	MoEVT, Department of VET	16.	IAE Pemba	MOEVT, Adult Education

320. No further assessment of most of the above training institutions was made during the Education Situation Review in January/February 2007. The MoEVT, Department of VET is keeping a register of these institutions.

Description of some earlier programmes of relevance to VET.

Income generating programmes in schools.

321. Already in the 1970's schools had to establish income generating activities as a mean of implementing the policy of education for self reliance while offering skills training to students. Each

³⁶ Tourism Commission, op. cit.

rural school had a 10 acre plot at disposition for demonstration farming. The implementation of the government directives were not taken seriously, and most schools ended up only with petty business.³⁷

Child to child project (CTC)

322. This activity was started by MoE in collaboration with the Aga Khan Foundation in 1990 and were in 1999 reported to be practiced in 74 primary schools and at the Nkrumah Teachers' College. The goal of the project was to improve the health status and welfare of the communities in order to give impetus to development efforts. Due to the project's success, MoE integrated the CTC activities into the main-stream curricula.

The MENA programme

323. This is a more recent project where MoE wanted to introduce a Life Skills subject in the primary school curriculum. It covers topics related to skill training and development based on the environment of each school, and it includes domestic science, agriculture, fishing, woodwork, handicrafts etc. At secondary level ZEMAP earmarked a project aiming at integrating general education with introductory elements of productive work.

Assessment of the sub-system

324. For VET institutions to function according to intention they depend on appropriate quality and quantity of tool and materials to a larger extent than theoretical education. A seemingly general finding regarding vocational and education training institutions in Zanzibar is very limited resources and materials in inadequate workshops and laboratories.³⁸ This is forcing training to rely on theoretical and class-room based activities.

325. Instructors in training centres were, according to the Canadian group, found to be inadequate and in many cases unqualified to meet the challenges of teaching skills that could meet the demands of Zanzibar's development. The same consultancy team concluded that there is considerable need for training for administrators in the system, including in issues as policy formulation, strategic planning, motivation and building human resource capacity, mobilising financial resources and properly assuming their leadership role in the system.

326. The main findings from assessment of the VET sub-sector were concluded to be:

- Barriers in the formal education system which have impact to the skills training system
- Lack of coherence in the system
- Lack of relevance of the system
- Lack of internal and external efficiency and
- Lack of equity on the system.

327. The barriers identified in the formal system relate to socio-economic or cultural aspects while others related to the formal education system itself. These were found to hinder a harmonious transition of students from one system to the other. The socio-economic aspects referred to are common in many countries, and in many countries in Africa they most probably are stemming from the school system under the time of colonisation: Skills training was considered as a second class opportunity. There is however no specific details in the report explaining how the formal education system acts as a barrier for transition. What most probably have been thought of are the difficulties of students to shift from one education institution (or "line") to another, due to strict regulations. In relation to lack of coherence, the Canadian group meant that important sub-systems and components were not yet in place and connected. Reference were made to components as policy, laws, regulations,

³⁷ Information from Ministry of Education; Prospective, Stock-Taking Review of Education in Africa: The Zanzibar Case Study, 1999.

³⁸ Observations made by this team on filed work as well as op.cit.: "Technical Support Services..." report 2: p. 9

strategies and plans, finance, organisation and management; material; infrastructure and supplies, and finally the personnel sub-system (including trainees, instructors and administrators.)

328. The conclusion related to lack of relevance is very serious indeed, but this is also a common finding in other countries. The issue is to have training offers geared to the current and projected labour market demands. This is most probably due to the fact that this sub-sector, as well as other education sub-sector, tends to be slow and difficult to move in relation to societal needs. It is also hampered due to the fact that there is no effective system in place to identify labour market demands. Lack of internal and external efficiency relates to the use of outdated training tools, lack of equipment, training materials and raw materials. In addition it was disclosed that Form 2 level or dropouts are not sufficiently equipped to meet demands set by the labour market or for self-employment.

329. Lack of equity in this sub-system was explained by the Canadian group to refer to low female participation, but also that the needs of disabled were not taken sufficiently care of. In relation to the above conclusions recommendations were developed, and some of these are already followed up by the VET Department in MoEVT.

Reality framework – some issues

330. Many countries experience enormous challenges as a result of large and increasing “bulge” of school leavers from basic and secondary education who expect to be offered further opportunities in terms of more education, training or work. The current focus internationally on strengthening and improving secondary education is one important and relevant measure to provide education for basic education leavers. Another essential strategy is to recover and give more vitality to different forms of TE and VET and preparing the youth better to the world of work.

331. Essential general policy documents for Zanzibar seem over the years more and more to strengthen the emphasis on need for technical and vocational education. In the “world of work” and in the most important sectors of the Zanzibar economy, as tourism, hotels and restaurants there is a steady import of manpower not only for highly qualified personnel, but also for lower categories of workers and labourers. It is for instance estimated that the total employment in the tourism and hospitality industry was around 8,000.³⁹ In terms of employment, the problem for the industry is that it relies on immigrant labour, for all but the lowest levels. The Zanzibar Commission for Tourism suggests that only 40% of the employment is recruited locally. Large efforts and resources are needed in order to improve vocational and training competence among the Zanzibar people.

Table 28 Approximate size of the labour force⁴⁰

Public sector	28,500	
Private sector	30,000	
Total formal sector		58,500
Total informal sector		100-200,000

332. Of the total number of people in the informal sector 80-85% are employed in manufacturing and trade, 52% are women, 70% are rural and 70% are on Unguja.⁴¹ The informal sector is normally small family or community based units serving local demands. Of the total in the public sector 40% are teachers and health workers. There has been a significant decrease of number of employees in the public sector from 43,000 in the early 1990s to the present 28,500.

333. Among the registered establishments trade represents the largest sector with 80% of the total, representing 69% of number of employment.

334. The Household Budget Survey 2004/05 estimates that 7% of the working age population is unemployed, but notes also that this figure might not take into account persons that are currently

³⁹ Source: Technical Support Services for the Establishment and Operation of Skills Development Centres in Zanzibar: First Status Report, June 2004, which refers to The Zanzibar Commission for Tourism (ZCT) estimates. No years.

⁴⁰ Op cit p 9, 11,

⁴¹ Op cit p 13

under-employed. MKUZA indicates also that this overall figure masks the large number of unemployed youth aged 15-24, estimated at 20% of the age group.⁴²

Demand

335. The Canadian group which concluded that in a general sense Zanzibar was comprehensively short of technical and vocational skills was also assessing that the demand for technical training services cuts across boundaries of age and gender. Such services could be attractive to different target groups as youths with different levels of education achievement, drop-outs from the formal education system as well as for adults.⁴³

336. Demand for growth of the VET sub-sector is characterised by two main issues: one is the need for relevant competence in the country and the other is the function of the sub-sector to reduce pressure of the growing number of school leaver and also of student dropping out of the school system. This implies that the sub-sector has both a vocational training role, but also a more socio-psychological related function to assist students who might perhaps feel stigmatised as they have not proceeded in the normal stream.

Policies

337. An Apprenticeship Act was issued in the 80s (Act no. 17 of 1986). As an important step for development of vocational education and training, Zanzibar produced Vocational Education and Training Policy in 2005. The Policy was issued by MYEWCD. Later, however, responsibility for implementing many of the policy's issues were shifted to the MoEVT, which is at present the major ministry for VET.

338. According to the policy VET includes general education, practical training for the development of skills required by chosen occupation, and related theory, usually with emphasis on practical training. There are multiple objectives of VET, including the transmission of general knowledge, skills, citizenship, and other values.

339. The policy states that there is limited management capacity in place, and that existing institutional resources are far from the framework proposed by the policy.

340. As of February 2007 a new Zanzibar Act is soon to be approved by the Zanzibar Government and work has started with the Regulation.

341. The Zanzibar Poverty Reduction Program (ZPRP) from 2002 emphasised the need to involve 50% of school leavers in training by 2006 (this to include VET related training). Two new vocational training centres were recommended to be established.

342. The 2003 Education Sector Country Status Report (3.38) stated that capacity for vocational training was far from meeting the demand and it was recommended to initiate short-term competence based training programmes in the existing vocational training centres. This has started.

343. The 2005 Education Policy provides four specific recommendations related to VET:

- (Para 3.6.1) Technical education and vocational education and training shall be designed in line with labour market demand.
- (Para 3.6.2) General secondary schools shall provide pre-vocational training and pre-technical skills as a means for introducing and exposing young people to various career possibilities.
- (Para 3.6.3) There shall be a single body responsible for regulation, monitoring, certification and controlling of technical education and vocational education and training
- (Para 3.6.4) Government shall liberalize the establishment and ownership of technical and vocational education and training institutions.

⁴² Zanzibar Strategy for Growth and Reduction of Poverty (2007) ZSGRP or MKUZA, p.18

⁴³ Op. cit: "Technical Support Services..." p. 15

344. The MKUZA (2007) discusses VET directly and indirectly in several chapters. Among the key challenges during the previous years, youth unemployment problems were stressed. The number of unemployed youth aged 15-24 is estimated at 20 percent of the total population.⁴⁴ Then, in sectors after sector, and among various other problems and challenges the need for technical and vocational upgrading and training are mentioned: In the agricultural sector insufficient technical know how to reduce post harvest losses was emphasised. In manufacturing sector low industrial skills was mentioned, and in the large potential tourism sector poor and inadequate infrastructure services such as road networks, airports, power, water, hotels among other issues were identified, all of which are related to working skills and training.⁴⁵

345. For the third Goal under the chapter of *Reduce Income Poverty and Attain Overall Food Security* the MKUZA states that some of the most critical concerns raised by stakeholders are the high level of unemployment, especially among the youth, in Zanzibar. This situation has been linked to low skills base and scarcity of affordable vocational and training centres, of which only two in Unguja and one in Pemba exist.

346. Under the MKUZA Cluster I: Growth and reduction of income poverty and operational Targets for Goal 3 the first point is to reduce overall unemployment from 7 percent in 2005 to 4 percent in 2010, and the second is “increased gender sensitive youth training and employment” which later on is referred to as increasing gender balanced access to training and vocational education opportunities.

MKUZA in relation to “increased gender sensitive youth training and employment .			
Operational Targets	Key Issues	Key Interventions	Key Actors
<p>1.3.1 Increased gender sensitive youth training and employment</p>	<ul style="list-style-type: none"> High level of youth unemployment (23% of youth aged between 15-19 years and 19% of youth aged between 20-24 years of overall unemployment) Low number of affordable and credible youth training centres Youth at risk to HIV/ AIDS Increased prevalence of substance abuse amongst youth 	<ul style="list-style-type: none"> Develop skills and vocational training centres Initiate and support programs that empower youth training and income generating activities Promote gender balance in training and vocational centres Initiate and support programmes for HIV/AIDS and substance abuse peer education 	<p>MTTI, Private Sector, MLYWCD, MoFEA, NGOs, CSOs, ZAC, MHSW, MEVT, MALE</p>

347. Under Cluster II, Social Services and Well-being, and under the Goal 1 MKUZA will “Ensure equitable access to demand driven quality education, which is gender and environmentally responsive. One of the operational targets (F) is Vocational Education and Training – “enhanced entrepreneurial skills among the youth. One of the key interventions is to “Introduce gender responsive pre-vocational education in secondary education”

Critical issues

348. The following lists some preliminary observations and conclusions that can be made based on the available documentation material, backed up by interviews and field visits during the ZEDCO work with SA07

⁴⁴ MKUZA p. 18

⁴⁵ MKUZA p. 3-4

349. Serious lack of tools and materials in the VET schools were reported in 2004 by the Canadian group, and this conclusion can be repeated after the visits made by the Situation Analyses team in January/February 2007. When a secondary technical school does not have even the most common sets of tools and equipment and has to rely primarily on theoretical training, this has very serious cost - efficiency related implications. Students will not have had experience from “hands on” on raw materials, tools, equipment, and they will become alienated from real work.

350. There is considerable need for capacity and competence building for new and existing staff in the schools and in the ministerial offices.

351. There seem to be differences between the situation in VET schools in Pemba and Unguja in the sense that the Pemba institutions appear to have less resources and equipment.

352. The Canadian group assessed needs for VET training in Zanzibar. There obviously will be need for further need analysis and to develop and maintain a system for continuous studies in this regard since the world of work and level of technology changes rapidly.

353. Informants to the current ZEDP team had not heard of any tracer study of former students from the VET institutions. There seem to be a tendency that many graduates from the VET system are recruited as teachers to the same system, but obviously this cannot be the case for the majority. A tracer would also shed light on how the employers of former VET students assess their competence. It would also be important to obtain former students’ assessment of the VET schools, after they have had some time in work after graduation. Not least a tracer should give some answers to the question of whether former students are absorbed in the market. A tracer could also contribute to development of the curriculum for instance when new skills are needed in old trades.

354. There might be a need to study how information is floating within the VET sub -system. For instance whether reports and documents related to the sub -sector are spread to all institutions.

355. Recruitment of students to VET schools (From Std VII to Form 1) and to the College is defined and decided by MoEVT. The school simply receives list of names of new entrants. And students receive a letter stating what has been decided. This is a passive recruitment procedure from the students’ side, and there appear not to be any considerations taken as to students’ interests and aspirations. One consequence of this could be that students might lose interests and drop out.

356. On the other hand there appears to be few incentives for the VET institutions to keep students and prevent drop-out. On the contrary it was found in one Skill training centre that the considerable fee (60.000 Tsh) had to be paid when trainees started the course, and there were no refund of the fee if the trainee terminated the course.

357. MoEVT contribution to VET institutions is mainly consisting of the trainers’ salaries, and in limited instances some books. Hence there is no relationship between number of enrolled students and financial contribution to the schools.

358. MoEVT has assessed the VET curriculum and found that it was outdated and that most had not been reviewed for more than twenty years. Training offered was considered irrelevant to the labour market needs. The Canadian team found that there was no curriculum development activity in any of the institutions surveyed. Instruction was done with no proper planning, monitoring or evaluation. This was indicated to be one of the most crucial weaknesses facing skills development centres.

