

PN-ACA-330

93457

**INSTITUTE
FOR
POLICY
REFORM**

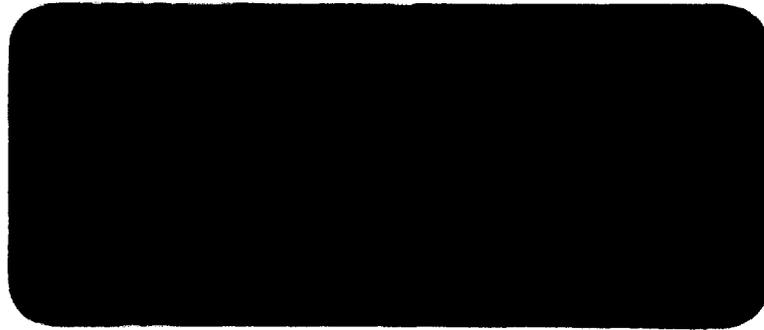
IPR Working Paper Series:

**Determinants of Educational
Achievement and Attainment In Africa**



February 1997

**Institute for Policy Reform
1400 16th Street, N.W., Suite
Washington, D.C. 20036
Tel: 202-939-3450; Fax: 202-939-3458**



The papers in this series were prepared under a cooperative agreement between the Institute for Policy Reform and the Agency for International Development, Cooperative Agreement No. AEP-5463-A-00-4015-00, except for the Mason and Khandker and Deolalilar papers. Supplementary funds were provided by Save the Children Federation, the Aga Khan Foundation and the International Institute for Educational Planning. Views expressed in these papers are those of the authors, not necessarily those of these organizations.

**INSTITUTE
FOR
POLICY
REFORM**

IPR Working Paper Series:

**Determinants of Educational
Achievement and Attainment In Africa**

**An Assessment of the
Community Education Fund
(CEF), Pretest Phase in Tanzania**

Suleman Sumra
BERE, Faculty of Education,
University of Dar es Salaam

February 1997

Abstract

This is an evaluation of the early stages of a pilot program that provides funds to local communities on a matching basis (the formula depending on local income) for school improvements. So far, the system is working well: acceptable plans for using the funds have been prepared, the mechanisms for ensuring proper protection and use of the funds are operating well, and, as a consequence, parents have been willing to contribute more than in previous years. Questions about the long run viability of the scheme and effects on school outcomes are raised.

EXECUTIVE SUMMARY

Education in any country is a basic human right. Improving Tanzanian children's access to and the quality of education is crucial for the national economic and social development. The country witnessed impressive achievements in the education sector in the 60s and early 70s. However since mid 70s primary education has been plagued by dropping gross enrollment ratios and deteriorating quality of education.

Community Education Fund (CEF) is a project devised by Merit International, a private consultancy firm to alleviate some of the bottlenecks facing efforts at improving the quality of primary education in the country. The project which was designed under the supervision of the Ministry of Education and Culture and is funded by an IDA credit from the World Bank.

The objective of CEF is to promote school enrollment and school attainment by enhancing the quality of education offered in primary schools. quality of primary education was to be enhanced by increasing private and government spending on primary education; promoting school based management; providing parents with an opportunity to control how resources were spent; increasing teacher motivation and fostering competition in the primary school sector.

The main component of the project was that all the participating schools will receive a grant related to the amount of fees they collect. Schools in below average income communities were to receive 200 percent of the amount parents raised. Average income communities were to receive 200 percent of the amount parents raised. Average income communities were to receives a total grant of 150 percent of the amount they raised; and above average income communities were to receive a total grant equal to 100 percent of the amount they raised. The maximum amount that any schools was to receive under the project was 6,000 shillings per pupil.

Merit International carried out a pretest phase in four schools in Kibaha district, selected in collaboration with the District Education Office. These schools were Mkuza, Vikuge, Tumaini and Mwanabwito; all a short distance from the town of Kibaha. Merit International carried out an intensive promotional activities in these four schools to convince parents and teachers to participate in the project.

The pretest phase of the project was started in September 1995. Data for the study was collected for a period of three months from November 1995 to January 1996. As there was a certain overlap between data collection and the pretest implementation phase of the project it was not possible to measure some the expected outcomes of the project. It was not possible to make any judgement, for example, on the effect of the project on enrollment and attainment. Apart from collecting data from the four project schools data was also collected from four control schools.

The major findings of the study are as follows:

Our data shows that there has been an increased spending, both private and government, in the project schools. In each of the four schools parents decided on a fee that was to be charged for each pupil in the school. The fees ranged between 2000 and 4500 shillings per pupil. Parents were given three months in which to pay the fees. Although not many parents paid the fees, the school committee and the schools borrowed money on behalf of the parents and money was deposited in the school bank account. Merit International then deposited the matching grant in the school account. Schools in the project had more resources at their disposal than had been a case before.

This raises two issues. Are the resources raised enough to improve the quality of primary education? Can the government on a sustainable basis continue to provide matching grants to all the primary schools in the country? We feel that the maximum resources that can flow to the schools are so little that it is unlikely that the project will make a great deal of a difference on the quality of primary education.

This is not to say that the amount collected is totally insignificant or the project will not achieve anything. Schools have more resources available to them than before. Certainly the increased resources will result in more permanent structures. But this is not enough to achieve an improvement in the quality of primary education

Three of the schools decided to spend their money on building additional classrooms. One school decided to use the money to buy desks. As adding a new classroom or new desks is not going to improve the quality of education, the enthusiasm of parents to continue paying may not last long. Parents are not going to continue contributing unless they see marked improvements in the quality of education provides in a short period of time.

The ability of the government to sustain the project nationwide is questionable. If all the schools were to be involved in the project, with a total student population of 3.5 million and with a maximum contribution of 6,000 shillings per pupil this will require an additional 21,000,000,000 shillings, above what the government was spending on primary education. It is difficult to see where the money will come from. Currently the government spends around 3,500 shillings per pupil on primary education. Twice as much more money will be required to sustain the matching grant to all schools.

As our data shows the project has led to school based management. For the first time teachers have been involved in preparing a school plan and their enthusiasm for the project was high. Schools also have resources at their disposal which they can use to improve the schools. This we think is very positive as teachers begin to think of ways of improving the schools and feel involved in its activities.

Our data also shows that the project provides an opportunity to parents to control how resources are used. Through school committee and village government, parents are involved

in deciding how money will be raised and used. It gives them a feeling that the school belongs to them and that they are primary responsible for its improvement.

The ability of the local community and parents to exert control over the schools will depend to a large extent on their knowledge and perceptions of educational issues. The feeling of empowerment will depend on their education level among other things. As we have seen, the majority of the parents in the school committee have no or very little formal education. Their sense of control can be increased by providing them with short, periodic courses on school improvement activities.

Teacher motivation had certainly increased in the project schools. The very fact that they have a role to play increases their motivation and feeling of self worth. Teachers have to play an important role in the project if one is to see an improvement in the quality of education being provided. Teachers in Tanzania, and especially those in primary schools are underpaid. Most teachers as a result most teachers have other ways to increase their income. The project because of its novelty, may generate enthusiasm over a short period of time, it is unlikely that the enthusiasm can be sustained without a significant change in teachers' welfare. The project increases teachers work load by requiring them to prepare school plans, by keeping accounts and by generally getting them involved in the project without increasing their pay or compensating them in material way.

One of the ways in which the quality of education was to be improved was through fostering competition in the primary school sector. This has not happened. Nor do we think that is a necessary condition for quality to improve. In fact if this happens, it may have negative consequences. Schools that charge high fees will have a better chance of improving the quality of education and thus attracting children of rich parents. Parents who could not afford to pay will choose schools where the fees are low and therefore chances of improvement also low. Competition between schools can lead to good schools for rich children and poor schools for children of poor families.

Currently the project was being implemented by Merit International, a private consultancy firm. The firm has been very efficient in running the project. Difficulties will surely arise when the Districts will take over the project. District Councils have been found to be inefficient and have a high level of corruption.

Finally we look at some aspect that may limit the effectiveness of the project. Tanzania is basically a rural community. The income of its people depends on the uncertainty of nature on one hand and on the market conditions for their crops. They do not have a guaranteed income. In all the four schools where parents were making contributions, they always said that they were willing to pay if and when their crops were sold. Having school plans that depend on timely contributions by parents may lead to problems in implementation. It is also likely that during drought or in years when crop prices are low parents may be unable to pay. This aspect of Tanzanian reality needs to be built into a project like this.