Chapter 11. Tertiary and Higher Education

Introduction and Background

359. There is a general consensus today that as the country moves further into the twenty first century, high quality education will be vital for economic and social development. This is exemplified by for example the country's adoption of MKUZA as a framework for national development and the positioning of education within the MKUZA goal of Social Services and Well Being. Over the years, a number of domestic policy initiatives have been undertaken and considerable reforms and progress has been achieved in the education sector in Zanzibar. Compared to other sub-sectors within the education sector, it can be argued that most likely, tertiary and higher education sub-sector is the one that has recorded significant progress over the years. This is particularly true especially given to the emergence of universities in the aftermath of economic liberalization in Tanzania. Currently, more Zanzibaris are attending tertiary and higher education in Zanzibar than ever before and more importantly this number will keep on increasing as the institutions of higher education in Zanzibar expand their operations. There is also a 'downwards spiral effect' in that the evolution of universities in Zanzibar tends to motivate the community's demand for secondary and primary education.

360. Tertiary and higher education is a "union matter" according to the Constitution. As such, it is guided by the National Higher Education Policy 1999 under the Ministry of Science Technology and Higher Education of the union government. The policy defines higher education as the scope of knowledge and skills imparted within the tertiary level of education. By definition, there are two levels of training institutions in tertiary and higher education provision; first, academic full-professional training institutions (that is, universities) and second, intermediate professional education and training institutions (represented by non-university professional training institutions at the next lower stages). Universities, being the highest level of institutions dedicated to the professional and intellectual development of individuals and society in general, are expected to concentrate on research, teaching and public service or consultancy. Intermediate institutions of higher education are devoted to human resources development for the middle and intermediate level of the occupational structure of society, for which they concentrate on the pedagogical mission of teaching, instructing, and career training and role modelling. These tertiary institutions are available in Zanzibar post-secondary institutions like the Islamic College (or Muslim Academy), the former Nkrumah Teacher Training College (NTTC), which used to be main teacher training college and now absorbed into the State University of Zanzibar, the Karume Technical College (KTC), the Institute of Kiswahili and Foreign Languages (IKFL).

Institutional Framework and Mandates

361. The current organization of MSTHE constitutes a shift towards an emphasis on policy development, management information systems, auditing, setting standards and monitoring in line with the Public Reform Program. Several services formerly under the direct control of the Ministry are now part of the responsibility of autonomous boards such as HEAC, TEA, and NACTE (see below).

The Tanzania Higher Education Accreditation Council (HEAC)

362. HEAC established under article 64 of the Education Act No. 10 of 1995 is a government agency responsible for the promotion and quality assurance of higher education institutions, programmes, staff, students and awards. Its mandate covers:

- Promoting knowledge and networking among institutions of higher learning
- Coordination of programs, admissions and budgets
- Monitoring and evaluation, inspection, ensure standardisation, recognition and equivalency of degrees, diplomas and certificates
- Accreditation at institutional, program, and course level
- Advisory services on the establishment of higher education institutions

- Dissemination of information on higher education, creation of database on HE institutions.

The New Universities Act

363. HEAC will now be superseded by the Tanzania Commission for Universities (TCU) enacted through the Universities Act No. 2 of 2005 and will become the technical arm of the three committees, i.e. Accreditation Committee, Grants Committee and Admission Committee. This will involve new responsibilities for managing the central admission and a whole range of budget and finance related responsibilities including:

- The provision of guidelines to budgeting norms and resource allocation for public and private universities; regulations of various fees charged by the university
- Funding of and distribution of public funding among public and private universities
- Regulation of fees charged by universities
- Assessment of financial needs of public and private institutions

The National Council for Technical Education (NACTE)

364. NACTE was established by Act No. 9 of 1997. It requires registration, accreditation, recognition and validation for each tertiary non-university technical institution. NACTE's mandate covers :

- Overall co-ordination of technical education and training
- Establishing a national system of awards to ensure consistency in qualifications offered
- Establish and institutionalize systems of quality control and quality assurance
- Ensure relevance of technical education and training to labour market demands
- To register and accredit TVET institutions
- Establish a central database on technical education and training
- Establish close working relationships with other bodies especially HEAC

Accomplishments

- Both HEAC (now TCU) and NACTE have, under their respective mandate, developed an evaluation grid for registration and an Accreditation Evaluation Tool grid with scoring guidelines.
- Both have already reached almost full coverage of institutions in terms of registration and are well underway with accrediting institutions under their mandate.
- Both are said to have set up Academic quality standards guidelines and a qualification system for universities and technical institutions, and with respect to NACTE a national system of awards.

Constraints

- Overlap between HEAC (now TCU) and NACTE in institutional accreditation for 'higher education' and 'technical education' especially in those institutions which offers both levels of education
- Need for staff development, especially for HEAC (now TUC) given broadened scope and "power" of the TUC and for bringing NACTE staff more at par with the academic staff in the accreditation teams

Commission for Science and Technology (COSTECH)

365. COSTECH was established through The Tanzania Commission for Science and Technology Act, No. 7 of 1986 (revised in June 2001). Its mandate include :-

- To formulate S&T policies and recommend their implementation by Government

- Act as the secretariat for the implementation of all cross-sectoral programmes and components of the sub-master plan Science and Technology that will not fall under the priority National Research Agenda
- Administer the National Fund for the Advancement of Science and Technology (NFAST) and apply an open competition model for commissioning research

Constraints

- Even though high priority is in principle being given to S&T and R&D, in 2005/06 less than 3% of the MSTHE budget is allocated to science and technology. It is, moreover, very difficult to obtain an overview of research funding and current and completed research projects as research is on the agenda (be it sometimes restricted in funding) of several ministries.
- Universities almost exclusively rely on donor funding for research. There has also been a shift in research funding by donor agencies from using government channels to institutions and individual researchers. Exactly how much of these donor funds for research goes to Zanzibar Universities could not easily be established, but the impression from SUZA seems to be very little of these funds are reaching Zanzibar.

Tanzania Education Authority (TEA)

366. TEA was established by Act of Parliament in 2001. Its mandate covers

- Augmenting government resources to improve quality, access, and;
- Managing an Education Fund in which the Government, individuals, groups and corporate bodies may deposit funds.
- Build a revolving fund by giving recoverable loans.

Accomplishments⁴⁶

- Since 2001, a total of 26.4 billions has been allocated through the Skills Development Fund under the Vocational Education and Training Authority Levy to TEA with a total disbursement of Tsh 16.0 billion.
- Projects in 28 universities and technical colleges, 63 secondary and tertiary institutions, four education support institutions, and one primary school have been funded.
- Exactly how much has been allocated or disbursed to Zanzibar is not readily known; however we know that TEA has been supporting both public and private universities in Zanzibar such as supporting pre-entry programme and some capacity building at SUZA and University College of Education

Constraints

367. TEA seems to be spreading itself very thin in many institutions (both public and private) and activities.

- There does not appear to be a strategy in terms of priority institutions and areas of concentration, and the risk is that it will concentrate on infrastructural support and bailing out ailing institutions and not on the difficult areas of quality and equity.
- Does the fund replace government's role in capital development of new and old institutions? For instance, the fund gave UDSM a loan of Ts1.354 billions for building two lecture theatres and the government gave similar amounts for the same purpose.

⁴⁶ Education Sector Situational Analysis, Final Draft Report, Roy Carr -Hill and Joyce Ndalichako (Lead Consultants) 10th October 2005.

- Is the fund really augmenting government efforts or indeed duplicating and adding overheads since other sources do not seem to contribute significantly
- Should the fund give public money to private and denominational institutions?
- Should the fund not concentrate where needs are greatest such as access and quality in tertiary and higher education where participation rates are very low?

Organization of Tertiary and Higher Education in Zanzibar

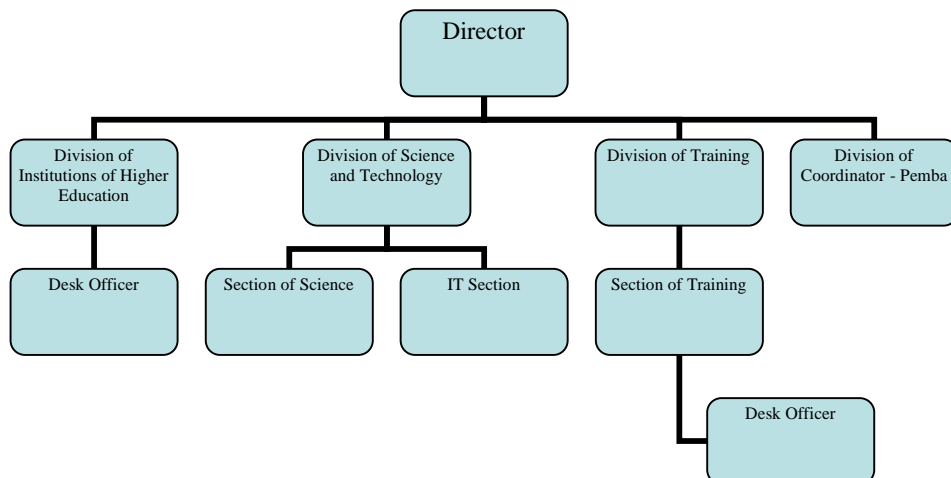
368. Although higher education is a Tanzania Union issue, the liberalization policies introduced in Tanzania in the mid 1980s provided considerable opportunities for the Revolutionary Government of Zanzibar to promote higher education in Zanzibar. Thus, in addition to the National Higher Education Policy 1999, tertiary and higher education in Zanzibar has also been guided by the Vision 2020, the Zanzibar Poverty Reduction Plan (ZPRP) and the newly revised plan MKUZA, the former Zanzibar Education Master Plan (1996 – 2006) and the current Zanzibar Education and Training Policy (EP0 6).

369. Indeed, one of the 15 development programme of the former Zanzibar Education Master Plan (1996-2006) has been the Programme for the Promotion of Tertiary and Higher Education under which the following specific sectoral objectives were defined:

- Establish university education in Zanzibar before the year 2001
- To improve and expand facilities at NTTC, KTC and IKFL
- Popularize the use of the Open University of Tanzania by Zanzibar candidates
- Develop an institution of higher learning that will meet human resources and research needs of Zanzibar.

370. Given recent developments in tertiary and higher education in Zanzibar, a separate Department for Higher Education has been established at the MoEVT. Thus, in addition to MSTHE, tertiary and higher education in Zanzibar is also under MoEVT. The Department of Higher Education has four divisions, three sections and two desk officers as illustrated by the following organizational chart.

Illustration 6 Organizational Chart of Department of Higher Education



Profile of the Higher Education Institutions

371. There are currently three universities which provide higher education in Zanzibar:

- State University of Zanzibar (SUZA)
- Zanzibar University
- The University College of Education

372. The State University and the University College of Education provide courses in languages, social sciences, and general science with education, The Zanzibar University provides courses in law, sharia and business administration. In addition, there are also a number of Zanzibar students pursuing higher education in Tanzania Mainland universities. There are also opportunities for higher education provided through the Open University of Tanzania, as well as opportunities to study outside the country.

State University of Zanzibar, SUZA

373. SUZA is a government owned university, established in 1999, with small premises in Zanzibar town. With the decision to hand over the Nkrumah TTC to SUZA, it has acquired this additional space. There are plans for an even larger campus in a different, green-field location, for which a site has been acquired and plans prepared. The future of the Nkrumah TTC campus is unclear once the new facility is built.

374. SUZA has gradually been expanding the portfolio of the programmes it offers. To start with, all of the degrees offered at SUZA were in education, either BA with education or BSc with education, both 3-year courses. Initial degrees were in humanities, but biology and chemistry were added in 2003. Mathematics and physics have been added starting from 2006/07. In addition, SUZA operates two diplomas not related to education; a diploma in computer science with 11 students, and a diploma in foreign languages with 169 students (roughly 55 students per year for a 3 year course). Thus, in brief following programme are offered by the State University of Zanzibar

- 3 years Bachelor degree in Education (Arts and Science) – the main programme
- 2 years Diploma in Languages inherited from the Institute of Kiswahili and Foreign Languages (IKFL). This Diploma has been upgraded to the university level
- 2 years Certificate – Computer Science

375. The MoEVT has asked SUZA to continue to operate the diploma in secondary and primary teaching formerly offered by Nkrumah TTC. It plans to launch a diploma in secondary education in March 2007, but as yet has no confirmation of this, nor projected intake.

Student Population

376. There are currently 758 students in total, 409 (male) and 349 (female), enrolled at SUZA and their distribution according to the gender and programme/specialization is as shown in the tables below:

Table 29 SUZA -Undergraduates

PROGRAMME	MALE	FEMALE	TOTAL
1 st YEAR (BA with Educ.)	90	68	158
2 nd YEAR (BA with Educ.)	38	34	72
3 rd YEAR (BA with Educ.)	57	39	96
1 st YEAR (BSc with Educ.)	31	45	76
2 nd YEAR (BSc with Educ.)	18	16	34
3 rd YEAR (BSc with Educ.)	9	6	15
1 st YEAR (BSc – Comp.Sc.)	12	2	14
Total	255	210	465

Table 30 SUZA - Diploma

PROGRAMME	MALE	FEMALE	TOTAL
1 st YEAR (IKFL ⁴⁷ .)	33	72	105
2 nd YEAR (IKFL.)	35	33	68
3 rd YEAR (IKFL.)	26	25	51
1 st YEAR (Comp. Science)	17	6	23
2 nd YEAR (Comp. Science)	29	2	31
Total	140	138	278

Certificate

377. Certificate – Computer Science 1st year = 15 students (1 Female & 14 Male)

Graduates from SUZA

378. The first batch of graduates from SUZA comprised of 50 students who graduated in BA Education in 2005. The second had 43 students and again all were BE Education graduates in 2006. The table below shows the actual and expected graduates/output from SUZA

Table 31 Actual and expected graduates/output from SUZA

Cohort	BA Ed	% of total	B Sc Ed	% of total	Total
2005 graduates (first cohort to graduate)	50	100%	-	0%	50
2006 graduates	43	100%	-	0%	43
2007 expected	96	86%	15	14 %	111
2008 expected	72	67%	34	33%	106
2009 expected	158	68%	76	32%	234

Staff

379. Staffing is one of the major constraints. SUZA will receive some teaching staff transferred from Nkrumah TTC, but will only accept those with masters degrees. Currently there are 4 with master's degrees, and a further 10 who are on study leave completing their masters degrees. These 14 staff will be absorbed into SUZA. The remainder will not be used, as their qualifications do not meet the requirements of the certifying body. As a result of the short age of staff, SUZA uses a number of lecturers from University of Dar Es Salaam on a part time basis. Currently, SUZA totally depends on the services of 13 part-time lecturers in order to afford to run its contemporary programme. However this is very expensive, as 2 hours of teaching can cost 140,000 TSh.⁴⁸

Table 32 The staff structure of SUZA

	Male	Female	Total	Total no of students	Teacher Student ratio
Academic Staff	50	25	75	758	1:10
Administrative Staff	35	16	51		
Supporting Staff	21	9	30		
Total	106	50	156		

⁴⁷ IKFL – Institute of Kiswahili and Foreign Languages

⁴⁸ Made up of a teaching fee of 15,000 per hour, a daily allowance of 50,000, boat fare of 18,000 each way and taxi fare to and from the boat.

Table 33 Permanent Academic Staff SUZA

Title/qualification	Male	Female	Total
Professors	2		2
Senior Lecturers	-	-	-
Lecturers (PhD)	4	1	5
Assist. Lectures (Masters)	18	8	26
Librarian	-	1	1
Tutorial Assistant	5	3	8
Senior Tutor	3	3	6
Tutor	15	4	19
Assistant Totur	3	5	8
Total	50	25	75

Table 34 Part time Academic Staff SUZA

PhD.	6		6
Masters	7	-	7
Total	13	-	13

380. A further constraint to the diploma intake will be the availability of suitably qualified applicants. Nkrumah TTC accepted entrants with weak A level passes, and students who failed some subjects at Karume Technical College, but these will not be accepted into the university diploma courses .

University College of Education⁴⁹

381. University College of Education is a private university in Zanzibar, affiliated with the International University of Africa (IUA) in Sudan, and financed by charitable foundations mainly by the African Muslim Agency. IUA acts as the awarding body for its degrees. UCEZ was established in 1997, and the first graduates emerged in 2001. All of the courses are 3 year degree level courses in education. Initially UCEZ began teaching Islamic studies, then added history, and later geography. Sciences were introduced in 2002. All subjects, except Arabic, are taught through English.

382. Currently the college offers specializations in the following subject : (1) Arabic language (2) Islamic Studies (3) History (4) Geography (5) Physics/Mathematics (6) Biology/Chemistry and Chemistry/Physics

383. Programme offered by the College are:

- 3 years Bachelor of Arts with Education
- 3 years Bachelor of Science with Education

Student Population

384. The student population is mixed, with 80% from Zanzibar, 15 % from mainland Tanzania and the remaining 5% from other African countries. Most (about three-quarters) of the Zanzibari entrants are not direct school leavers, but come from teaching jobs, most are on paid study leave and some also find ways to have their fees sponsored. So far, most graduates from the College appear to return to teaching after graduation.

385. Entry requirements are an “A” level with at least 4.5 points and a strong result in the subject to be studied.⁵⁰ Entrants are interviewed. In reality most Zanzibaris students take a pre-university year, aimed at upgrading those without adequate qualifications. Entry to the pre-university year is open to those with 2 “A” level points (e.g. 2 grade Es). This pre-university course provides revision of the A level course, and a strong emphasis on improving the English language communication skills of the students. UCEZ reports that this is very successful, and that students who complete it perform well in

⁴⁹ Ms Sebtuu, Head of Department, Education

Mr Mohammed Rajas, Assistant Registrar.

⁵⁰ A level points are calculated as A-5, B-4, C-3, D-2, and E-1. Students results are for 2 or three subjects, so 4.5 points could result from a C and a D.

the university. Last year the college accepted all qualified applicants for science courses (and even adjusted closing dates to encourage more applicants), but took only 50% of applicants for other courses.

386. Students pay fees of 400,000 TSh per year for humanities courses, and 550,000 TSh for Science courses. In addition, they pay 360,000 TSh per year for boarding facilities if they live in the college.

387. When it comes to physical facilities the college has 14 classrooms, 4 laboratories (Physics, Chemistry, Biology and Geography) and a printing press, library and computer room (2 computers have internet access). It has hostel spaces for 160 students, of which about 100 are used at present. The College plans to double its size to 900 students, with around 250 graduates per year. It has also offered to assist MoEVT in provision of in-service professional development for teachers.

388. In the academic year 2006/07, the University enrolled 574 students distributed along gender and their line of specialization as follows:

Table 35 UCEZ - No. of Registered Students (2006/2007) and their distribution according to their specialisation

	Specialization	Male	Female	Total
1.	3 rd Year Arabic Language	20	05	25
2.	3 rd Year Islamic Studies	05	18	23
3.	3 rd Year Chemistry/Biology	13	13	26
4.	3 rd Year History	09	06	15
5.	3 rd Year Geography	22	04	26
6.	3 rd Year Physics/Mathematics	17	09	26
	Total	86	55	141
7.	2 nd Year Arabic Language	15	09	24
8.	2 nd Year Islamic Studies	13	07	20
9.	2 nd Year Chemistry/Biology	09	05	14
10.	2 nd Year History	24	13	37
11.	2 nd Year Geography	20	10	30
12.	2 nd Year Physics/Mathematics	14	06	20
	Total	95	50	145
13.	1 st Year Arabic & Islamic Studies	18	12	30
14.	1 st Year Chemistry/Biology	13	05	18
15.	1 st Year History	27	09	36
16.	1 st Year Geography	33	11	44
17.	1 st Year Physics/Mathematics	22	07	29
	Total	113	44	157
18.	PUC - Arabic & Islamic Studies	45	31	76
19.	PUC- Year Chemistry/Biology	10	04	14
20.	PUC - Year Geography	10	05	15
21.	PUC - Year Physics/Mathematics	10	06	16
22.	PUC- Physics/Chemistry	07	03	10
	Total	82	49	131
	GRAND TOTAL	376	198	574

Table 36 UCEZ, graduates to date

Year of graduation	Total graduates	Arabic and Islamic studies	Humanities	Mathematics and science
2001	25	25		
2002	42	42		
2003	53	33	20 History	
2004	50	23	27 History	
2005	?	?	43 History/ geography	13 Chemistry and Biology
2006	?	?	50 History/ geography	115

Staff

389. The total staff size of the college is 85 people, distributed between professional and administrative as follows:

Table 37 UCEZ - Total Staff Size

	Female	Male	Total	Total no of students	Teacher Student ratio
Professional	1	17	18	574	1:32
Administrative	12	55	67		
Total	13	72	85		

390. The breakdown of qualification of professional staff is as follows:

12 PhD – 4 (Sudanese); 4 (Indians); 3 (Kenyan) & 1 (Tanzanian)

6 Masters in Education - 4 (Kenyans); 1 Malian & 1 (Tanzania)

Tertiary and Higher Education Enrolment

391. As noted in the Education Sector Country Status Report 2003, over the years Zanzibar has been recording a relative higher participation in tertiary and higher education, especially in the aftermath of the emergence of universities in Zanzibar. The Table below shows the trend in total enrolment in tertiary and higher education in Zanzibar since the Education Sector Country Status Report 2003.

Table 38 Enrolment in Tertiary and Higher Education in Tanzania

Institution	As per Status Report 2003			March 2006		
	Male	Female	Total	Male	Female	Total
Karume Technical College	145	45	190	146	62	208
Islamic Colleges* (Unguja & Pemba)	272	678	950	337	1625	1982
Nkrumah College	562	1141	1703	672	948	1620
College of Health Sciences #	74	94	168			
Institute of Kiswahili	-	-	30	91	78	169
Tanzania-Mainland	262	121	383	662	530	1192
Overseas	92	22	114	95	22	117
Zanzibar University	-	-	464	414	225	639
The College of Agriculture #	55	28	83			
Open University #	-	-	60			
Zanzibar Institute of Finance Administration #	-	-	13			
University College of Education	222	35	257	373	198	571
College of Hotel and Tourism #	57	13	70			
State University of Zanzibar	35	18	53	261	199	460
Benjamin William Mkapa	-	-	-	98	137	235
Total			3817			

Sources: March 2006 Enrolment figure are taken from EMIs

*Enrolment figures in this Institution exclude secondary level enrolled students

EMIS does not have enrolment figure for these institutions

392. As mentioned earlier, a number of students from Zanzibar are pursuing their tertiary and higher education in various countries around the world. As of March 2006, a total of 117 Zanzibaris students were enrolled in overseas institutions of tertiary and higher education as shown in the Table below.

Table 39 Enrolment in Tertiary and Higher Education Overseas, 2005/2006

	COUNTRY	MALE	FEMALE	TOTAL
1	Sudan	24	1	25
2	Greece	12	6	18
3	China	9	3	12
4	Algeria	9	8	17
5	Egypt	17	0	17
6	Russia	6	2	8
7	Pakistan	1	2	3
8	Uganda	5	0	5
9	Australia	3	0	3
10	India	3	0	3
11	Yemen	1	0	1
12	Poland	1	0	1
13	England	1	0	1
14	South Africa	1	0	1
15	Kuwait	2	0	2
	TOTAL	95	22	117

393. It is also important to note that not only Zanzibaris students who are going outside their country to study abroad, but also, foreign students are also coming to study in Zanzibar. Indeed, tertiary and higher education in Zanzibar, especially at the Institute of Kiswahili and Foreign Language, has always been characterized by a sizable number of foreign students. At the time of this study, a total of 57 foreign students were enrolled at the Institute for Kiswahili and Foreign Languages as shown in the following Table:

Table 40 Registered Foreign Students at the Institute for Kiswahili and Foreign Languages -2006/2007

COUNTRY OF ORIGIN	BOYS	GIRLS	TOTAL
USA	3	3	6
England	3	7	10
Switzerland	1	1	2
Italy	1	1	2
France	1	1	2
Norway	1	1	2
India	0	1	1
Canada	0	2	2
Germany	2	20	22
Ireland	2	0	2
Romania	1	0	1
Kenya	1	0	1
Finland	0	1	1
Netherland	0	1	1
Angola	1	0	1
Spain	0	1	1
TOTAL	17	40	57

394. Private universities too are enrolling foreign students. University College of Education for example has a total of 27 students from abroad as shown in the table below:

Table 41 Registered Foreign Students at University College of Education

COUNTRY OF ORIGIN	TOTAL
ETHIOPIA	1
INDIA	1
KENYA	10
SOMALIA	1
MALAWI	10
SUDAN	1
UGANDA	3
TOTAL	27

Student financing of Higher Education

395. For a long period of time, full state funding of higher education was the preferred model in the most African countries. This trend was justified by, among other things, the following three reasons: (i) Critical service: Higher education brings to the community as a whole increased productivity. It was feared that under-investment in higher education could cripple the economy, (2) Ensuring equity: Higher education funded by government will forestall exclusion of talented but financially incapable students and thus also avoid aggravating income differentials from one generation to the next. (3) Economies of scale: Higher education run by government will tend to reduce unit costs as institutions become larger. While these reasons underline the importance of the state in the provision and financing of higher education, they do not, however, claim or imply this to be the exclusive right of the State nor do they prescribe the manner in which the State should provide and finance education. Currently there is not only a soaring social and economic demand for tertiary and higher education, but also, the economy in Africa has undergone tremendous changes that call for a new thinking towards funding of higher education. Given the high private rate of return to higher education, cost-sharing mechanism has been introduced to relieve the government from bearing the full costs of higher education.

Higher Education Student's Loan Board (HESLB)

396. Consequently, in Tanzania the Higher Education Student's Loan Board (HESLB) was established in July 2005 and among other things, the Board has been entrusted by the Government with the responsibility to disseminate loans to students pursuing Advanced Diploma and degree studies at accredited higher education institutions in and outside the country. HESLB key functions are:

- Control and management of loan funds and administering and supervising the process of payment and repayment of loans
- Formulation of mechanisms for determining eligible students for getting loans
- Keep the register and other records of student loan beneficiaries
- Establish operational links with higher education institutions for facilitating effective administration of the loan funds and with employers to facilitate repayment
- To conduct research and maintain a databank on other local and external scholarships, sponsorships and awards that may be available to Tanzanian students.

397. All three universities in Zanzibar qualify for this loan. Criteria for eligibility for loan include, among other things, to be a Tanzanian and have been admitted to an accredited (recognized) institutions as a candidate for a First degree or Advanced Diploma. Needy students, who are either

orphans; disabled or having disabled poor parents; from a poor single parent family; from marginalized and disadvantaged groups; from a low income threshold family earning national minimum wage or below are also eligible for this loan. Priority courses in granting the loan is: (1) Medical based courses (2) Physical sciences, engineering and technology courses and (3) Economics, accountancy, commerce, finance, law and education. Under this arrangement, the tuition fees is paid directly to the institution/university while the rest goes to student but administered by Bursar of Academic Institution. It should be pointed-out that this Board only offers loan for undergraduate (i.e. Advanced Diploma & First degree) courses. It does not offer loan for ordinary Diploma courses or postgraduate courses.

398. In addition to HESLB, Zanzibar has also established what is called Zanzibar Higher Education Loan Board (ZHELB) specifically for its students, (i.e. Zanzibaris and not Mainland students). In many respect, ZHELB is very similar to HESLB. The only difference is that unlike the HESLB, under the ZHELB anyone who is admitted at the University qualifies for loan. In addition, ZHELB is not only limited to Advanced Diploma and First degree. It offer loan to all courses from ordinary Diploma to Advanced Diploma and First degree as well as for post-graduate courses.