Tanzanian curriculum at all levels has been criticized for being too ambitious and irrelevant. Examination systems are out dated and secretive. Primary School Leaving Examination must be the only exam in the world whose results are not available to pupils who sat the exam nor to the teachers who taught the pupils! These are the issues that constrain the improvement of the quality of primary education. To change the situation will take much more than financial contributions from parents.

The project may also face practical difficulties. One of the element of the project is that each school would open a bank account. There are areas in Tanzania where the nearest bank to a school is more than 100 km away. In many schools it may not be feasible to have a bank account. In many areas it will take a long time before a cheque is received from the organ concerned, deposited and money received. In Kibaha this was easy as the Offices of Merit International was in Kibaha nearby to the project schools. This has far reaching implications. Parents have faith in the project because they can control the use of funds by requiring a member of the school committee to be a signatory. If this confidence is removed the contribution levels may decrease.

The pretest phase of the project has been expanded to include an additional 31 schools. The full launch of the test phase is planned for early 1997.

Introduction

Social service financing has been an area of major concern by governments in many developing countries. This concern arises from two main issues, first the need for equity and second from budget constraints arising from pressures to expand the social service sector.

Right from 1961, Tanzania gave high priority to the eradication of ignorance. After its independence Tanzania's leaders articulated a coherent and widely admired general orientation and set of priorities for education. The emphasis was put on expanding the availability of schools to increase enrollment. With the introduction of Universal Primary Education (UPE), efforts to get all children enrolled in primary education were intensified. Enrollment in primary schools rose from 1.2 million in 1974 to 3.5 million in 1981. Efforts were also made to eliminate adult illiteracy. Notwithstanding Tanzania's poverty--even during difficult times government spending on education was maintained--those goals were substantially achieved.

The 1980s were a period of stress for Tanzania on many fronts. Most dramatically, after recurring economic crises, the country, still heavily dependent on imports, had very little foreign exchange with which to purchase them. Problems erupted throughout the Tanzanian economy and society. With a shortage of replacement tires, buses and trucks were idled. Abundant in some areas, food could not be easily moved around. Potholes in the roads were matched by leaking school and hospital roofs, crumbling bridges, and decaying telephone cables. Education and training programmes--areas where there had earlier been striking successes--were also severely affected. Although by the early 1980s nearly all the young were enrolled in primary schools, their classrooms had far more pupils than desks or books, many of the teachers had limited training and even less equipment, and education quality was widely perceived to be declining as rapidly as the physical plant.

By mid 80s, gains made earlier in provision of education were getting steadily eroded. Total enrollments in primary schools stagnated. For most of the late 80s and early 90s total enrollment in primary schools was far below the number of school age children. For example, in 1993, the gross enrollment rate for primary schools was only 74 percent, down from 90 percent in 1980. The gross enrollment rate was 51 percent for standard 6 and 22 percent for standard 7.

The decline in enrollment and deterioration in the quality of education has to do with the rapid expansion of the sector in late 1970s. The education sector experienced continuous underfunding of both recurrent and development expenditures. This

deterioration continued during much of the 1980s because of worsening economic conditions. In 1990, the Government began for the first time since independence to allow the development of accredited private schools. With modest economic improvements during the 1990s, the decline in the education budgets recovered somewhat, but significant quality improvements have yet to occur.

The Project

The Community Education Fund (CEF) has been designed by a private company (Merit International Limited) under the supervision of the Ministry of Education and Culture. It is financed by a loan from the World Bank. The objective of the fund is to promote school enrollment and school attainment by enhancing the quality of education offered in primary schools. Quality of school will be enhanced by increasing private and government spending on primary education, promoting schools-based management, providing parents with the opportunity to control how resources are spent, increasing teacher motivation and fostering competition in the primary school sector.

In 1991/92 government per pupil grant for primary education was around TS 3,500. Apart from this grant schools generated TS 48 per pupil from their self reliance activities. Each pupil was also required to pay 200 shillings as school fees. Most schools also required contributions from parents above the 200 shillings which they were required to pay as school fees. These contributions differed from school to school; in some schools no contribution was required while in others parents had to pay more than 4000 shillings. These contributions took many forms. Contributions were required for things like classroom buildings, desks, school open days, sending school team to sports meet, buying fuel for the national torch, and so on. There was little or no accountability on the part of schools as to how their money was used.

Of the government allocation, more than 76 percent was spent on teacher salaries and other emoluments. Only one percent was for school development. There was very little money left for text books and other teaching aids.

The basic idea behind CEF is that all participating schools receive a grant related to the amount of fees they collect. Schools in below average income communities will receive 200 percent of the amount they raise. Average income communities will receive a total grant of 150 percent of the amount they raise; and above-average income communities will receive a total grant equal to 100 percent of

the amount they raise. The total amount that any school can receive under this project will not exceed a maximum contribution of 6,000 shillings per pupil.

Through the project it is envisaged that total funding from both private and public sector going to primary education will be increased. The project anticipates that households will be motivated to contribute for their children's education. The project will also increase the level of government funding going to primary education because the matching grant will be provided as a supplement to the government's current level of funding.

The project will promote school-based management, as schools will be free to use the incremental resources on any school related expenses they want, provided that they receive approval for the expenditure from the village council. Schools will be able to use the funds according to a plan drawn up in collaboration with the village government.

Parental role in the project implementation is crucial. Through the village government and through the school committee, parents will determine the levels of parental contribution. Parents will also have an incentive to see how the funds are spent by the schools to improve the quality of education.

The project will motivate teachers by providing the school with resources to upgrade the teaching environment. Further, parents can also decide to provide through the fund, monetary incentives to teachers.

This project will also foster competition among schools. Schools will compete for increased enrollment because additional enrollment will mean more school fees and a larger matching grant. School competition will lead to increased school quality and increased accountability to parents.

The Project Area (Kibaha District)

Kibaha district in the Coast (Pwani) region was selected where the project would be pre-tested. Four schools in the district were selected for intervention during the pre-test phase of the project.

Kibaha is one of the five districts in the Coast region. According to the last census held in 1988, the district had a population of 83,018 of whom 41,295 were male and 41,723 were female. The district lies near to Dar es Salaam and quite a number of people from Dar es Salaam have bought land and farms in Kibaha. Increasingly areas in Kibaha are influenced by the growing city of Dar es Salaam.

Kibaha has 45 primary schools with a total enrollment of 12,805 pupils of whom 6,660 were male and 6,145 were female. Total enrollment in primary schools

fluctuates from year to year. Total enrollment in primary schools in 1994 was lower than in 1985.

There were 507 teachers of whom 354 (69.82%) were female and 153 (30.18%) were male. Two hundred and twenty four (44.18%) of the teachers were Grade A and the rest were Grade B. More of the male teachers were Grade A (48.37%) compared to female teachers of whom (42.37%) were Grade A.

Methodology:

In all eight schools were visited, four project schools and four non-project schools. The project schools were Mkuza, Vikuge, Mwanabwito, and Tumaini. Four schools within the district were randomly selected as control schools. These were Mtongani, Mwendapole, Visiga and Kongowe. In each school interviews were conducted with Head teachers, the deputy Head teacher, and teachers. The chairperson of the School Committee and other members of the school committee were also interviewed. Six parents from each school, three male and three female, were interviewed to get the opinion of the people not directly involved with the project. Discussions were held with the District Education Officer and the officials of Merit International who are responsible for managing the project.

Project Schools:

All the four project schools were west of Kibaha town. Mkuza was along the road to Morogoro road, two kilometers from Kibaha town. Vikuge was about 17 Km off the Kibaha - Morogoro road. Tumaini and Mwanabwito were two kilometers apart about 13 km from the town of Mlandizi. All four schools were located in a rural setting, drawing their students from the nearby farming communities.

All four schools were recent schools, built between 1975 and 1981 in the wake of the decision by the government to implement UPE. All the four schools were built by the local communities under the self help scheme, whereby the government provided building materials and the villagers provided their labour.

Most of the school buildings, when built, were temporary in nature with mud and pole structures. Recently all the schools had started replacing these temporary structures with cement block buildings. Mkuza school had one new block with four classrooms and one old block with five classrooms. The old block was in a very poor state and was in danger of collapsing if not repaired soon. Vikuge had three blocks of classrooms, with only one block built of cement blocks. Tumaini had only two of its seven classrooms built of cement blocks. Only Mwanabwito had all its nine classrooms built of cement blocks.

11

All four schools were fairly small. Mkuza, which is closest to Kibaha town had 417 pupils. The farthest school from Kibaha, Tumaini was the smallest with 149 pupils. The number of boys and girls in these schools were almost equal.