Critical issues

1. Management of Tertiary and Higher Education

399. As indicated above, tertiary and higher education is a ‘union issue’ and as such, it is under the jurisdiction of the Ministry of Science, Technology and Higher Education (MSTHE) in Dar es Salaam. It is precisely because of this fact that there is no ministry of tertiary and higher education under the Revolutionary Government of Zanzibar. Indeed, for many years most Zanzibaris used to attain primary and secondary education in Zanzibar and thereafter, obtained their tertiary and higher education in Tanzania Mainland. However, as the provision of primary and secondary education expanded, the demand for tertiary and higher education also increased. Thus, the establishment of universities and increase in the number of institutions offering tertiary and higher education institutions in Zanzibar. Consequently, the Department of Higher Education charged with the responsibility for the tertiary and higher education affairs in Zanzibar was established under the MoEVT. This reality, therefore, complicates the whole system of organization and management of tertiary and higher education in Zanzibar. For both MSTHE and MoEVT have a stake in the tertiary and higher education in Zanzibar.

400. For example, the responsibility for registration/accreditation of the tertiary and higher education institution in Zanzibar and quality assurance of the programme offered by these institutions is the responsibility of the MSTHE under the National Higher Education Policy in 1999. Therefore, no institution of tertiary or higher education can operate in Tanzania (including in Zanzibar) without being approved and registered by MSTHE. In other words, accreditation and quality assurance, as well as daily management requirements & mechanism of the university are being regulated by the Tanzania Commission for Universities according to the Tanzania University Act of 2005.

401. However, established as it was by the Act No. 8 of 1999 of the House of Representatives of Zanzibar, the State University of Zanzibar (SUZA) is also considered by the Revolutionary Government of Zanzibar to be under its (i.e. the Government of Zanzibar) control. Indeed, SUZA’s budget comes from the Revolutionary Government of Zanzibar. Thus, SUZA has to follow the directive from both MSTHE and MoEVT. Obviously, this exerts extra pressure and demand on the part of SUZA management. It is not enough for SUZA to just comply with MSTHE; it also has to comply with MoEVT. To put it differently, SUZA’s Vice Chancellor reports to both MSTHE and MoEVT. On the budgeting for example, SUZA prepares its own budget but does not submit it directly to MoF. Instead, it submits it to MoEVT. Then, the MoEVT combines it with its own budget and submits it to the MoF.

402. Important to note is the fact that this Director of the Department for Higher Education is not an employee of MSTHE, but of MoVET. In fact, there is also a Zanzibari representative (employed) at the MSTHE in Union government as per the constitution.

403. The Director of the Department of Higher Education is involved in the selection of students, as far as the scholarship programme -under the Union government -is concerned

404. Quality control/assurance for tertiary and higher education is the responsibility of the MSTHE and is done by the Tanzania Commission for University (TUC - for universities) and National Technical Award (NTA) for the technical tertiary education. Despite this 'grey zone', it was noted that there is a very close and smooth collaboration between the Department Higher Education at MoEVT and the MSTHE. For example, TEA – Tanzania Education Authority supports Zanzibar Tertiary and High Education on capacity building and materials (Laboratory)

2. Tertiary (or Teacher Education) Reform

405. A number of institutions offer tertiary education in Zanzibar. Those under the MoEVT includes:

- Karume Technical College
- Islamic Colleges (in Unguja and Pemba)
- The former Nkrumah Teacher Training College
- Benjamin Mkapa Teacher Training College in Pemba

406. Other tertiary institutions outside MoEVT include:

- Institute of Finance Management – under MoF
- College of Health Sciences – under MoH
- College of Agriculture (Kizimbani) – under MoA
- Tourism College – under the MoF

407. It should be noted that with the exception of teacher training colleges of Benjamin Mkapa TC and Islamic College in Pemba, all other tertiary colleges/institutions are in Unguja. Indeed, during the fieldwork in Pemba concerns were raised by members of community on the fact that there is no institution which offer technical and/or vocational training course at the Diploma or degree level in Pemba.

408. One main reform at tertiary and higher education level since the Status Report 2003 is the government decision to dissolve Nkrumah College and fuse its activities and programmes to SUZA. Nkrumah College used to be the main college for the production of secondary school teachers. It offered both Certificate and Diploma courses in teacher education. While certificate courses will be relegated to the CCK Unguja and Pemba and Mkapa TC in Pemba, the Diploma course is intended to be taken by the SUZA. One of the rationales for dissolving Nkrumah is the Ministry's decision to change the minimum qualification for primary and secondary school teachers. The minimum qualification for primary school teachers will be Diploma and for secondary school a degree. Because of this there is strong pressure in the system to produce more teachers with Diploma and degree. Subsequently, no certificate students were enrolled at Nkrumah in FY 2006/07. Initially, it was planned that the last batch of diploma students enrolled at Nkrumah College would be transferred and complete their studies at CCK. This was meant to facilitate the quick movement of the SUZA to the Nkrumah premises. But, due to space constraints at CCK, this class has been transferred back to Nkrumah; and thus, adversely affects the quick physical transfer of SUZA to the new premises.

409. The fusion of Nkrumah to SUZA has not gone as planned; it has delayed due to the slow screening process of the former teachers/lectures at Nkrumah and is not yet finalized. SUZA wanted to screen the former teachers/lectures from Nkrumah College and to recruit those who would qualify. For some reason this process has been delayed. The plan was for SUZA to start offering these inherited Diploma programme from academic year 2007/08. To achieve this SUZA had planned to conduct the screening in November/December 2006 so that by January 2007, SUZA would have identified and recruited successful teachers/tutors. With the teaching staff in place, the period February/March was to be used to designing/upgrading of the 'inherited' Diploma programme from Nkrumah, while April -June was to

be used for advertisement, registration/recruitment of the students ready for the take off in July/August. Because of the delay this is not possible now.

3. Tertiary/Higher Education and World of work (Graduates employment)

410. The link between the tertiary and higher education and the world of work still remains illusive to policy makers. MKUZA, as well as the education Policy 2006 clearly acknowledges the role of education, and especially tertiary and higher education in equipping the country with the necessary cadre of professionals with a wide spectrum of knowledge and skills needed for national development and eradication of poverty. Indeed, the rapid changes and advances in the world of science and technology calls for a work force with particular skills and necessary flexibility in order to tap onto the opportunities which are opened up by the contemporary processes of globalization.

411. Based on the need to establish linkages between tertiary/higher education and graduate employment, the following areas have been identified:

- increased social demand for tertiary and higher education;
- need for specialized skills in new emerging areas of investment such as tourism; and need for entrepreneurship.

412. In short, all signs are that the market finds the present graduates grossly inadequate in terms of the prerequisite knowledge and skills necessary for contemporary reality. That the tourism industry is booming but only absorbing an appalling rate of less than 1% of the work force⁵¹ in Zanzibar is a clear testimony of the above. There is, therefore, an urgent need for a review of tertiary and higher education curricula in order to place emphasis on programmes that are geared towards responding to the changing world of science and technology and the corresponding ever-changing needs of the people, their government, industry, commerce and the surrounding environment in general. For Zanzibar, agriculture, fishery and tourism will, for a long time to come, continue to be the backbone of the economy; thus, agriculture-, fishery-, and tourism-related disciplines and technologies should be given priority.

4. Government Budget Allocation to Higher Education

413. The table below shows the government allocation to higher education in the last four years.

Table 42 Allocation to Higher Education (2003/04 – 2006/07)

	2003/04	2004/05	2005/06	2006/07
National Budget	70,467,571,131	91,510,939,000	91,476,421,000	110,356,064,000
Education Sector Budget	14,027,786,644	19,314,297,450	18,354,222,000	20,279,426,000
Higher Education Budget	1,033,120,000	1,730,430,723	1,886,912,000	3,020,905,000
<i>Percent of National Budget to Education</i>	20.0 ⁵²	17.8	20.0	18.4
<i>Percent of Education Budget to Higher Education</i>	7.4	10.6 ⁵³	10.2	14.9
<i>Percent of National Budget to Higher Education</i>	1.5	1.9	2.1	2.7

Sources: The Draft Estimate for Recurrent and Capital Revenues and Expenditure for FY 2006/07

5. Unpredictability of Funding

414. The two universities in Zanzibar were established and therefore, owned by charitable associations. Zanzibar University was established and thus, privately owned by DARAL -IMAN, a charitable

⁵¹ Household Survey.. 2006 (table 4.2 page 50)

⁵² Includes budget supplementary

⁵³ Zanzibar Higher Education Fund

association of Saudi Arabia, while the University College of Education, affiliated to Sudan International University was established and owned by SAUDI ARABIA AFRICA MUSLIM AGENCY. The two private universities are heavily dependent on the funding from the owners. So far, this flow of funding has been very unpredictable, both in terms of quantity and timing. This unpredictability of funding from the owners and therefore, main sponsors of the Private Universities is already being considered to be one of the main constraints that will endanger smooth operation of the private universities.

6. Weak Public – Private Partnership in higher Education

415. Closely related to the above is the weak (or inadequate) public-private partnership in higher education. There is a perception, at least on the part of private universities, that their contribution in the provision of higher education is not adequately recognized and appreciated by the Government. It was argued that the Government does not recognize private universities as partners, in equal footing as the SUZA, in the provision of higher education in the country. Instead, private universities are being treated just as ‘other’ universities which are ‘outside’ the formal system and therefore, the Government does not have anything to do with them. Because of this, it has not been possible for the Government to adequately exploit the opportunities inherited in the public-private partnership. So far, the only direct contribution of the Government to the private universities is the provision of land on which the universities campus have been built. Whilst, the Government sponsored students represent the main indirect contribution by the Government to the private universities. Clearly, there is room for much improvement in this public – private partnership in aspects such as ownership and management of the private universities. In short, the Government may wish to consider to be a minority shareholder in order to enhance its influence in the daily running and management of the private universities.

7. Poor quality of students

416. Concern was raised over the poor quality of the student inputs (i.e. Form VI) to the universities. It was argued that most of the best students are enrolled at University of Dar es Salaam, which clearly seem to have preference in terms of being the one which first recruit and therefore, takes the few best performed students. Thus, universities in Zanzibar have to do with the remaining candidates who often have academically performed way below the university’s entry requirement. Because of this, all universities in Zanzibar, both public and private ones, offers pre-university entry programme for under qualified students to upgrading their grades.

8. Student financing of higher education

417. As explained above, HESLB has been established in order to support students to finance their studies. There is a concern that this fund is seriously inadequate given the prevailing demand. More significantly, this scheme excludes other Diploma programmes offered by some tertiary institutions. Availability of HESLB to students in these tertiary programmes would open up and indeed expand tertiary education. Students can only take loan from one scheme, that is, either from HESLB or ZHELB but not from both. Also, the loan is only provided to those students without any other form of direct or indirect government sponsorship. However, there has been evidence of a number of students have had double loan; that is, pocket funds from both two schemes – that from the HESLB or the ZHELB. In addition, there is also evidence proving that some students at the private universities who have been granted full sponsorship from their respective Universities (under the Universities – Government agreement) have also been pocketing loan from either HESLB or ZHELB. Actually, recently, the Department of HE at MoEVT has revealed a list of 37 students who pocket double sponsorship (that students taking loan from both HESLB and ZHELB) and 64 who have been granted full sponsorship by DARAL-IMAN, but also take loan at Zanzibar University alone.

9. Inadequate government (i.e. MoEVT) control of private universities

418. Government capacity and ability to monitor private universities not only to guarantee the quality of the programmes offered but also that universities are run and managed in accordance with the agreed standards/principles was mentioned as an area in need of urgent attention. The general feeling

is that because of inadequate government control, the private universities have too much leeway and do their own business without adequate regard to the Government regulations and standards.

10. Uncertainty on the quality of education offered in the private universities

419. Partly because of the above, there are now some sentiments being ushered over the quality of programme/education currently being offered by the private universities. In particular, the staff composition, as well as its academic qualification; that is, the actual qualification of the academic staff (the faculties) seem to be a concern that warrants attention. At least there are some claims from former students of the University College of Education that they experience some difficulties teaching Civics in English at secondary school because the language of instruction at their undergraduate course was Arabic.

11. Lack of collaboration between the institutions of higher Education

420. There is no formal institutional cooperation between the three universities in Zanzibar. The only form of informal collaboration can be traced in part-time teaching exercise where staff of one university can be teaching at another university on part time basis. However, this is very ad-hoc and marginal in the scheme of things. More importantly, it is individually or privately organized and has not been institutionalized. This is surprising given the similarities in terms of the programme offered, constraints on resources, including funding and the shortage of academic staff, in these universities. Obviously, a well designed and purposefully institutional cooperation would be advantageous and beneficial to all three universities under these circumstances.

12. Gender

421. While Zanzibar has achieved almost gender parity at primary and secondary education level, marked gender differences still characterize tertiary and higher education level. Very few female ((---)) compared to male ((---)) are receiving tertiary and higher education in Zanzibar. The gender imbalance is even more pronounced in the technical subjects, engineering sciences and mathematics where female only constitutes less than ((---)) of the total enrolment. (Unfortunately EMIS does not provide relevant statistics in this context.)

13. Language

422. Arabic and English are the two medium of instructions currently used in tertiary and higher education in Zanzibar. Arabic is being used as language of instruction in Arabic and Islamic studies while English is a medium of instruction for all other 'secular' subjects. Graduates from Arabic and Islamic studies course, who are mainly employed as civics and Arabic and Islamic studies teachers at the secondary school, have confessed to experience difficulties in teaching in English. On the other hand, English is still being used as the main language of instruction at university level, despite the fact that it is now a common knowledge that both teaching and learning is suffering because of lack of mastery of English.

14. Institutional Mapping and Surveys

423. Currently very little is known centrally (at MoEVT) about the non university tertiary institutions, and what they cost the state to maintain and/or develop. A thorough mapping of the subsector including both the institutions and the quality assurance organisations should be undertaken together with a labour market survey. This could be used as the basis for expansion, merging, collapsing, distribution and modernization of the institutions in the sub-sector.

15. Internal Efficiency and Rationalization

424. Internal efficiency in education systems refers to what it takes in terms of costs, time, and energy to produce a student in a given educational cycle. Effectiveness has to do with whether the education system is achieving its objectives including giving high quality and relevant education to proportions of the appropriate cohorts.