The number of teachers varied between schools. Mkuza had a total of 23 teachers. Other three schools had between six and seven teachers. Kibaha is a regional headquarters and like all regional centers and large towns the proportion of female teachers was high. More than 80 percent of teachers at Mkuza were female. Mkuza also had better trained teachers. More than 65 percent of the Mkuza teachers were Grade A teachers. Grade A teachers are those who had two years of teacher training after completing four years of secondary education. Grade B teachers are those who had two years of training after completing seven years of primary schooling. Nearly all of the teachers teaching in primary schools are Grade A or B teachers.

Teacher pupil ratio also varied. Mkuza had the lowest teacher pupil ratio, one teacher for every 18 pupils. Vikuge had the highest teacher pupil ratio of 42.

In-service opportunities for teachers were limited. At Mkuza, for example, only two teachers in the last ten years had received any in-service training. It is common for a teacher to finish his/her teaching career without receiving any in-service training.

The school day and year are similar for all the government primary schools in the country. Number of periods per day to be taught and the number of periods per subject are all set by the Ministry of Education and Culture. All the schools have to teach the same subjects and follow the same national curriculum. At the end of the primary schooling all the pupils have to sit for the same national examination.

In all the four schools visited, there was no formal home work policy. Teachers were free to give home work when they deemed it necessary. As majority of the pupils had no access to text books at home, it was difficult for the teachers to assign home work to the pupils.

Textbooks to primary schools are supplied by the government. Private markets for the supply of text books has not developed in the country. Only in an urban center can a pupil buy a textbook from a bookshop. However, it is not common for pupils to have their own textbooks.

Text book situation in the four schools was precarious. Most of the subjects had no text books. Even where text books were available, one book was shared between anywhere up to 10 pupils. It was common to find one school having an overstock of one text book while at the same time a nearby school had no text book of the same kind.

Each primary school in the country is required to have a school committee. Each school committee is required to have between 10 and 15 members of whom 3 are teachers. The Head teacher acts as the secretary of the committee and the chairperson of the committee is elected among the parents.

All the four schools had a functioning school committee which met at least once a month. Special meeting was called to discuss any pressing matter. The school committee dealt with issues such as cases of prolonged absence of pupils from school, students discipline and mobilizing parents in support of the schools. With the involvement of the four schools in the CEF project, the committees had become more active. It discussed the amount of fees to be set, ensure that all the parents paid up, and approved the school plans. It also approved applications for the use of school funds.

In all the four project schools, a sub-committee of the school committee was formed specifically to oversee the construction of the school buildings.

Majority of the parents in the school committee had no or little education. In most cases the person with the most education among parents was elected as the chairperson.

Each school in the project had different sources of funding. Funds thus collected supplemented funds received from the government. Nearly all the funding from the government was for teacher salaries and for buying text books which was done by the Ministry or District officials. No, or very little actual money, was handled by schools. Before the involvement of these schools in the project, the main sources of funding were sale of crops from school farms and contributions from parents and other individuals.

In Kibaha district one shilling from each kilograms of cashew nut sold was deducted to support primary education. Money collected by the local cooperative which bought cashew nuts in the district was sent to the village government to be passed on to the schools. In most cases the amount allocated to each school was small, not more than 100,000 shillings. Schools complained that this money did not reach the schools and was used by the village government for its activities.

As the cashew nut buying season had not started during the study visit, it was unclear if the project schools would still receive the grant from the village government. The school committee members and teachers were of the opinion that there was no reason why the schools should not continue getting this grant. In all project schools, the school self reliance activities were being carried out and it was expected that this will continue. Before the involvement of these four schools in the project, the school fund was very little. For example Mkuza collected only 16,000 shillings in 1993 and 24,000 in 1994. Vikuge collected 36,490 shillings in 1993 and 27,824 in 1994.

B

Money collected was used for carrying out minor repairs to the school buildings and to buy few desks. The school fund was also used to pay teachers allowances when they attended seminars and to prepare meals for standard seven students when they sat for their national examinations.

Non-Project Schools

Apart from the four schools in the pretest phase, data was also collected from four sample schools. All these four schools were located along the Kibaha Morogoro road. All these four schools were located in trading centers with a comparatively large population. These four schools were larger than the four project schools. The largest among these was Mtongani with 855 pupils and the smallest was Mwendapole which had 539 pupils.

Three of the schools, Mwendapole, Mtongani and Visiga had classrooms constructed with cement blocks and roofed with corrugated iron sheets. Only Kongowe had one classroom block with four classrooms which was a temporary structure built with mud and poles.

The number of teachers varied according to the size of the school. The largest school, Mtongani had the largest number of teachers. There were, however, variations in teacher pupil ratios, which varied from a low of 1:25 at Mwendapole to a high of 1:39 at Visiga.

The structure of the school committees was similar to that of project schools. Mtongani school had a school committee with sixteen members which was larger than normal. In all the four control schools, the school committees did not meet as often as it did in the project schools. For example, the school committees for Mwendapole and Mtongani met very irregularly, only once a term.

Sources for school funds varied from school to school. Kongowe had a large farm where crops such as coconuts and cashew nuts were grown. The sale of crops from the farm was the main source of school fund. In 1994 the school had collected 500,000 shillings from different sources. Mtongani school, located in a large trading center of Mlandizi, had collected 1,030,000 in 1994. A large part of this came from a donation made to the school by a local businessman. Mwendapole and Visiga had smaller collections. Visiga for example collected 44,060 shillings in 1994, mostly coming from parental contributions.

Project Activities

In order to encourage schools to participate in the project activities, promotional activities were carried out by Merit International and officers from the District Education Office. In each school, discussions were held with teachers, members of the school committee and parents to enlighten them on the project.

Schools and parents were free to decide whether to join the project or not. Once a school decided to join the project, the head teacher and the Chairperson of the School Committee on behalf of the school had to sign a Memorandum of Agreement with the District Education Office. This memorandum spelt out the conditions under which the school participated in the project. (see Appendix A). The role of each actor was made clear to the participants at these discussions.

The role of parents was to enroll their children in the schools and to pay the fees that was agreed upon by the school committee. The school committee were to set the fees charged for each pupil, approve the plan prepared by the school and to approve requests for the use of funds.

Schools were required to prepare an annual plan for the school, prepare a budget to support activities under the plan, obtain approval from the school committee and the village government for the plan and the budget, provide receipts for fees received and keep records for the expenditures. Apart from these, schools were required to monitor student enrollment, attendance, examination performance, drop-out rates and repeater rates, and make this information available to parents on an annual basis.

In the test phase the role of Merit International was to provide matching funds and to provide training for head teachers, teachers and members of the school committee on various aspects of the project.

Once a school agreed to be involved in the project, it was required to open a bank account in a nearby bank. For some schools this created problem. Tumaini and Mwanabwito had to open an account at Mlandizi, which is about 13 kilometers from the school. To deposit and withdraw money a teacher from the school had to travel by bicycle or vehicles accompanied by a school committee member to the bank. Both the teacher and the school committee member were paid transport and lunch allowances for this purpose. This took away money, however little, from the purpose for which they were originally collected.

Merit International provided training to head teachers and teachers of the schools that decided to participate in the project. Training was provided in preparing a school plan and how to keep financial records. Training was provided for school committee members on how to scrutinize the plans and how to check the accounts. These training was of one week duration.

Both the teachers and the school committee members were positive about the training which they had received. However, both the groups agreed that the period of training was short and concentrated. Longer training, they argued, would have been useful. The area which they specifically argued for more training in was preparing a school plan.

15

The project as implemented hinges on three activities. First, it required the parents, through the school committees, to decide on the parental contributions to the project. Secondly, it required the schools to prepare a school plan which showed the income to be derived and the way the money will be used. Thirdly, the school in collaboration with the school committee, actually carried out the tasks that were required by the project. We will examine each of the required activities in detail.

One of the objective of the project was that it will increase funding, both private and government going to primary schools. Private funds going to schools would come from parental contributions in form of fees. Government contributions were to be increased in form of a matching grant paid to schools over and above funds that were normally allocated to the schools.

Parents in each school were required to decide on their levels of contributions. Staff of Merit International held meetings with parents in each school to explain the purpose of the project and to explain how the money raised would be used. It was made clear that only money collected through parental contribution would be matched by the government. Donations received from other sources would not be matched.

Parents had to decide on a figure that was acceptable to the majority of the parents and was fair even to the poorest parents. On the one hand the contributions should be high in order to derive a maximum benefit from the matching grant, and on the other, keep the figure low enough that nearly all parents paid. The figure decided was between a low of 2,000 shillings per pupil to a high of 4,500 shillings per pupil. Parents at Mkuza, Tumaini and Mwanabwito decided on a figure of 2,000 shillings per pupil and the school committee for Vikuge decided on per pupil contribution of 4,500 shillings. When asked why the school committee had agreed on a figure on a high side, members of the school committee at Vikuge said that they wanted to complete the construction of the classrooms as soon as possible.

For Vikuge the amount of the fee decided was higher than what was contributed by parents in the past. In the previous year, parents were required to pay a maximum of 1200 shillings per pupil. Even where the fee decided was same as the contributions required from the parents in the previous years, as for example at Mkuza, the actual amount collected was always higher under the CEF project. The main reason given by the parents for this was that there was a transparency and accountability under the project.

In each school the school committee decided first on the level of fees. The amount to be contributed per pupil was then submitted at a village meeting and an agreement was reached. In all cases, the figure proposed by the school committee was agreed upon. One thing became very clear in discussion with parents that the figures agreed upon were universally accepted. In all the four pretest schools, parents were small farmers - depending for their income upon the sale of cashew nuts. At the time of the visit, late December, early January peasants were not sure of the markets for

their cashew nuts. They had already harvested the cashew nuts but they were not sure when the cooperative society would start buying the crop. All parents agreed that the amount agreed upon was not beyond their means to pay, provided they were able to sell their crops.

As this was a pretest, in all schools agreed upon fees were to be collected almost immediately in order to receive a matching grant. In all schools, through various mechanisms the required amount was raised. At Tumaini, for example, money was borrowed from a wealthy businessman on the promise that the money would be repaid once cashew nuts were sold. The actual collection of fees was low as many parents were unable to pay as they had not sold their cashew nuts. In Mkuza, the school expected a collection of 935,900 shillings of which only 98,100 shillings were collected. At Vikuge, of the estimated collection of 1,015,000 shillings, only 290,000 shillings were collected. Parents were given a deadline of three months in which they were to make the contributions.

We will now discuss whether more private funds were available to primary schools as a results of the project or not. Evidence suggests this to be the case. We will exemplify this with the example of Mkuza. At Mkuza the fees were set at 2,000 shillings per pupil per year. This amount was set to match earlier contributions that parents were required to make. Parents in the previous year, were required to pay 2,000 shillings in total as contributions for classroom buildings and desks. When the contributions for the project was decided upon, parents were assured that no additional contributions would be required from them on top of the 2000 shillings fees.

Although parents at Mkuza were not required to pay any more than they were doing before, not many parents in the past years paid the required contributions. In 1994, the school was able to collect only 24,000 shillings in contributions from parents. Most of the parents interviewed argued that they did not pay the money because they were not sure how the money was being used. Some parents even claimed that teachers were misusing the money. Under the project enough safeguards were built to ensure that the money was used for the purpose for which they were collected. Every parent we talked to, was satisfied that the money will be properly used, and therefore they were willing to contribute. Even setting aside money borrowed, actual collection of fees was 98,100 which is more than four times the amount collected in the previous year.

The situation was similar in other three schools. In all these schools the collection in the pretest phase was much higher than before. At Vikuge for example, the actual collection was 130,000 shillings compared to a collection of 27,824 shillings in 1994. Mwanabwito had a collection of 695,640 shillings in 1995 compared to 5,600 shillings collected in 1994. Tumaini collected 154,500 shillings in 1995 compared to 43,000 shillings collected in 1994. In every school in the pre-test phase more money was collected from parents than was the case before.

17

Another issue that needs to be discussed is how did the project schools compare with non-project schools. Situation here is varied. Kongowe school in 1995 had 356,000 in school fund, most of which coming from the sale of coconuts and cashew nuts grown on the school farm. The actual parental contribution was 38,000 shillings, which was much lower than the amount collected from parents in the project schools. Mwendapole and Visiga had collection of less than 50,000 shillings in 1995. Mtongani had in 1995 a balance of 1,030,000 shillings all of it donated by a local businessman.

In all the project schools it was unclear what would happen to pupils whose parents were unable to pay. It appears that the school committees and schools themselves did not have definite measures in mind to take in cases of some parents not paying up. School committee members stated that they knew all the parents in their area and also knew who were able to pay and who were not. For those who were able to pay but did not pay, pressure/sanctions will be applied till they paid. For those who were unable to pay it was likely that their contributions will be paid by the village government. In all schools however committee members and parents insisted that the fees were set at a level where every one of them was able to pay.

Once the parental contributions were received, the matching grant was provided by Merit International. Every school had to open a bank account and money was directly transferred to the bank account. All the four pretest schools had opened a bank account. In all the four schools, it was decided that there would be two signatories for withdrawing the money, one the head teacher and second a member of the school committee. This ensured that no money was withdrawn from the account without the knowledge of the school committee members. Normally two or three people went to withdraw cash from the bank. Concern was raised on the safety of the money especially in Mwanabwito and Tumaini schools. These are rural schools, thirteen kilometers from the bank. As the road passes through uninhabited forest area both teachers and school committee members stated that the possibility of being attacked by thieves or bandits was always there.

As stated earlier, in 1991/92 the government allocated 3,500 shillings per pupil on primary education, most of which on salaries of teachers. Hardly any money reached schools. The matching grant is therefore an added resource going to schools to be spent as the school and parents saw it fit.

Central to the success of CEF was the ability of the schools, in collaboration with parents, to plan for the school activities. CEF gives schools and parents control over the resources which they collect through parental contributions, it does not give them control over teachers or over the school curriculum.

Head teachers and their deputies were given a week long training on how to draw up school plans. They were also given short guidelines on how the plan was to

be prepared (see Appendix B). The guidelines emphasized the steps that were to be followed in preparing the plan and having it approved by the village government.

The school plan was to have the following sections. First it had to make a survey of what was needed in the school. Usually this took the form of deciding on the class pupil ratio or the number of text books per pupil. Secondly, the school set goals in which they showed how the pupil per classroom ratio would be achieved or pupil per text book ratio would be achieved. This was broken down to activities to be carried out yearly up to the year 2000. Thirdly, the school had to show the detailed plan for the next year - how the money will be collected and how it will be used.

In all schools, the Head teacher with his/her deputy prepared the plan which was then pinned on the school notice board. Teachers were encouraged to read the plan and suggest any changes necessary. Once the plan was approved by the teachers it was sent to the school committee. When asked what aspect was paid attention to when evaluating the plan, majority of the school committee members stated that they made sure that prices for items to be procured were the correct prices. As all the school either spent the money on constructing a classroom or on buying desks, most of the school committee members knew the prices of cement or wood. Once the plan was approved by the school committee, it was displayed on a board in the village office. Everyone was encouraged to read the plan and make suggestions for improvement. Once the final plan was approved, it was sent to Merit International. (For the different school plans see Appendix C).

All the four schools had similar plans. Three things were common to all the plans. Schools planned to build one classroom per year; buy books to reduce pupil per text book ratio and to reduce pupil per desk ratio. These matters were seen, both by the teachers and parents, as of major concern. As stated earlier, in all schools some of the buildings were of temporary nature. At Mkuza, for example, one of the structures was in danger of collapsing. It is right therefore that parents and teachers see building of classrooms as their top priority.

Activities carried out at the schools were in line with their plans, except for Vikuge Primary School. At Vikuge initially it was decided that money collected would be spent on building a new classroom. However as to do so, would have taken a long time, beyond the pre-test phase, it was decided to use the fund to buy desks. The school bought 20 desks at a cost of 20,000 shillings each. Vikuge also carried out repairs to the staff room by splitting the room and using one section as a store room for books.

In other schools the efforts were directed towards building of classrooms. The quality of buildings constructed varied from school to school. The variations existed in the sizes of the classrooms, the height of the building, position and number of windows and so on. There is need to standardize the construction of these classrooms.

As these structures are going to be more or less permanent, great deal of attention need to be given to the quality of these buildings being constructed.

School Committees were established in Tanzania schools in 70s with a purpose of giving parents a greater say in the running of the schools. A directive was issued by the Ministry of Education stipulating the composition of the committee and the role the committees were to play. The role of the committee was mainly advisory. It had no mandate to discuss the performance of the school or the efficiency of the teachers. They had no power to hire or fire teachers.

School Committees have not worked very well in the past. Elections to the committees were not held as required, once every three years. Committees also did not meet regularly as required and on the whole they were not very effective.