425. Zanzibar has a heterogeneous array of tertiary and higher education institutions that give diverse skills to students. However, there are serious constraints that call for rationalization so as to update the offerings and make efficiency gains. These include:-

- **Too small institutions.** Currently, universities and other tertiary institutions in Zanzibar offer few and often similar programmes, and enroll few students. Thus, low staff student ratios. There is scope for economies of scale and synergy.
- **Coordination and high overheads.** Because tertiary and higher learning institutions are spread over several ministries and agencies, overheads tend to be high and coordination in funding strategies and programs quality is lacking. Some institutions do not admit students every year and some face intermittent closures. There is a need for much stronger and effective coordination.
- **Availability of Relevant Information.** Effective decision-making requires good quality data. Because of the fragmentation of the sector, timely and good quality data for management decisions across institutions is lacking; for example, for non-university tertiary level there is no data on student enrolments, staffing, examination results, repetition and dropout. Even the creation of databases is of little value without better coordination.

16. Lack of resources for staff development and research

426. There are very limited resources within the universities' budget for research and staff development. So far, these activities are solely depending on the donor funds, which are very limited unpredictable.

Chapter 12. The Non-Formal Education Sub-Sector

427. A special feature of NFE in Zanzibar is the emphasis on offering a “second chance” to those who might have previously missed out of opportunities or will improve grades obtained earlier. The Department of Alternative Learning and Adult Education (MoEVT) implements the following non-formal education programmes:

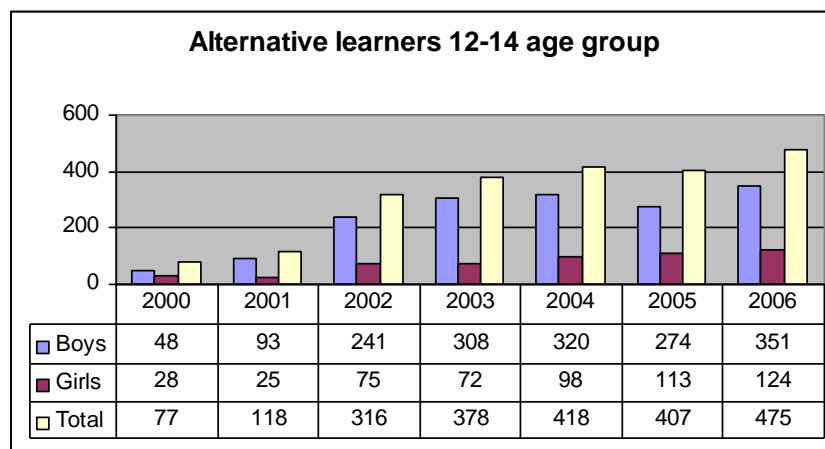
- Alternative learning
- Literacy programmes
- Continuing education
- Skills learning
- Women’s programme

Alternative Learning- “Second chance”

i) Alternative learning for 12-14 years old

428. This is a programme for drop outs or for those who have never been to school. The aim is to mainstream them to primary school. There is no information about enrolment in these centres and actual size of out-of school population.

Table 43 Alternative Learners 12-14 Age Group

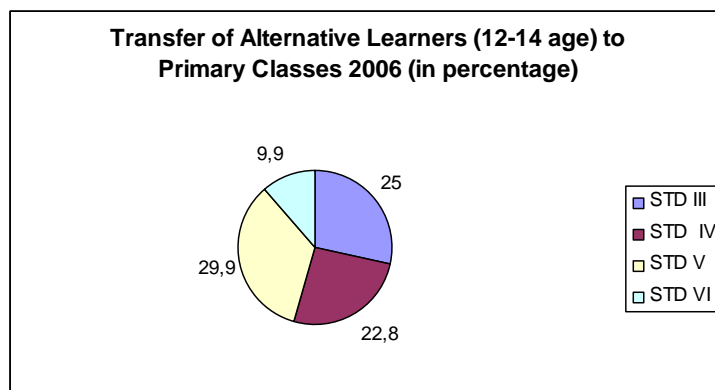


Source: Rahaelo Alternative Learning Centre 30.01.07

429. There has been a steady increase in number of centres and enrolment between the year 2000 to 2006. From the project start in 2000, with 3 centres, there were 20 centres in 2006. Micheweni District 102 enrolled students in 2006 followed by Central and Mkoani with 63 students each. Chake is the only district in Zanzibar with no centre recorded. All centres are attached to a primary school. The Head Teacher at the school is responsible for the programme. Teachers are primary school teachers who teach extra classes for these students. Each student contributes an estimated 3,000 Tsh per school year which is assumed to cover the added work-load for the teachers.

430. In 2006, 70.1% (no: 337) of the students passed through the one-year condensed course and were mainstreamed into classes in primary schools in accordance to test results. 32.3% were girls.

Graph 13 Transfer of Alternative Learners (12-14 age) to Primary Classes 2006 (percent)



431. Students are usually never placed in STD I. The majority of students are placed in STD V.

(ii) **Alternative Learning for 15-19 years old**

432. For age group 15-19 years old the new Rahaleo Alternative Learning Centre is an option for learners who have either dropped out from primary school or never been enrolled to any primary school at all. This Centre offers primary education based on the three-year condensed curriculum. A certificate will be received after having passed primary school examination. The centre was inaugurated late 2006 and no experience with the full cycle has yet been gained. The centre has introduced various skills training such as cookery, tailoring, carpentry, computer training in addition to primary education. Attendance in these courses is high.

433. Currently, a total of 344 students are enrolled at the centre. The primary school students are divided into group depending upon previous experience with the formal primary school.

	Male	Female	Total
Never been to school	77	50	127
Drop-outs	137	48	185
Total	214	98	312

Source: Center attendance board visited 26.01.07

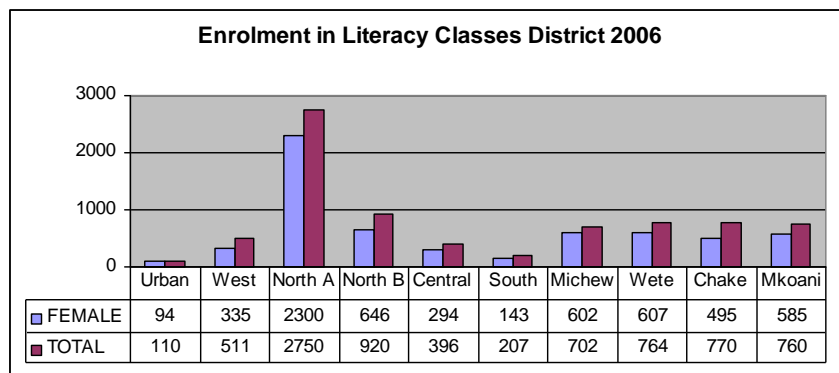
Literacy programmes

434. The following table from EMIS provides basic information on Literacy Adult activities

Enrolment of Literacy Adult Learners and the Learning Stages 2006

DISTRICT	# OF CLASSES	# OF TEACHER		LEARNING STAGES										TOTAL	
				STAGE I		STAGE II		STAGE III		STAGE IV		ENGLISH			
				FEMAL E	TOTA L	FEMAL E	TOTA L	FEMAL E	TOTA L	FEMAL E	TOTA L	FEMAL E	TOTA L		
URBAN	7	3	7	34	40	35	36	17	20	8	14	0	0	94	110
WEST	30	13	30	111	190	87	103	92	139	45	79	0	0	335	511
NORTH 'A'	127	63	127	834	930	700	946	539	642	227	232	0	0	2300	2750
NORTH 'B'	58	40	58	208	344	220	300	145	184	73	92	0	0	646	920
CENTRAL	32	16	32	86	132	75	100	99	125	34	39	0	0	294	396
SOUTH	13	4	13	49	70	30	50	41	55	23	32	0	0	143	207
MICHEWENI	36	24	36	326	375	175	200	69	82	32	45	0	0	602	702
WETE	43	29	43	284	323	200	300	81	88	42	53	0	0	607	764
CHAKECHAKE	42	24	42	185	276	166	269	85	141	59	84	0	0	495	770
MKOANI	50	14	50	180	229	179	200	149	210	77	115	0	6	585	760
TOTAL	438	230	438	2297	2909	1867	2504	1317	1686	620	785	0	6	6101	7890

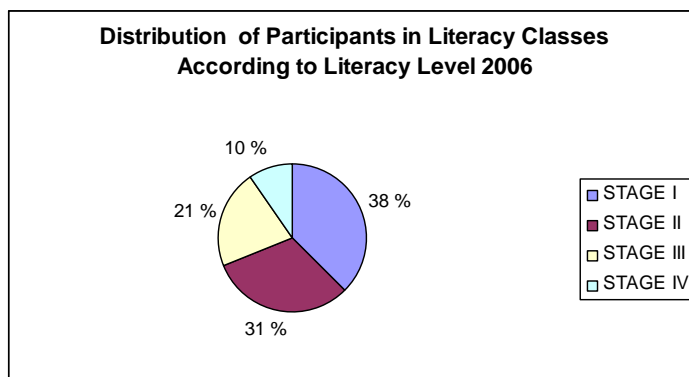
Table 45 Enrolment in Literacy Classes - Districts 2006



Source: EMIS 2006

435. There are 130 literacy centres in the country with a current enrolment 7,890 of which 77.3% are women. This is only a small increase from 2004, in which 7,708 adults were enrolled. Participants are divided in stages according to tests administered by the course leaders and Head Teacher at the primary school where literacy classes are held. According to the Department of Alternative Learning and Adult Education, all participants have to pass a test before they can proceed to the next stage.

Graph 14 Distribution of Participants in Literacy Classes According to Literacy Level 2006



Source: EMIS 2006

436. There are 438 teachers, of which 52.5% are female. The centres are located in regular primary schools. Classes are run in the afternoon with teachers recruited from the primary school. Teachers receive a small honorarium from MoEVT for the additional work load.

437. Whether the supply and quality offered meet the demands remain have not been studied properly. In terms of literacy levels measured in the 2002 Census, Urban District had the highest literacy rate with 86% for men and 72% for women, and this may account for relatively low participation in this area. North “ A” has a high number of illiterate adults with only 51% for men and 41% for women and a high participation rate in classes there seem to be a reflection of people’s eagerness to improve their own competence. Overall the Census data also showed that female literacy was much lower in all districts than that of men.

Critical issues:

438. The Census data may be questioned. First, the Census did not administer any test on literacy but recorded people’s own answers to the relevant questions. Secondly, the Census only asked for information on literacy in Kiswahili and English and did not record the fact that the majority of the population has a relatively good reading knowledge in Arabic after having attended Quoranic centers, where reading of the Quoran is a major component. Many people also attain a fairly good writing ability in these centres.

439. Reaching the goals stated in the Mkuza will be difficult if the growth rate of enrollees that was seen between 2004-and 2006 continues. Only 100 more learners participated in 2006. These goals are stated as:

- Increased literacy rate from 75.8 percent in 2005 to 100 percent in 2010.
- Increased literacy rate of women from 69.8 percent in 2005 to 100 percent in 2010

3) Continuing education

	Form 1		Form 2		Form 3		Form 4		Form 5		Form 6		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Urban	5	2	97	96	147	201	144	173	25	50	0	0	418	522
West	0	0	28	52	34	66	16	36	0	0	0	0	78	154
N."A"	0	0	17	28	12	20	0	0	0	0	0	0	29	48
N."B"	0	0	14	26	18	37	12	35	0	0	0	0	44	98
South	0	0	0	0	51	35	13	11	0	0	0	0	64	46
Central	0	0	30	46	0	2	3	1	0	0	0	0	33	49
Wete	0	0	8	11	21	19	15	17	0	0	0	0	44	47
Micheweni	0	0	11	24	44	15	6	4	0	0	0	0	61	43
Chake	0	0	41	48	18	13	29	15	10	10	9	9	107	92
Mkoani	0	1	10	10	32	27	0	0	0	0	0	0	42	38
Grand Total	5	3	256	341	377	435	238	292	35	60	9	6	920	1137

Source: MoEVT EMIS 2006

440. Continuing education, which is also a part of the Alternative Learning and Adult Education system, is offered to those who fail to proceed further in "O" level after Form 2, or to continue in the advanced classes of the secondary school system. After having passed Form 2, students may be selected to secondary schools. Passing Form 4 makes possible entry to certificate studies e.g. teacher training for primary schools or pre-primary schools. Advanced levels are offered only in Fidel Castro Secondary School, Pemba and Lumumba Secondary School, Unguja.

441. There are a few private tuition initiatives for continued education, but of the total 2057 students who were enrolled in various classes in 2006, as much as 95.5% is provided by the government.

442. A particular feature of continuing education is that anybody can sit for National Form 4 Examination, whether being enrolled in a class or not. Judging by the number of candidates which makes an attempt, this is a popular initiative. The number of centres to organise such exams is growing year by year. In 2006, there were 58 such centres. More females than men are sitting for the exam.

	Centres	No of Passed			% Passed		% Passed with 3 Credits			
		Female	Male	Total	Female	Male	Female	Male		
2003	39	2535	1879	4414	1470	1558	74,0	76,2	1,7	4,4
2004	42	2684	2254	4938	2456	2314	80,8	81,4	6,5	8,2
2005	49	2758	2173	4931	2673	2201	70,0	70,3	1,7	2,7

Source: Department of Alternative Learning /Adult Education 2007. (Ref. Table 34 C Budget Speeches)

443. Common for all continuing classes are as follows:

- secondary schools are used for evening classes
- teachers are secondary school teachers
- students pay fees that are supposed to cover honorarium for teachers, rent of the classroom and some operational costs for the Department.

444. The Department of Alternative Learning and Adult Education has monitored the results of some of the students and found that of a total of 24 (23 boys and 1 girl) who have participated in this course between the years 2003-2006 passed STD VII national examinations and were enrolled into five

specially selected secondary schools in Unguja and Pemba. 18 of the boys were from Unguja and 5 from Pemba. The only girl was from Unguja.

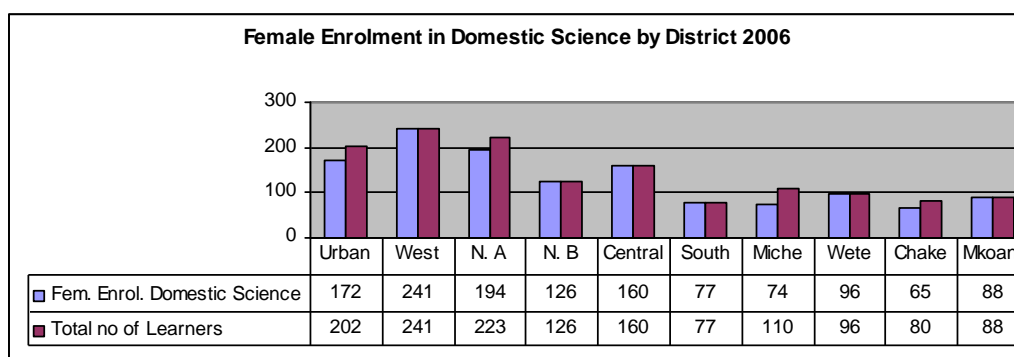
4) Non Formal Skills Training

	No of Centres	No of Learners	Female Learners
Unguja 2003	49	883	
Unguja 2006	46	1019	970
Pema 2003	18	409	
Pemba 2006	29	374	348

Source: MoEVT EMIS 2007

445. In 2006, 95% of learners in Unguja were women. In Pemba of women enrolled was 93%. Thus the NFE skills earning is more or less synonymous with female education. This is also reflected in the type of training offered.

Table 49 Female Enrolment in Domestic Science by District 2006



Source: MoEVT 2007

446. Six districts offer no other course than domestic science. In Urban district there was two other courses, in electricity and carpentry with respective number of learners 15 and 5, all male. In North A there is a carpentry course with 22 male learners, Micheweni has introduced courses in weaving (10 female participants), rope making (16 male participants), and agriculture (10 male participants). In Chake Chake District there is a hotel course enrolling five women.

5) Women's programme

447. In partnership with FAWE, the MoEVT is offering an income generating / educational programme for women, mostly school drop-outs. A total of 30 small groups is currently in the programme, 20 in Pemba and 10 in Unguja. The education part consists of literacy, whereas the income generating activities have focused on chicken-rearing, soap making, firewood and charcoal making, food sales and small household businesses. The project has not yet introduced a credit scheme, but plans are underway to introduce goats on a loan basis for a selected number of groups.

Critical Issues for Non-formal Education

448. Participants are usually rather few in number. Both effectiveness and efficiency should be further looked into.

449. Alternative learning programmes give a second chance to those who have dropped out or have never been to school. The language of instruction is Kiswahili. If the policy of introducing English as a language of instruction becomes functional, it would not be possible to mainstream any of the alternative learners above STD IV. These students are even less likely to make it back to formal school again if language of instruction shifts.

450. In skills training, domestic science predominates and most of the courses have exclusive female participants. It is not known whether these courses provide career opportunities for women and whether these courses are an advantage for women's opportunities in the future labour market.

451. Lack of adult educators and specialised teachers for alternative education since there is no formal training of teachers for these programmes.

452. Limited resources for coordination and supervision of non-formal and adult education.

453. Inadequate teaching and learning materials, and in the case of some skills/vocational training, completely lack of equipment and materials.

454. Poor motivation on the part of participants because most programmes in the non-formal education are not directly relevant to their world of work.

455. There is so far very limited involvement of private sector, as well as NGOs and CBOs in the provision of non-formal education.

Chapter 13. Some Cross-Cutting Issues

Gender Issues

Institutionalising gender within MOEVT

456. The goal of gender equality is strongly articulated in Zanzibar's education policy of 2005.

457. MoEVT has a special focal person for promoting gender issues in the education system and it appears that MoEVT deals relatively extensive with such issues. The main tasks for the gender focal person revolve around advocacy and sensitization, in particular in connection with youth, and the communities. The MOEVT gender focal person is a member of Zanzibar's CEDAW committee. There is no specific technical committee on gender (Gender TAC) within the MoEVT.

458. Gender parity in enrolment has by and large been achieved in basic education. The gap in enrolment is narrow, and in some cases boys' enrolment even fall behind that of girls. There is no doubt that continuous efforts to sensitize the parents and the communities at large over the last decade have yielded positive result. MoEVT is working in partnership with several international organizations to promote gender equality e.g. UNICEF, UNFPA, AKF. The local chapter of FAWE has, together with MoEVT, initiated several pilot activities addressing girls' education. Focus has been on addressing the gender specific gaps in mathematics and science at secondary schools, specific training of female teachers who teach science as a subject, and Science Camps for Girls have been among the prioritised areas.

459. It should also be noted that commendable progress has been made in Zanzibar with regards to gender disaggregated statistics.

Persisting gender discrepancies

460. At the same time, equal enrolment rates often hide persevering inequalities in specific types of education and field of study.

Tabel 50 Science teachers in TRCs

Teacher Resource Centre	# of schools	# of teachers	# of Science teachers	% science teachers	# of schools with no science teachers
Michakoeni	23	551	16	2.9	17
K/Samaki	29	1308	303	23.2	0
Bubuku	26	1185	339	28.6	3
Mkwajuni	30	867	55	6.4	18
Wingui	11	199	44	22.1	3
Total	119	4110	757	18.4	41

Source: Department of Education 26.01.07

461. Teachers with science qualifications are usually male. The current shortage of science teachers is a reflection of choices made by the students in TTC. Three subject groups can be studied: humanities, mathematics/science or Arabic/Islam studies. The majority of students in the TTCs are female who opt for humanities (Arts). This choice appears to be closely associated with the choices of humanities as field of study in Form 2 and 4. The majority (70%) of teachers at the primary school levels is female, whereas at secondary level nearly to-thirds are male (64%).

462. It is reported⁵⁴ that teachers, and particularly female teachers prefer to be located in the relatively urbanized areas of Urban, West and Central districts. At primary level, these three districts have a higher proportion of female teachers, and a higher proportion of qualified teachers than average, but relatively high pupil teacher ratios. The rural districts of North A and B, and the four districts on Pemba have fewer female teachers and slightly fewer qualified teachers.

⁵⁴ WB Teacher Profile 2006

463. At secondary level, the overall patterns are less marked. Urbanized areas have the greater proportions of qualified and female teachers. Unguja has lower PTR and more qualified and female teachers than Pemba. However, there are stark differences in the distribution of teachers of particular subjects, such as mathematics. In Micheweni district there are only two qualified teachers with mathematics as their major subject, giving a ratio of over 1,900 students for each. By contrast, in Urban district there is a qualified mathematics teacher for every 467 students.

464. Specific gender –based problems may also occur in some areas of the country and not in others. In some coastal areas boys tend to start later than girls in schools because they help out in the fishing sector. Despite Government policy to re-enter, there are still problems for pregnant girls to come back again to school after delivery. In general little is known about why girls and boys are dropping out or their different reasons for this.

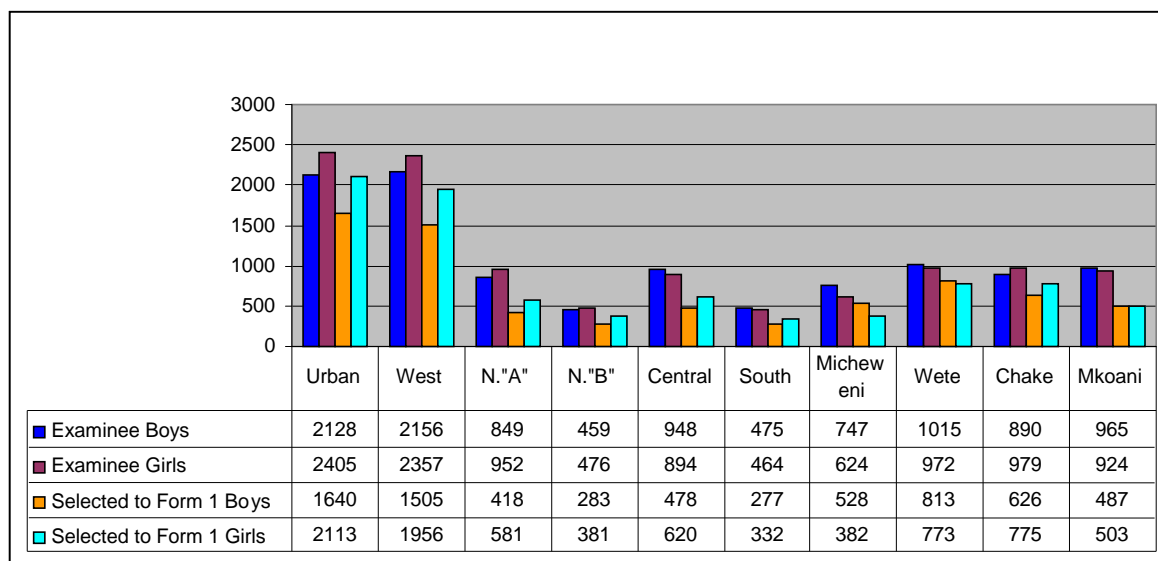
465. In the society at large, there is also a wide discrepancy between households headed by men and women. Women headed households are substantially less well educated than men. The table below shows that more than half (56.6 %) of the female heads of households have no education compared to a quarter (26.6%) of male headed households. The distribution of female headed households averages around 22% of total. There is no information, however, about the extent to which children in female headed households are less, or more, encouraged to attend schools than in male headed households.

	Rural			Urban			Total	
	Male	Female	Total	Male	Female	Total	Male	Female
No Education	36,1	69	42,9	10	37,2	16,1	26,6	56,8
Adult Education	4,9	2,4	4,4	1,5	2,6	1,7	3,7	2,4
STD I-IV	8,4	5,7	7,8	6,1	5,6	6	7,6	5,7
STD V-VIII	22,1	11,2	19,8	27,2	21,9	26	23,9	15,3
OSC Form 4	26	11	22,9	46,8	30,2	43,1	33,6	18,4
Form 5-6	0,8	0,1	0,7	3,8	0,6	3,1	1,9	0,3

Source: Household Budgetary Survey 2004/05 Sept 06 Tables 2.5 -2.7

Performance in school

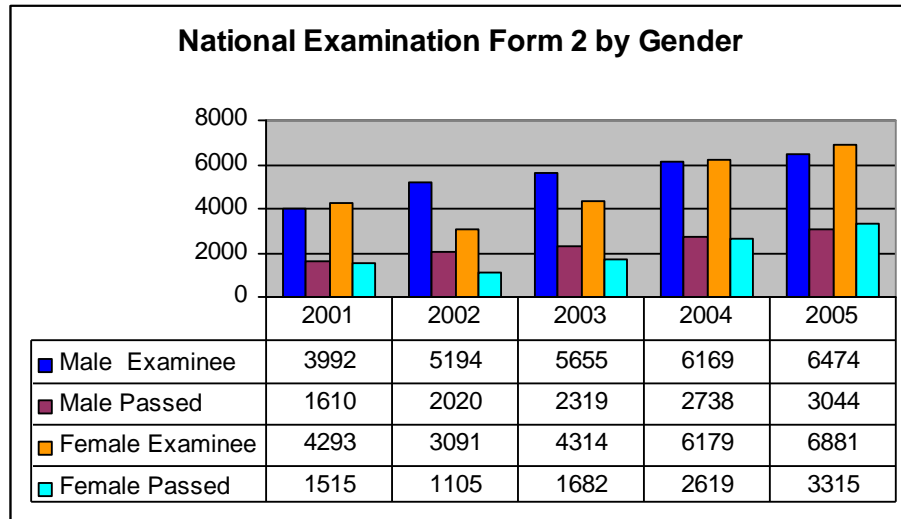
Table 52 National Exam Std VII and Selection to Form 1 by District 2006



Source: Budget Speech 2005/06

466. With the exception of Micheweni, girls sit to examination and are selected more often than boys to proceed to Form 1 in all districts in Zanzibar. It was said that at this level, girls were often found to study harder than boys.

Table 53 National Examination Form 2 by Gender



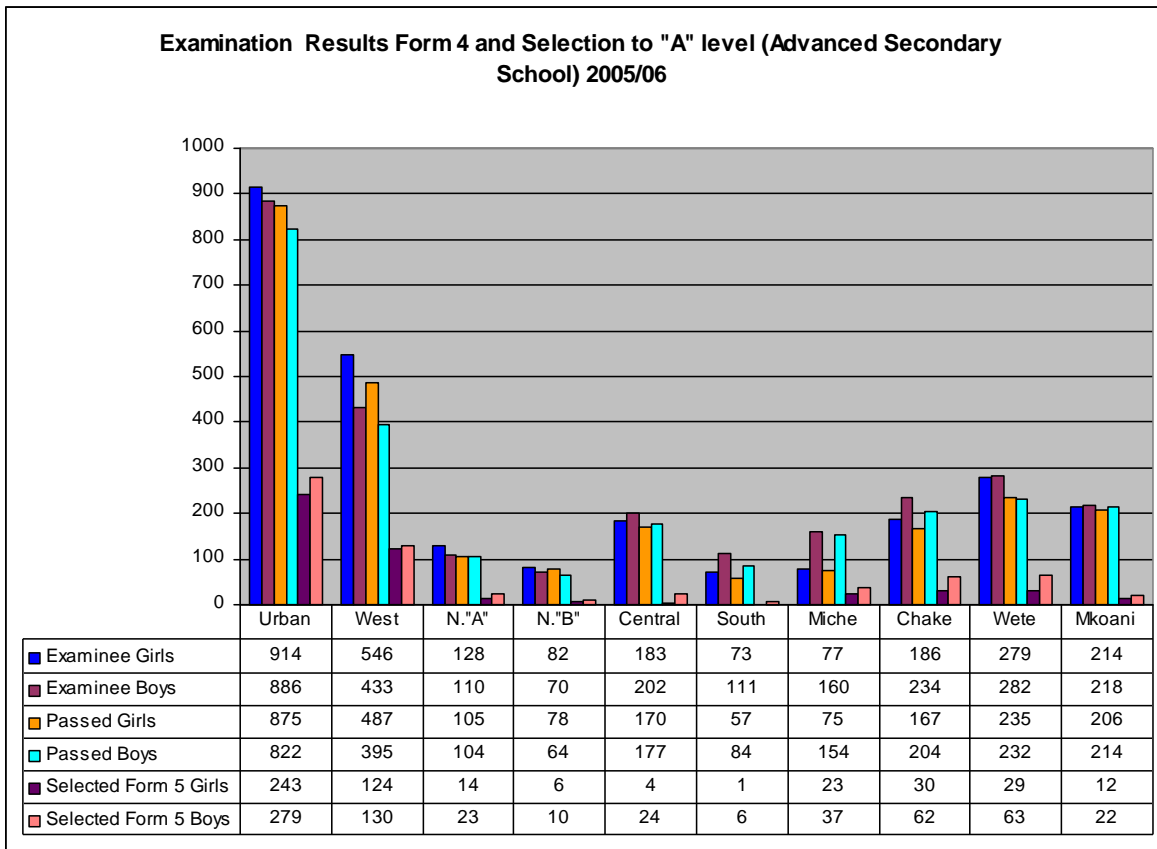
Source: Budget Speech 2005/06

467. Form 2 examination is the real milestone of education in Zanzibar as this is the completion of the compulsory basic education system

468. There are some striking features:

- The pass rate did not exceed 50% for either boys or girls in any of the examinations.
- The gender gap is narrowing and in 2005, girls had a pass rate of 48.2% as compared to boys 47.0
- In terms of numbers sitting for this examination the increase for both boys and girls has been significant. In 2005 38.3% more boys and 37.6% more girls were sitting for the National Examination in Form 2 than in 2001.