CEF puts a great deal of emphasis on school committees having effective control of the school activities. They are to decide on the parental contributions, approve the school plan, procure material and assist the school in implementing the school plan. In the past, studies have shown that school committees tend to side with teachers rather than with parents. School committee were used to deal with parents who defaulted on their contribution to the school, parents who did not send their children to school, or deal with children who did not have uniforms.

One reason why school committees have not operated effectively, as a parental control over schools, is because of the differing educational levels of the two groups in the committee - parents and teachers. The composition requires the committee to have at least three teachers and nine villagers. In rural areas, the education committee of the Village Government become, with three teachers selected by school, the school committee. The educational level of the teachers was almost always higher than those of the other members of the committee. In issues that were educational, teachers given their higher educational levels, tended to dominate the discussions in these committees. Head teacher acted as the secretary of the committee and as such set the agenda of the committee. In nearly all the school committees that we observed for this study, there were some members who had no education and the most educated members were almost always teachers.

This project gives the committee power that it did not have before. Before the project, the head teacher and teachers decided what contributions were required of parents. Although theoretically the committee controlled the school funds, in practice teachers used the money as they wanted. It was only necessary for the schools to inform the committees on how the money was used. The project changes this. First, the committee has to approve the school plan prepared by the school. All the expenditures have to be approved by the committee before they can be effected. The power of the committee has also been increased by making a member of the committee as a signatory for any withdrawal from the bank. It means now that no money can be withdrawn from the bank without the consent of the committee. In all the CEF

schools visited, the school committees were actively engaged in the project. The number of meetings had increased. In the past the committee may have met once a term, now it was meeting more regularly, sometimes once a week. The number of times the committee met in the project schools was higher than in non-project schools.

However, the problem of teachers dominating and dictating the workings of the committee, remain. It is not clear how far the members understood the school plans or their implications. In all cases the school plans prepared by the school were approved by the committee without any changes.

All the committee members as well as parents were confident that the money that has been collected would not be misused. All agreed that the procedures in place would prevent any pilferage of the funds.

Teachers had their workload significantly increased as a result of their participation in the project. There were many different types of forms that needed filling. Some of these forms were:

1. Procurement Order Form (Local Purchase Order)
2. Petty Cash Payments
3. Receipts of Orders
4. Ledger for keeping Accounts
5. Cash Receipts (for money received)
6. Store Card (BIN Card)
7. Receipts for Students

Most of the work was done by the Head teacher and his/her assistant. One teacher was also appointed as an accountant and another as a store keeper. The exact amount of time spent on the project activity was not known but it was substantial. Head teacher had to go to the nearest town to get quotations for various items needed (cement, nails, corrugated iron roofing sheets etc.). He/she had to make purchases and he/she had to go to the Bank to collect money and make deposits.

Teachers were also required to prepare a school plan and most of them were also engaged in supervising the construction of the buildings. It is certain that participation in the project activities would take away some of the time from teaching. How this would affect teaching will become clear only in a long run.

It was clear that record keeping in the schools was done well. This could have resulted from a tight supervision that was carried out by Merit International personnel. The advantage of having such an elaborate record keeping has been that it has allayed parents fears that their money will be misused. Keeping records has ensured transparency and accountability on the collection and use of funds.

Motivation of teachers for the project activities was high. All the teachers interviewed were very positive of the project. Currently the novelty of the project keeps the motivation high and teachers participate willingly. They argued that the project will improve their working conditions.

Current Situation

According to the Merit International and the Ministry of Education officials the project has proved to be a success and has a potential to overcome some of the bottlenecks facing primary education. These officials argue that the enthusiasm for the project among parents is particularly high and most parents are willing to contribute. One of the important thing that this project has illustrated is that parents are willing to contribute financially to the improvement of education provided there is transparency and accountability on the part of the teachers on the use of money.

The pre-test phase of the project has recently been expanded to include 31 more schools. Six more schools in Kibaha, including all four that were selected for control group, have been included in the project. Pre-test phase also include eleven schools in Kilosa district and ten in Mtwara region.

The full test phase of the project is to be launched in early 1997 and currently Merit International is carrying out pre-launch activities.

Conclusions

Community Education fund, at first glance appear to constitute an exciting and an innovative idea. It takes away the initiative from a discredited bureaucracy and puts parents in charge of education. The outcome of the process will to a large extent depend on the ability of the parents to take control of the education of their children on one hand and the willingness of the state organs to relax their tight control which they have maintained since independence on other. CEF is designed to empower parents by giving them control over primary school finances and management. It is difficult to make definitive conclusions on the prospects for success of the project as the project has been in operation for a very short period of time and the pretest phase was implemented in only four schools. Based on the limited data that we have we can make the following observations:

The objective of CEF was to promote school enrollment and school attainment by enhancing the quality of education offered in primary schools. This was to be achieved by:

- Increasing private and government spending on primary education;
- Promoting school-based management;
- Providing parents with the opportunity to control how resources are spent;
- Increasing teacher motivation; and
- Fostering competition in the primary sector.

As the project was effective for a very short period of time the effect of the project activities on school enrollment and school attainment were not possible to measure. We will briefly discuss the activities carried out under the project and then make predictions about the possible effects on enrollment and attainment.

Our data shows that there has been increased spending, both private and government, in the project schools. This raises two issues. Are the resources raised enough to improve the quality of primary education? Can the government on a sustainable basis continue to provide matching grants to all the primary schools in the country?

We feel that the maximum resources that can flow to the schools are so little that it is unlikely that the project will make a great deal of a difference on the quality of primary education.

In recent years a number of private schools have been started in the country. Schools that provide education that can be considered of a minimum acceptable level, charge fees around 200,000 shillings per annum. Project schools can receive a maximum of 12,000 shillings (6,000 maximum contribution from parents and 6,000 as maximum contribution from the project), which certainly is not adequate to make a significant change to the quality of education being provided. As we have stated earlier, primary schools have been starved of resources for a long time now. Even to put their buildings in satisfactory conditions will require vast sums of money, which are unlikely to come through CEF. As classroom construction and buying of desks seem to be the priority areas for the schools, it will take years before schools start investing in books and in improving the skills of teachers. If a school builds a classroom every year, they will complete their building programme in seven years, by that time the first classroom built would require major repairs. This will not even address the need for an expanding enrollment. It is debatable if communities will be able to make contributions that will cover more than the construction of one classroom per year.

This is not to say that the amount collected is totally insignificant or the project will not achieve anything. Schools have more resources available to them than before. Certainly the increased resources will result in more permanent structures. But this is not enough; more resources will need to be put in primary education if qualitative improvements are to be achieved.

As adding a new classroom is not going to improve the quality of education, the enthusiasm of parents to continue paying may not last long. Parents are not going to continue contributing unless they see marked improvements in the quality of education provided in a short period of time.

The ability of the government to sustain the project nationwide is questionable. If all the schools are to be involved in the project, with a total student population of 3.5 million and with a maximum contribution of 6,000 shillings per pupil will require an additional 21,000,000,000 shillings, above what the government is spending on primary education. It is difficult to see where the money will come from. Currently the government is spending around 3,500 shillings per pupil on primary education. Twice as much more money will be required to sustain the matching grant to all schools.

As our data shows the project has led to school based management. For the first time teachers have been involved in preparing a school plan and their enthusiasm for the project was high. Schools also have resources at their disposal which they can use to improve the schools. This we think is very positive as teachers begin to think of ways of improving the schools and feel involved in its activities.

Our data also shows that the project provides an opportunity to parents to control how resources are used. Through school committee and village government parents are involved in deciding how money will be raised and used. It gives them a feeling that the school belong to them and they are primarily responsible for its improvement.

The ability of the local community and parents to exert control over the schools will depend to a large extent on their knowledge and perceptions of educational issues. The feeling of empowerment will depend on their education level among other things. As we have seen, majority of the parents in the school committee have no or very little formal education. Their sense of control can be increased by providing them with short, periodic courses on school improvement activities.

Teacher motivation had certainly increased in the project schools. The very fact that they have a role to play, increase their motivation and feeling of self worth. Teachers have to play an important role in the project if one is to see an improvement in the quality of education being provided. Teachers in Tanzania, and especially those in primary schools are underpaid. Most teachers as a result have other ways to increase their income. The project because of its novelty, may generate enthusiasm

over a short period of time. It is unlikely that the enthusiasm can be sustained without significant changes in teachers' welfare. The project increases teachers work load by requiring them to prepare school plans, by keeping accounts and by generally getting them involved in the project without increasing their pay or compensating them in other material ways.

One of the ways in which the quality of education was to be improved was through fostering competition in the primary school sector. This has not happened nor we think that it is a necessary condition for the quality to improve. In fact if this happens it may have a negative consequences. Schools that charge high fees will have a better chance of improving the quality of education and thus attracting children of rich parents. Parents who could not afford to pay will chose schools where the fees are low and therefore chances of improvement also low. Competition between schools can lead to good schools for rich children and poor schools for children of poor families.

Currently the project was being implemented by Merit International, a private consultancy firm. The firm has been very efficient in running the project. Difficulties will surely arise when the Districts will take over the project. District Councils have been found to be inefficient and have a reputation for high level of corruption.

Finally we look at some aspect that may limit the effectiveness of the project. Tanzania is basically a rural community. The income of its people depend on the uncertainty of nature on one hand and on the market conditions for their crops. They do not have a guaranteed income. In all the four schools where parents were making contributions, they always said that they were willing to pay if and when their crops were sold. Having school plans that depend on timely contributions by parents may lead to problems in implementation. It is also likely that during drought or in years when crop prices are low parents may be unable to pay. This aspect of Tanzanian reality needs to be inbuilt in a project like this.

Tanzania curriculum at all levels has been criticized for being too ambitious and irrelevant. Examination systems are outdated and secretive. Primary School Leaving Examination must be the only exam in the world whose results are not available to pupils who sit the exam nor to the teachers who teach the pupils! These are the issues that constrain the improvement of the quality of primary education. To change the situation will take much more than financial contributions from parents.

The project may also face practical difficulties. One of the element of the project is that each school would open a bank account. There are areas in Tanzania where a nearest bank to a school is more than 100 km away. In many schools it may not be feasible to have a bank account. In areas that are far from the district head quarters, it will take a long time before a cheque is received from the organ concerned, deposited and money received. In Kibaha this was easy as the Offices of Merit International was in Kibaha, nearby to the project schools. This has far reaching

25

implications. Parents have faith in the project because they can control the use of funds by requiring a member of the school committee to be a signatory. If this confidence is removed the contribution levels may decrease.

References

- Centre for Development Research (1995), **Structural Adjustment in Africa: A Survey of the Experience Report prepared for the Ministry of Foreign Affairs**, Copenhagen, March.
- Chonjo, P. (1994) "The Quality of Education in Tanzanian Primary Schools: An Assessment of Physical Facilities and Teaching and Learning Materials", **UTAFITI Vol. 1 No. 1**.
- Galabawa, J. (1994), "Status and Future Challenges of the Tanzania Primary and Secondary Education" in Msambichaka L. (ed) **Development Challenges and Strategies for Tanzania: An Agenda for the 21st Century**. Dar-es-Salaam. Dar-es-Salaam University Press.
- Semboja, J.(1995), "State Financing of Basic Social Services During Structural Adjustment Period in Tanzania" A Paper presented at a Workshop on "Beyond Structural Adjustment Programmes in Tanzania: Successes, Failures and New Perspectives", Kilimanjaro Hotel, 2-4 August.
- United Republic of Tanzania (1995), "Community Education Fund: Pilot for Primary Education-Design", Ministry of Education and Culture, Dar-es-Salaam. October.
- United Republic of Tanzania (1995), "Community Education Fund: Pilot for Primary Education-Pre-Test Implementation Plan", Ministry of Education and Culture, Dar-es-Salaam. October
- United Republic of Tanzania (1995), "Community Education Fund: Pilot for Primary Education-Pilot Implementation Plan", Ministry of Education and Culture, Dar-es-Salaam. October
- United Republic of Tanzania (1995), "Community Education Fund: Pilot for Primary Education-Pretest Operation Guidelines", Ministry of Education and Culture, Dar-es-Salaam. October

APPENDIX A

Memorandum of Understanding

Whereas the
.....primary school, located in
district, (referred to as the "School"), in the person of its Head
teacher.....and the Chairman of the School Committee
.....is desirous of improving their
educational facilities and services, the School hereby enters into the following
agreement with the Project Implementation Unit, represented by the District Education
Officer:

- 1.1 The statements made in this understanding are consistent with the school plan prepared by the School Committee and approved by the Village Council.
- 1.2 The School has deposited
.....(in words).....
(in figures) Tshs. in account #.....in.....
bank,branch.
Documentary evidence of such deposit is hereby attached. The signatories to such account are:.....
and.....
- 1.3 The School will use the funds in accordance with the Operation Guidelines provided to them by the DEO, which they have read and understood.
- 1.4 The funds will be used to purchase goods, works or services in the manner permitted by the Operational Guidelines towards the following costs and described below:

Activity/Materials	Estimated Costs

1.5 The School will maintain simple accounts as required by the Operational Guidelines which will be submitted to the DEO at the end of each year. Copies approved by the DEO will be attached to the next request for funds. All accounts and related documents will be available for inspection by the PIU/DEO or its authorized representatives.

Signature of Committee Members
Headteacher
Chairman of School Committee

Seal of School

Date

Date

Approved by DEO

I confirm that:

I have received a copy of the School Plan, as approved by the Village Council;

I have been provided with proper documentary evidence indicating that the school has deposited the sum as stated in Clause 1.2 above;

(Specify action taken if the school plan involves construction or rehabilitation of physical facilities, (to be completed at appraisal).

I hereby recommend that the PIU transfer matching funds to the account # stated in Clause 1.2 above.

Seal
approval and
School:

Record reason for failure to
return to

Date:

Action taken by PIU

29

Date received: _____
Instruction Issued to the Bank on: _____ copies sent to the DEO/School

APPENDIX B

AN EXAMPLE OF A SCHOOL PLAN JITEGEMEE PRIMARY SCHOOL

1.0 PURPOSE:

The objective of this plan is to increase enrolment and also to improve the quality of education provided by the name school.

2.0 MISSION OF THE SCHOOL:

The Community believes that social, economic, cultural , ethical and even political development are highly influenced by education. For the reason, the community considers this school as an invaluable treasure and an important platform for meeting the development objectives.

Most of the community surrounding this school is composed of farmers and cattle breeders. The community believes that the school has a vital contribution in improving the knowledge base which will improve the productivity of the various farm produce and also improve animal husbandry. Paralleled to the benefits already pointed out, the community believes that this school will be instrumental in improving health conditions by providing knowledge that will make people aware of the problems related to untidy environment such as living in an area with dirty water, drinking unboiled water, failure to vaccinate children once they are born and the like.

3.0 THE GOALS OF THE SCHOOL

During the seven years to come, the community has set for itself the following goals.

- To increase enrolment of class one from the present number of 90 to 225 pupils by the year 2002
- To improve the quality of education by:
 - (a) reducing overcrowdedness in classrooms from the present average number of 120 pupils per classroom to 45 pupils by the year 2002.
 - (b) reducing the textbook-pupils ratio from the prevailing ratio of one textbook for 8 pupils to one textbook for two pupils by the year 2002.

- (c) reducing the desk-pupil ratio from the existing ratio of one desk for 6 pupils to one desk for three pupils by the year 2002.

4.0 POLICY GUIDELINE FOR THIS PLAN

In order for the plan to succeed, the following policies should be observed by the community.

- Every pupil who has attained a school age must first of all be medically checked in order to ascertain that he is free from health problems.
- Every parent will be responsible for providing various contributions proclaimed by the school committee. Such contribution may be in kind or material.
- Any schooling pupils should not be granted employment of any nature anywhere in the village.

5.0 STRATEGIES FOR MEETING THE GOALS:

In order to meet the goals set by the community, the following strategies will be applied.

- To sensitise parents through meetings so that contributions proclaimed by the school committee are made available.
- To initiate various projects within the school e.g. gardening, poultry raising etc.
- The school management should as far as possible try to seek donor assistance either internally or externally.
- The school Patron/Matron should take various initiatives of assisting the school e.g. getting in touch with an important person who can conduct a charity walk for the school.
- Full school fees should be provided by parents with schooling pupils.

6.0 IDENTIFICATION OF THE PROGRAMS OF THE PLAN

The kind of programs of the plan and their relationship with the main goals is as indicated in table 1 below:

TABLE 1: PROGRAM LINKAGE WITH BROAD GOALS

Program Type	Nature of Goals	
	Increasing Enrolment	Improving the quality of Education
• Classroom construction	X	X
• Procurement of Desks	X	X
• Procurement of Textbook	X	X
• Increasing number of teachers	X	X

Every program will have an invaluable contribution for each of the goals above. The program on classroom construction will influence an increase in enrolment and at the same time improve the quality of education provided by the school. The same applies for desks, textbooks and additional teachers.

In order to be able to tell how many classrooms, desks and books are required projections of enrolment for each class has been done as tables 2 to 4 reveal.