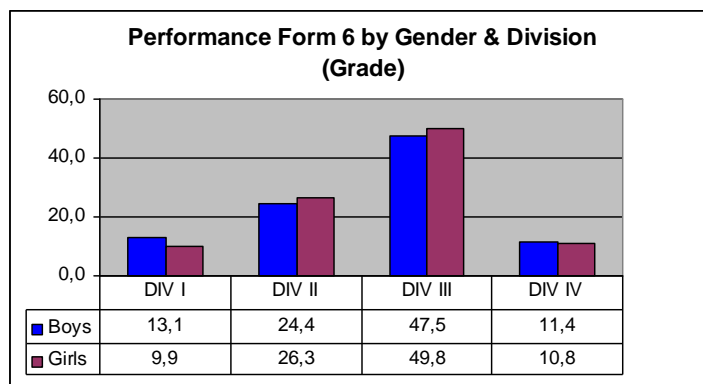
Table 54 Examination Results Form 4 and Selection to "A" Level (Advanced Secondary School) 2005/06



Source: Budget Speech 05/06

469. Boys are more likely to go on to "A" level than boys. Few boys and girls who pass the Form 4 examination, have good enough grades (Division) to be selected to the "A" level of Secondary School. Of the few total students who make it to the "A" level, there are more boys than girls.

Table 55 Performance Form 6 by Gender & Division (Grade)



470. In 2005/06, 579 boys and 426 girls sat for the final secondary school national examination, or Form 6. Of those who make it to this level, more than 96% passes. There is no difference between boys and girls with regards to pass rates. In terms of performance, however, the proportion of boys who scores for the top DIV I is higher than for girls, but at the next best level DIV II the proportion of girls is higher. However, the total numbers are very small.

Inclusive Education

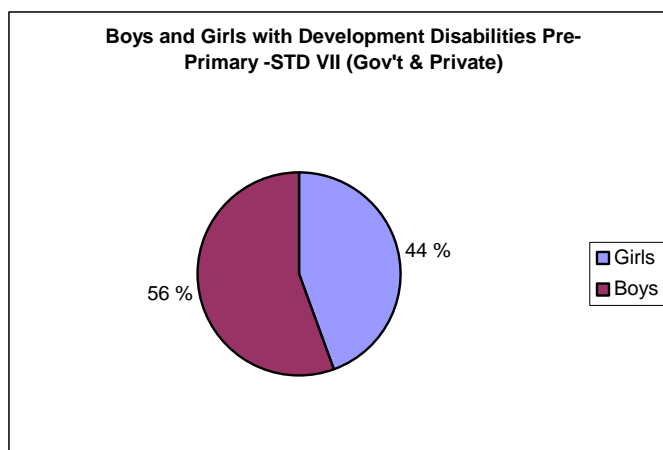
471. The EP06 underlines the RGoZ policy commitment to address the education needs of children with development disability.

Table 56 Enrolment of Children with Development Disabilities 2006				
	Gov't Pre-Primary	Private Pre-Primary	Gov't STD1-Form 2	Private STD 1-Form 2
Urban	5	36	455	62
West	4	52	571	20
North A	3	2	236	
North B	3	2	286	
Central	2	0	221	
South	2	3	143	
Micheweni	3	3	369	2
Wete	5	2	485	
Chake	2	5	390	
Mkoani	0	3	396	
Total	29	108	3552	84

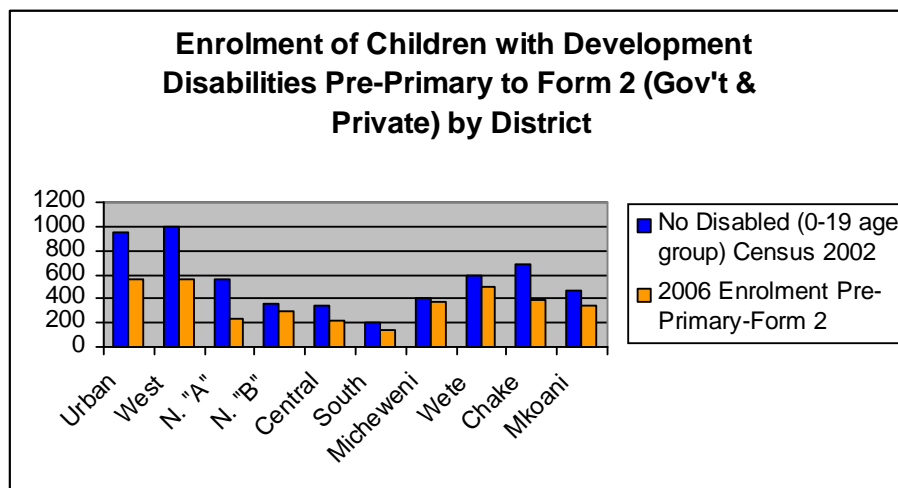
Source: EMIS 2007-02-06

472. The private sector is the largest supplier of pre -primary services to the development disabled children. Between STD I-Form 2 enrolment is large to be found in the government schools. The Graph below indicates that there is a gender discrepancy in enrolment, in favour of boys. However, too little evidence is yet known about enrolment, attendance and completion rates for this group of pupils.

Graph 15 Boys and Girls with Development Disabilities Pre -Primary - Std VII (Govt. and Private)



Graph 16 Enrolment of Children with Development Disabilities by District



Source: Based on Census Data from Each District., 2002 and EMIS Data 2006.

473. Caution need to be made in analysing these data. For the first, during the Census respondents volunteered with information. In Zanzibar it has been known that some parents are reluctant to provide information about the development needs of their children. Secondly, in cases where enrolment figures are high, there is a concern that the school environment is not conducive. Interaction with teachers and other students may often not promote a positive learning process for children with development disabilities.

474. MoEVT has taken several steps address the situation and has so far linked up with three NGO partners to promote inclusive education in the mainstream education system (primarily at primary level).

- 1) ZAPDD⁵⁵ with NFU⁵⁶ support
- 2) MKEZA , a project with USAID support, now discontinued.
- 3) WHY⁵⁷

475. In total these projects have registered 1,523 children who have special learning needs in these pilot areas. The number is increasing every day.

476. The ZAPDD/NFU project was carefully based on a Needs Assessment which was conducted in partnership with MoEV. After having screened 100 schools, 20 schools were chosen as pilot schools. The pilot has included training of teachers, development of materials, module - based manuals and some adaptation in the school environment. An independent evaluation report of the project is forthcoming Mid-March 2007. While no conclusions can be made at the point of this situational analysis, there is some confirmation that promising experiences have been gained and that it is possible to greatly improve these children's learning opportunities with relatively modest means.

477. The Mkeza included only smaller components of inclusive education, and according to the MoEVT Unit for Inclusive Education, much of the support was in the form of delivery of teaching and learning aids. Children and schools who were selected as beneficiaries have not been systematically followed up. The third project, WHY, is relatively new, and implementation has not yet started in the six pilot schools in the South.

478. Unicef⁵⁸ states that the group of identified vulnerable children that in particular seem to be deprived are children living with disability. Enrolment in formal education is substantially below

⁵⁵ Zanzibar Association for People with Development Disabilities

⁵⁶ Norwegian Association for People with Development Disabilities

⁵⁷ World Home for Youth Italy

enrolment levels of other children. Unicef finds it financially feasible to ensure full enrolment of disabled children, both in mainstream schools and by establishing special schools/educational support.

479. It should be noted that the process of including topics of inclusive education in teacher training curriculum has begun at the Islamic College. This promising start might possibly be mainstreamed to all pre-service and in-service training programmes. It should be noted, however, that also physical constructions need to be particularly concerned with accessibility for all, and that MoEVT would also probably benefit greatly had Zanzibar had more specialists in various fields of development disabilities.

HIV/AIDS

480. HIV/AIDS prevalence in Zanzibar is relatively low. UNICEF shows that a community survey (2002 Ministry of Health and Social Welfare) among the 12 -65 year old population found HIV/AIDS infection rates of 0.9 percent for women and 0.2 percent for men. Awareness on HIV/AIDS is also high, and engagement in risk behaviour is relatively low. But risks are there; substance abuse is on the increase, the large number of youth with little education and few job opportunities. A particular vulnerable group is the AIDS orphans (more than 500) who are often abused at school and live under appalling conditions, they were often lack basic care, uniforms and have problems with adhering to school regulations because of their poor living conditions. This is a specific risk group for dropping out of school.

	Teacher		Student		MOECS	
	Tested	Positive	Tested	Positive	Tested	Positive
2001	11	1	26	0	1	0
2002	112	2	278	4	3	0
2003	115	3	477	10	10	1
2004	207	1	313	1	1	0
2005 June	105	1	155	1	1	0

Source: ZACP Zanzibar AIDS Control Programme 2006

481. In response to the epidemic the RGOZ implemented a number of programs since HIV/AIDS cases were identified in mid-90s. A major achievement is the establishment of a special national focal point, the Zanzibar AIDS Commission, which has mandate in areas of coordination, mobilisation and advocacy inclusive of monitoring and evaluation. ZAC is an autonomous body⁵⁹. ZAC has developed a National HIV/AIDS Strategy Plan for 2003 -2007. An inter-ministerial TAC has been established. However, every ministry works by itself and there are no joint projects or activities.

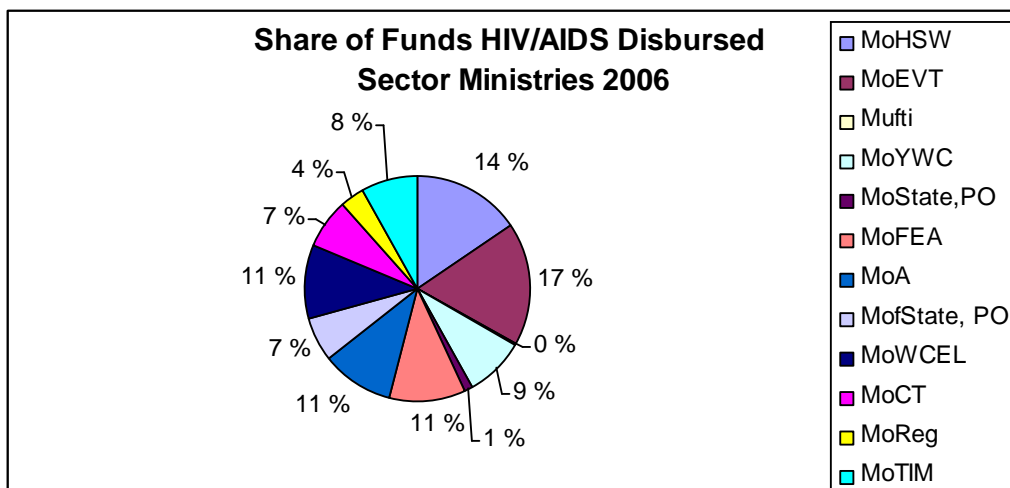
482. The MoEVT (then MoECS) developed its Strategic Plan for Mainstreaming HIV/AIDS into the Minister's core functions in 2005. The Government's commitment to combat spread of HIV/AIDS is reiterated in the Education Policy 2006. All education institutions at all levels are to integrate HIV/AIDS into the curriculum. Special youth clubs will be established at school levels.

483. A special HIV/AIDS Focal Person has been assigned to coordinate the activities. Focus is on prevention and protection. The Counselling Unit and Gender Focal Person are especially active, and they work closely together with the HIV/AIDS Focal Person. "Life skills" is an important component of the educational approach, and there is close relationship between MoEVT and UNICEF, UNESCO, Aya. A "Life Skills" manual have been produced for teachers, and some follow-up training provided.

⁵⁸ Update of the Situation of Women and Children in Zanzibar. Research on Poverty Alleviation, Oct.2006

⁵⁹ Established by the Act no 3 of 2002

Graph 17 Share of Funds HIV/AIDS Disbursed Sector Ministries 2006



Source: AR/ZAC /2006

484. Funds for activities are drawn from ZAC which receives funds from TMAP⁶⁰. The Graph above shows that the MoEVT has received 17% of the disbursed funds and is thus in a favourable position compared to other ministries. ZAC has institutionalised a system in which a quarterly plan must be developed and before releasing new funds, accounts for the money already received would have to be accounted for. Activities have hitherto been workshop - oriented as well as sensitization of particularly youth at school levels.

485. UNICEF estimates that approximately 30% of all basic schools have established a Life Skill programme, and that a major focus in these relate to HIV/AIDS protection. MoEVT receives a large part of its funds for training of peer educators in life skills education from UNICEF.