TABLE 2: PROJECTION OF SCHOOL ENROLMENT:

Year	Class							Total
	I	II	III	IV	V	VI	VII	
1996	225	120	90	85	80	70	60	630
1997	225	225	120	90	85	80	70	895
1998	225	225	225	120	90	85	80	1050
1999	225	225	225	225	120	90	85	1195
2000	225	225	225	225	225	225	90	1335
2001	225	225	225	225	225	225	120	1470
2002	225	225	225	225	225	225	225	1575

Based on the project above, classrooms requirement has been obtained as seen in table

TABLE 3: IDEAL CLASSROOM REQUIREMENT

Year	No. of Pupils	Classroom/Pupil Ratio	No. of classrooms required
1996	610	1:45	14
1997	670	1:45	15
1998	825	1:45	18
1999	970	1:45	22
2000	110	1:45	25
2001	1245	1:45	28
2002	1350	1:45	30

N.B: The number of pupils in each successive year does not equal total school enrolment in table 2 since classes one and two use the same room. Hence in computing classrooms classes one and two have been taken as being only one.

TABLE 4: DESKS REQUIREMENT

Year	No. of Pupils	Ideal Classroom/Pupil Ratio	No. of classrooms required
1996	610	1:3	203
1997	670	1:3	223
1998	825	1:3	275
1999	970	1:3	323
2000	110	1:3	370
2001	1245	1:3	415
2002	1350	1:3	450

N.B: The number of pupils for each successive year does not equal that of table 2 above for the same reasons given in table 3.

13

TABLE 5: TEXTBOOKS REQUIREMENT CLASSWISE

Year	Class	Textbook Title	Ideal ratio	No. of pupils	Books Requirement
1996	1	Maths I	1:2	225	113
		Kusoma Kit.I	1:2	225	113
	2	Maths 2	1:2	120	60
		Kusoma Kit.2	1:2	120	60
	3	Maths 3	1:2	90	45
		Kusoma Kit.3	1:2	90	45
		PET 1	1:2	90	45
		Sayansi 1	1:2	90	45
	4	Maths 4	1:2	85	43
		Jiografia	1:2	85	43
		PET 2	1:2	85	43
		Science	1:2	85	43
	5	Maths 7	1:2	80	40
		PET 5	1:2	80	40
		History	1:2	80	40
		Geography	1:2	80	40
1997	1	Maths 1	1:2	225	113
		Kusoma Kit.1	1:2	225	113
		Maths 2	1:2	225	113
		Kusoma 2	1:2	225	113
		Maths 3	1:2	120	60
		Kusoma Kit 3	1:2	120	60
		PET 1	1:2	120	60
		Science 1	1:2	120	60
		Maths 4	1:2	90	45
		Geography	1:2	90	45
PET 2		1:2	90	45	

		Science 4	1:2	90	45
		Maths 7	1:2	85	43
		PET 5	1:2	85	43
		History	1:2	85	43
		Geography	1:2	85	43

Year	Classes							
	I	II	III	IV	V	VI	VII	Total
1996								
• Enrolment	225	120	90	85	80	70	60	
• Ideal ratio of pupils per classroom	45	45	45	45	45	45	45	
• No. of streams	5	3	2	2	2	2	2	
• No. of teachers	5B		2B	2B	2A 2B	2A	2A 2B	6A 13B
1997								
• Enrolment	225	225	120	90	85	80	70	
• Ideal ratio of pupils per classroom	45	45	45	45	45	45	45	
• No. of streams	5	5	3	2	2	2	2	
• No. of teachers	5B		3B	2B	2A 2B	2A	2A 2B	6A 14B
1998								
• Enrolment								
• Ideal ratio of pupils per classroom								
• No. of streams								
• No. of teachers								

From table 3-5 the shortfalls have been computed as follows in table 7 below.

35

TABLE 7: SHORTFALLS IN REQUIREMENTS

Year	Item Description	Ideal Requirement	Availability	Shortfall
1996	Classrooms	14	8	-6
	Desks	190	190	-13
	Textbooks			
	Kusoma 1	113	13	-100
	Maths 1	113	3	-110
	Kusoma 2	60	20	-40
	Maths 2	60	5	-55
	Kusoma 3	45	5	-40
	Maths 3	45	15	-30
	PET 1	45	20	-25
	Maths 7	40	-	-40
	PET 5	40	-	-40
	Geography	40	10	-30
1997	etc.			
1998	etc			

N.B: The mark (-) denotes a shortfall in the item.

7.0 DEVELOPMENT BUDGET FOR THE YEAR 1996

(a) The Cost Estimates of the Programs.

In the plan the various programs are estimated to cost follows in tables 8-10.

Type of Activity	Requirement in Quantities	Cost per Unit (in Tshs.)	Total Cost (in Tshs.)
Cement	80 bags	5,000	400,000
Sand	8 trips	12,000	96,000
Gravel	5 trips	25,000	125,000
Nails	10 kilos	500	5,000
Paint	10 tins	5,000	50,000
Timber	70 pieces	1,200	84,000
Roofing Sheets	50 pieces	6,000	300,000
Bricks making	Free labour	-	-
Total			960,000

TABLE 9: PROGRAM 2: PROCUREMENT OF DESKS

Year	Additional requirement	Cost per desk (in Tshs)	Total Cost (in Tshs.)
1996	6	15,000	90,000
1997	7	15,000	105,000
1998	10	15,000	150,000
1999	14	15,000	150,000
2000	17	15,000	225,000
2001	20	15,000	300,000
2002	22	15,000	330,000
			-
			1,350,000

TABLE 10: PROGRAM 3: PROCUREMENT OF BOOKS

Year	Type of Book	Quantity required	Cost per unit (in Tshs)	Total cost (in Tshs)
1996	Kusoma Kitabu 1	100	900	90,000
	Maths 1	110	1000	110,000
	Kusoma Kitabu 2	40	900	36,000
	Maths 2	55	1000	55,000
	Kusoma Kitabu 3	40	1000	40,000
	Maths 3	30	1200	36,000
	PET 1	25	1500	22,000
	Maths 7	40	1500	60,000
	PET 5	40	1200	48,000
	Geography	30	1000	30,000
	Total Cost			730,000

(b) Sources of Funds

This plan is intended to be implemented by funds derived from various sources like school fees, parents contribution, central governments' contribution, school projects (including gardening and tailoring) and donation resulting from efforts made by the school patron. Revenue is therefore expected to accrue from sources shown in table. 11.

TABLE 11: SOURCES OF FUNDS

Type of Source	Quantity of Source	Unit revenue per source (in Tshs)	Total Revenues (in Tshs)
• School fees	730 pupils	200	146,000
• Parents contribution	480 parent	2,000	960,000
• Central govt. contribution	-	960,000	960,000
• Gardening	600 kilos of onion	120	72,000
• Tailoring	60 pairs of table cloth	10,000	600,000
• Patron's contribution	1	50,000	50,000
TOTAL			2,788,000

After funds are collected from the various sources a revenue budget will be prepared as follows in table 12.

TABLE 12: ESTIMATES OF A REVENUE BUDGET

Account No.	Description	Actual Revenue (1994)	Expected Revenue (1995)	Estimates (1996)	Increase (%)
3111	School fees	90,000	100,000	146,000	22.6
3112	Parents contribution	500,000	600,000	960,000	8.3
3120	Government Contribution	500,000	600,000	960,000	8.3
3130	Grants	10,000	40,000	50,000	100.0
3140	Shop sales				
3150	Agriculture and animal husbandry	30,000	40,000	72m999	38.8
3160	Interest rate	-	-	-	-
3170	Others	100,000	400,000	600,000	33.3
	Total Revenue	230,000	1,780,000	2,788,000	

Since our revenue budget indicates that the maximum amount of funds that can be collected can't go beyond shs.2,788,000 it will be necessary to implement only a few activities during the new financial year. Thus, priority will be directed to only two major areas, namely,

- expansion in enrolment
- improving the quantity of education

- Expansion will entail procurement of construction materials
- Improvement of the quantity of education will involve:
 - procurement of desks and medical supplies
 - rehabilitation of building
 - procurement of office supplies
 - procurement of first aid materials
 - catering expenses
 - procurement of books, sports facilities and visual aids

Based on these priority areas, the development budget will be as follows in tables 13 to 15

TABLE 13: EXPENDITURE BUDGET ESTIMATES

Account No.	Description	Actual Expenditure 1994	Expected Expenditure 1995	Estimates 1996	Increase
3260 - 1	Transport Allowance Fuel etc.				
3260-2	Medical expenses	50,000	80,000	100,000	
3260-3	Postage, telephone, Telex, etc.				
3260-4	Electricity, water, etc.				
3260-5	Services				
3260-6	Conferences				
3260-7	Rehabilitation of buildings	150,000	300,000	300,000	
3260-8	Rehabilitation of furniture	70,000	100,000	150,000	
3260-9	Rehabilitation of other facilities				
3260-10	Contributions				
3260-11	Printing Expenses				
3260-12	Tax, levies and Licenses				
3260-13	Insurance Expenses				
3260-14	Advertisements				
3260-15	Transport Expenses				
3260-16	Personal Enrolment				
3260-17	Interest rate				
3260-18					
3260-19					
3260-20					
3260-21					
	TOTAL EXPENDITURE	270,000	380,000	550,000	

39

TABLE 14: BUDGET ESTIMATES FOR FACILITIES

Account No.	Description	Actual Expenditure 1994	Expected Expenditure 1995	Estimates 1996	Increase
1310	Academic and sports facilities				
1320	Construction facilities	100,000	190,000	205,000	
1330	Agricultural facilities				
1340	Office supplies	500,000	550,000	700,000	
1350	First Aid Facilities	50,000	140,000	200,000	
1360	Shop supplies (sales)				
1370	Catering expenses	220,000	300,000	403,000	
	TOTAL EXPENDITURE	870	1,180,000	1,508,000	

TABLE 15: BUDGET ESTIMATES FOR PROJECTS

Account No.	Description	Actual Expenditure 1994	Expected Expenditure 1995	Estimates 1996	Increase
1420	Furniture	40,000	90,000	100,000	
1430	Office supplies				
1440	Animal husbandry				
1450	Production Equipment				
1460	Transport facilities				
1470	Kitchen equipment				
1480	Books, sport facilities and visual Aids	400,000	500,000	630,000	
1490	Ongoing Project				
	TOTAL		590,000	730,000	

8.0 PROCUREMENT OF SCHOOL MATERIALS

To enable the plan to succeed, a procurement plan for desks, books and the like has to be prepared. Since the expansion program is scheduled to begin in 1996, the following facilities have to be prepared in advance (in 1995) in order to make them readily available to pupils in January 1996.

- Books for classes one to seven
- Additional desks

In addition, it will be necessary to make replacement of torn books after every three years. For that reason, the procurement plan will be as indicated in fig. 1 below:

Fig. 1: Procurement Action Plan

Type of Facility	1995	1996	1997	1998	1999	2000
Kusoma 1						
Maths 1						
PET 1						
PET 2						
PET 3						
maths 2						
Geography						
Replacement of PET 1						
Maths 7						
Desks						

N.B: The shaded area indicates year in which procurement has to be undertaken.

9.0 MANAGEMENT OF THE SCHOOL PLAN

It is important that an elaborate machinery of management be put in place in order for the plan to achieve its goals. In line with this view various administrative organs will be involved in implementing this plan. Each organ will be assigned with specific tasks to play and it will be responsible for any failures of such organs include:

- Village Government - this will be responsible for providing policy guidelines regarding implementation of the plan.
- School Committee - it will be wholly responsible for sensitizing parents to provide contributions and to educate them on the importance of education for their children. This committee shall also have some powers to

discipline unruly teachers, pupils and parents who contravene the resolutions made by the village Government.

- The School Patron/Matron - will be charged with the task of soliciting funds as well as providing advice to the school committee and teachers.
- Professional Association - will be entrusted with the task of providing professional advice to the school committee and teachers. They may also provide the school with material or moral support.

Appendix 2: A format instrument for evaluating the requirement of various facilities a schools

Serial No.	Type of Facility	Ideal requirement	Available		Shortfall	Excess	Percentage (%)	Remarks
			Permanent	Temporary				

42

School Plan for Vikuge Primary School

1.A: INTRODUCTION:

The Vikuge Primary School is in the South of the Kongowe village, and is seven kilometre from the Dar es Salaam to Morogoro main road. The school has seven streams one of each from standard one to standard seven. The school has 294 students and seven teachers. The school expects to have eight stream next year.

B: SCHOOL OBJECTIVES:

The School expected to do the following:

1. Purchase 40 desks to reduce pupil per desk ratio to 1:3
2. Build one teachers house
3. Build two classrooms
4. Build two toilets which have five holes each
5. Repair staff room
6. Purchase six tables and six chairs

C: SPECIFIC OBJECTIVE:

- Due to the short period of the pretest the school will purchase 20 desks at a cost 20,000 shillings each making a total cost of 400,000
- To repair the teachers office and to divide the room, putting shelves for books in one room and to put windows and doors.

2.A: PROGRAM BUDGET:

Items	Number	Costs (Tshs)	Total Costs
1. Purchase of desks	20	@ 80,000	400,000
2. Repair of staff room	1	@100,000	100,000
3. Tables	6	@25,000	150,000
4. Chairs	6	@150,000	90,000
5. Teachers house	1	1,000,000	1,000,000
6. Two Classrooms	2	@850,000	1,700,000
7. Food and Transport costs	-	100,000	100,000
			3,540,000

B: SOURCE OF INCOME

Estimates of Income for the year 1995-96

Items	Actual Income Sept. 95	Expectations for 1995	Estimation 1996	Increase Decrease	%
1. School fees	-	-	664,000	64,000	100
2. Pirates contribution	29,000	1,015,000	1,440,000	425,000	41
3. Government Contr.	290,000	1,015,000	1,440,000	425,000	41
4. Grants	-	30,000	400,000	100,000	33.5
TOTAL	580,000	2,330,000	3,744,000	1,014,000	2.29

43

C: EXPENDITURE ESTIMATION

Explanation	No. and Amount (Shs)	Total Costs
1. Purchasing of Desks	20 @ 20,000	400,000
2. Repair to the teacher office	1 @ 100,000	100,000
3. Table	6 @ 25,000	150,000
4. Chairs	6 @ 15,000	90,000
5. Teachers room	1 @ 1,000,000	1,000,000
6. Classrooms	2 @ 850,000	1,700,000
7. Foods and Transportation costs	100,000	100,000
TOTAL		3,540,000

D: SHORT REPORT FOR THE INCOME AND EXPENDITURE BUDGET: 1995-96:

Items	Actual Income Up to Sept. 1995 (Shs)	Expectation	Estimation 1996
Estimation	580,000	2,330,000	3,280,000
	580,000	2,110,000	3,280,000

N.B: We have decided to change the procedure of our budget due to the short pretest period as it was not possible to carry out the long term objectives like building five class rooms were difficult to achieve as most parents were engaged in agricultural activities and the short rains would not allow making of bricks. Therefore we have decided to buy desks and to carry out repairs to the staff house.

44

INSTITUTE FOR POLICY REFORM

Working Paper Series:

Determinants of Educational Achievement and Attainment in Africa

Findings from Nine Case Studies

Ronald G. Ridker, Institute for Policy Reform

Enrollment in Primary Education and Cognitive Achievement in Egypt, Change and Determination

Nader Fergany, Ilham Farmaz and Christiane Wissa, Almiskat Institute, Egypt

School Quality and Educational Outcomes in South Africa

Anne Case and Angus Deaton, Princeton University

Household Schooling Decisions in Tanzania

Andrew D. Mason and Shahidur R. Khandker, World Bank

Determinants of School Enrollment and School Expenditures in Kenya: Do They Vary by Household Income?

Anil Deolalikar, University of Washington

Textbooks, Class Size, and Test Scores: Evidence from a Prospective Evaluation in Kenya

Michael Kremer and David Myatt, Massachusetts Institute of Technology;
Sylvie Moulin and Robert Namunyu, Internationale Christelijke Stichting.

Village Based Schools in Mangochi, Malawi, an Evaluation.

Karin A. L. Hyde¹, Esme C. Kadzamira², Juliet C. Sichinga³, Mike P. Chibwana²,
Ronald G. Ridker⁴ (¹Consultant, Kenya; ²Centre for Educational Research & Training,
Malawi; ³Ministry of Education, Malawi; ⁴Institute for Policy Reform, Washington, D. C.
D.C.)

An Evaluation of Save the Children's Community Schools Project in Kolondieba, Mali

Joshua Muskin, Florida State University

An Evaluation of the Aga Khan Foundation's School Improvement Program in Kisumu, Kenya

Joanne Capper, Consultant, Institute for Policy Reform, Washington, D. C.

An Assessment of the Community Education Fund (CEF), Pretest Phase

Suleman Sumra, University of Dar es Salaam