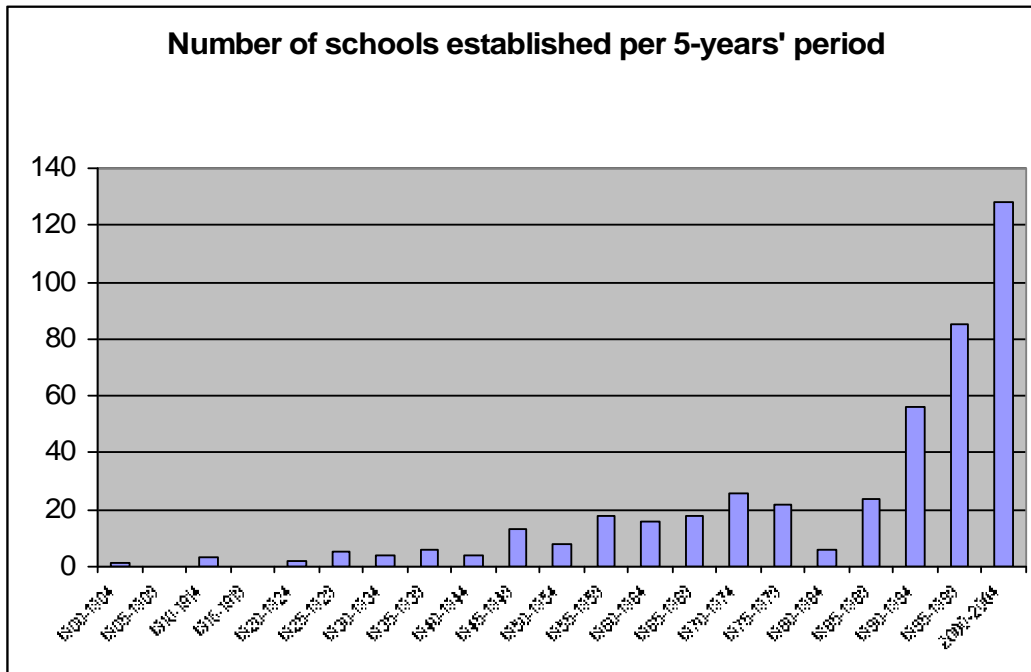
486. The Alternative Learning Centre for 15 -19 years old has a HIV/AIDS committee where the youth can discuss HIV/AIDS related issues and risk behaviours. There is a need for systematic monitoring of the effects of all such activities. Children living with HIV/AIDS and HIV/AIDS orphans need to be particularly addressed in the future.

⁶⁰ Tanzania Multi-Sectoral AIDS Project, the Zanzibar Component, coordinated by ZAC

Chapter 14. Education Infrastructure

487. EMIS includes information of establishment year of the schools. Of the 486 schools which have replied in 2006, 13 have not reported year of establishment, and one school is reported to have been built in 2009. The establishment year (split in 5-year periods) of the remaining 472 schools are according to the graph below.

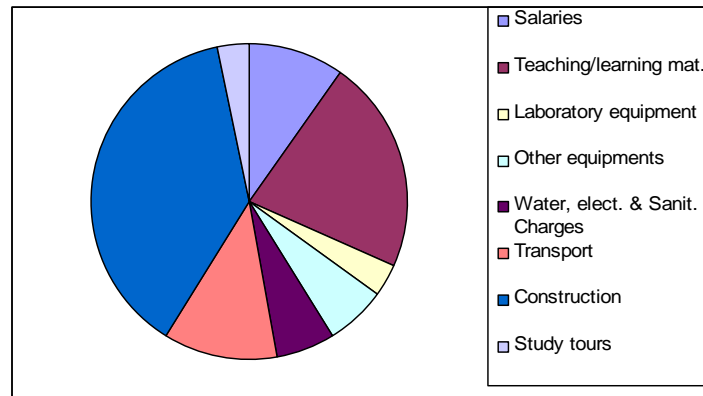
Graph 18 Number of Schools Established per 5 years period



488. The graph shows that the first schools were established in Zanzibar already during the first years of the 19th Century and that there were increased school construction activities up to the end of the 1970-ies. After the clear reduction the following years, there have been considerable increases in school building work from the 1990-ies and to current times.

489. The ZEDCO Local Community Study reflected the fact that the SMCs are heavily involved in school construction and maintenance. Also the schools report of substantial expenditures for construction: EMIS found that schools reported expenditures for construction of Tsh 174,984,621 in 2006. Keeping the relatively large “other” categories out, the considerable expenditures made by schools is as the following pie graph illustrates:

Graph 19 Type of expenditures in Government Schools except the “other” category – 2006

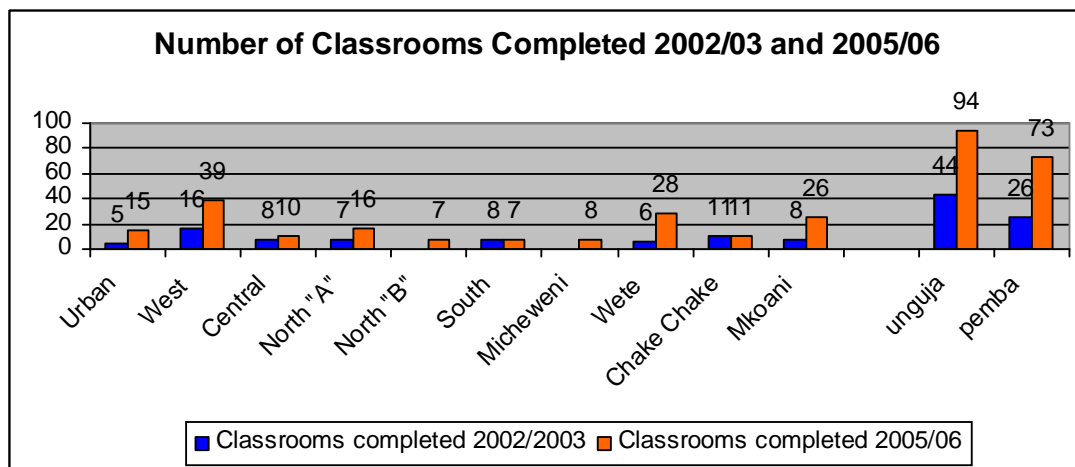


Source: EMIS 2006

490. The cost-sharing element is formalized in Zanzibar. The communities are responsible for putting up physical infrastructure to a certain level, and ensuring their maintenance. The guidelines for cost sharing between government and other stakeholders were issued in 1992 and updated in 1999.⁶¹ The private sector is invited to donate funds either by establishing private schools or to donate funds for running of government schools. Local communities, parents and NGOs are invited to provide with funding, labour and material.

491. The increase in progress of classroom construction is well illustrated by the following graph.

Graph 20 Number of Class-rooms Completed 2006-2006



Source : Budget speech table 11 (a) 2002/03 and 2006/07

492. Construction of classrooms is a joint undertaking between MoEVT, community and development partners. All in all the annual total number of completed classrooms has more than doubled in Unguja

⁶¹ Cost sharing policy in government schools. Guidelines nr 10, Edition 1999. In Kiswahili: Sera na Utaratibu wa Uchangiaji wa Gharama za Elimu Katika Skuli za Serikali. Umetolewa Na Wizara Ya Elimu, Zanzibar, Novemba, 1992. Mwongozo wa kazi nam.10 (Toleo la 1999)

and nearly tripled in the case of Pemba between years 2002/03 and 2005/06. This positive development is first of all an indicator of a significant interest of the communities to establish more classrooms⁶².

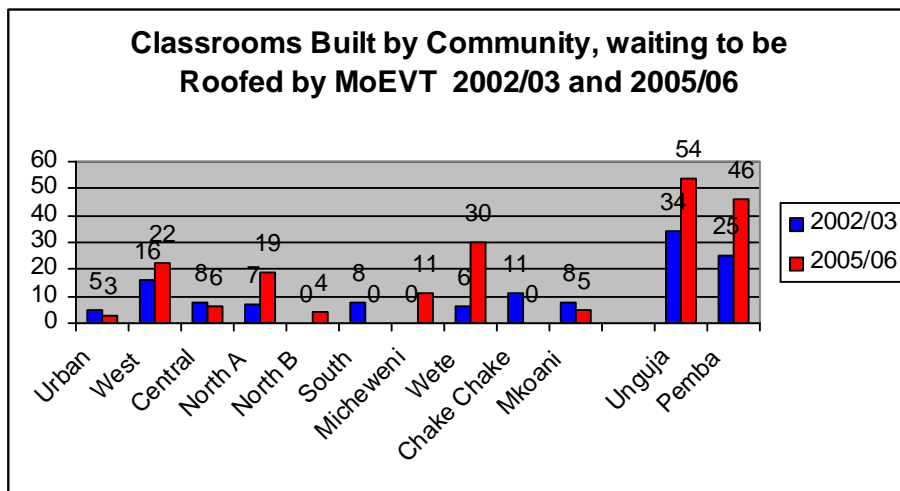
493. The MoEVT maintains control over decisions regarding education policy, budget, and overall operation in terms of curriculum issues, national examinations and deployment and financing of teachers. However, decisions to establish a school are left to the community.

494. For government schools the communities contribute to physical construction of classrooms as follows:

- *Collection of funds*
- *Building of classrooms, offices, libraries, toilets, stores up to roofing*
- *Maintenance of buildings*

495. The MoEVT has the responsibility for roofing, finishing such as plastering, painting and furnishing the classrooms. However, according to the Budget Speeches from the respective years MoEVT is lagging behind in terms of this responsibility.

Graph 21 Classrooms waiting to be Roofed by MoEVT



Source: Budget Speeches 2002-03 and 2006-07 Table 11 c

496. In monetary terms it is difficult to estimate the value of contributions from communities and MoEVT respectively. In some communities distance and other contextual matters increase costs. Communities frequently also build standard classrooms in collaboration with the building inspectors from the MoEVT. There is one building inspector responsible for each region. Representatives from the MoEVT estimate that expenditures for roofing and finishing are twice as much as the foundations and walls up to the ring beam.

⁶² In Micheweni Primary School the community had fulfilled its commitment of constructing 9 additional classrooms as well as 2 rooms for the preschool almost two years ago. The community was still waiting for the government to fulfil its part of the commitment to finish the building.

Rehabilitation/maintenance

Districts	2002/03		2005/06	
	Identified for rehab.	Rehab. in progress	Identified for rehab.	Rehab. in progress
Urban	3	18	11	16
West	9	44	30	0
Central	4	0	16	4
North A	4	0	19	8
North B	11	0	8	0
South	4	0	7	0
Micheweni	0	0	17	0
Wete	4	0	8	0
Chake Chake	4	0	8	0
Mkoani	12	0	10	0
Unguja	35	62	91	28
Pemba	20	0	41	0

Source: Budget Speech 2002/03 and 2006/07 Table 12 b) and c)

497. The table above indicates that the number of classrooms which have been identified for rehabilitation has increased significantly over the last few years. The number of classrooms which are actually undergoing maintenance and rehabilitation is relatively few. There is a clear difference between Unguja and Pemba in this regard. There were no classrooms reported to the MoEVT as being under rehabilitation in Pemba. It should be noted that even in the case of Unguja, which has twice the population size as Pemba, the number of classrooms under actual maintenance/ rehabilitation is less for 2005/06 than for 2002/03. The extent to which this is an indication of a reduction of the communities' ability to pay or willingness to pay could not be ascertained.

498. In 2002/03 25 classrooms were completely rehabilitated, but in 2005/06 only a total of 11 were reported by MoEVT as completely rehabilitated.

Issues

499. When it works well, community contribution can spread the burden of resourcing education, so that it does not rest solely with either parents or the governments. A noticeable feature is that when parents contribute with direct finances, the community at large takes a lot of responsibility in construction. A factor yet to be established is whether the MoEVT guidelines for community contributions reflect the real contributions at various levels.

500. Parents bear the brunt of the contributions, both financially and in terms of labour and material. The direct household expenditure levels appear high, in particular if a family has children in various schools and at various levels. The fee-free education at primary level has not meant that the education is free of costs. Some people seem to be reluctant to contribute as per conviction, but in most cases people seemed to be willing to contribute a lot but that poverty was a hindrance in this regard.

501. Community financing can also exacerbate regional and social inequalities, as some communities have more direct access to regular funds than others e.g. if there are many dynamic influential business people in the localities.

502. In construction the MoEVT has established standards, but there was no information about actual unit costs per classroom as these were considered to vary with location. No School Mapping has been undertaken in Zanzibar. Hence in terms of planning for school infrastructure the DEO, REO or the MoEVT seem not to have statistical basis for prioritisation.

503. Quite a number of classrooms are yet unfurnished. Buildings remain standing incomplete a long time after the communities have contributed their parts. This seems to relate partly to poor oversight at regional and district levels, due to absence of school mapping and overall plans.

504. Participatory approaches in its broadest sense have been more prominent in community owned schools (ZMRC/AKF) than other structures. That approach usually requires different institutional arrangements, more time and more resources. For instance, it requires two years intensive follow-up and discussions with religious leaders, shehias, villagers and others to establish a community -based pre-school of the necessary quality and with a reasonable chance of becoming sustained by the community. A bottom-up approach is crucial in achieving interventions that are both effective and sustainable, but will not only be possible in government structures as additional staff trained in methods of community interaction and mobilization will be necessary.

505. Ceiling for parents contributions. It is important to follow closely and assess the situation regarding communities' and in particular parents' contribution to education. There should be ceilings for how much poor families with several children are paying for education services. This is also stated in EP06.

506. The education reforms described in EP06 obviously have consequences for the need for new and upgraded school buildings. The Basic Education Improvement Project will provide 19 new schools for lower and upper secondary education expansion. As part of the upcoming programming of the ZEDP, an assessment of needs for school infrastructure provisions for standard 1 to 6 over the period 2008 - 2012/15 needs to be undertaken. The MoEVT's capacity to oversee a substantial infrastructure building and renovation program must will be a critical factor in implementation.

507. The increasing volume of school infrastructure will represent a maintenance challenge, both technically and in terms of the financial burden on the recurring budget. This issue needs to be addressed as a critical part of the ZEDP planning.