

## **Ten Years of Jakaya Kikwete's Presidency in Tanzania: Analysis of Promises, achievements and challenges in education**

*Kitila A.K. Mkumbo \**

### **Abstract**

*This review examines President Kikwete's achievements and challenges in the education sector over the ten-year period that he served as President of the United Republic of Tanzania. Achievements and challenges are examined with respect to educational opportunities and education quality service delivery as measured by students' academic achievement at primary and secondary school levels. The paper shows that, while President Kikwete's Government was impressively successful in expanding education opportunities to millions of children in Tanzania, he presided over the poorest quality of the education system in the history of independent Tanzania. The implications of President Kikwete's education administration are wide ranging. These include sustaining the enrolment rates at various levels and improving the efficiency in the education system by reducing wastage due to the increase in dropout rates. More critically the next Government should focus on improving the quality of education by investing appropriately in ingredients related to the improvement of the quality of education such as teacher motivation.*

### **Introduction**

President Jakaya Mrisho Kikwete (65) is the fourth President of the United Republic of Tanzania who served for ten years between 2005 and 2015. Despite being a graduate of economics from the University of Dar es Salaam in 1975, Mr Kikwete has spent his career mostly in politics serving at various capacities both in TANU (Tanganyika African Union) and CCM (Chama cha Mapinduzi-Party for Revolution) parties (Nyang'oro, 2011). He became the youngest minister of Finance in 1994 and served as the longest Minister of

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\* Associate Professor, University of Dar es Salaam, E-mail: [kitilam@udsm.ac.tz](mailto:kitilam@udsm.ac.tz)

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Foreign Affairs during the entire period of Benjamin Mkapa's presidency from 1995 to 2005. He was elected President of the United Republic of Tanzania on 14<sup>th</sup> December 2005.

During his ten years of presidency, Mr Kikwete's achievements are notably and widely acclaimed internationally. He received 10 honorary doctorate degrees from ten universities internationally. Indeed all major public universities in Tanzania awarded him an honorary doctorate degree. These are the University of Dodoma (2010), Muhimbili University of Health and Allied Sciences (2010), University of Dar es Salaam (2011) and Nelson Mandela Arusha Institute of Science and Technology (2014). He also received five honours from Heads of States of Uganda (2007), Comoros (2009), Saudi Arabia (2009), Jamaica (2009) and Oman (2012).

Mr Kikwete also holds ten awards from various esteemed institutions globally, including the prestigious Icon of Democracy Award from the Voice Magazine of the Netherlands. Hitherto, Mr Kikwete received a higher number of awards and honours while in office than any other President of the United Republic of Tanzania.

Following Kikwete's retirement in November 2015, it is an opportune moment to reflect on his commitments. In this paper, we examine promises, key achievements, and challenges and missed opportunities in the education sector during the ten years of President Kikwete's presidency. The aim is to systematically trace and document President Kikwete's performance in education during the ten years of that he was President of the United Republic of Tanzania. Broad implications of President Kikwete's performance in education are drawn for the next Government.

The analysis of Kikwete's performance in education is mainly based on documentary evidence. Three major types of documents were analysed. These are President's Kikwete's speeches; key policy documents in education including Primary Education Development Programme (PEDP) and Secondary Education Development Programme (SEDP) and Education and Training Policies (1995 and 2014); CCM election manifestos; and Basic Education Statistics in Tanzania (BEST) for various years. The focus of the analysis is mainly on basic education (primary and secondary education).

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### **The Context**

Tanzania is a united republic formed by Tanzania Mainland (known as Tanganyika until 1964) and Zanzibar. Tanganyika obtained her independence from Great Britain in December 1961, and Zanzibar obtained her independence in December 1963 as an Arab constitutional monarchy. The Arab Sultanate was overthrown in a people led revolution in January 1964. The two countries formed a union on 26<sup>th</sup> April 1964, effectively forming the United Republic of Tanzania.

Tanzania covers 945,203 square kilometers, making it two times larger in size than the rest of East African countries (Burundi, Kenya, Rwanda and Uganda) combined, and the 31<sup>st</sup> largest country in the world. According to the Population and Housing Population report (National Bureau of Statistics [NBS] and Office of the Chief Government Statistician Zanzibar, 2012), the population was 44.9 million with a 3 percent annual growth rate in 2012.

The Tanzanian population is very youthful with a median age of 18.7, implying that almost half of the population is below this age. The analysis of the 2012 population statistics shows that 45 percent of the population is below the age of 15 (0-14) and 19.4 percent of the population is aged 15-24. Thus, 64.4 percent of the Tanzanian population is below the age of 25. Further analysis shows that 49 percent of the population is below the age of 18 and 32 percent of the population is aged 18-39. Thus, an overwhelming 79 percent of the Tanzanian population is below the age of 40. The youth structure of the Tanzanian population implies, among other things, that Tanzania's future depends heavily on the prioritisation of the education sector development.

Economically, since Mr Kikwete became President in 2005, Tanzanian economy has been growing steadily with an average annual Gross Domestic Product (GDP) rate at 7 percent. Nevertheless, the economic growth has not been associated with improvement in the living conditions and people's welfare in general. Indeed, various poverty assessment reports have shown that the economic growth rate has been growing disproportionately with the poverty reduction rate. For example, using the official basic needs poverty line set at 36,482 Tanzania shillings and food poverty line at 26,085 Tanzania shillings, 28.2 percent of the population and 9.7 percent of the population are categorized as falling below the poverty line and food poverty line respectively (National Bureau of Statistic [NBS], 2013). The poverty levels are particularly acute in rural areas. According to the 2011/12 household budget

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survey, 84.1 percent of the poor people in Tanzania live in rural areas while less than two percent live in Dar es Salaam (NBS, 2013). The report shows that the income inequality level is quite high in Tanzania with a Gin coefficient<sup>1</sup> of 0.34.

The recent Tanzania Human Development Report (THDR) paints even a gloomier picture of poverty in Tanzania. With a Human Development Index (HDI)<sup>2</sup> of only 0.488, Tanzania falls into the bottom quartile of countries with the lowest level of human development ranking at 159 out of 187 countries (Economic and Social Research Foundation, United Nations Development Programme, & Government of the United Republic of Tanzania, 2015).

Tanzania envisions becoming a middle-income country by 2025 and has put in place a number of policy frameworks to realize the vision. These include the National Growth and Poverty Reduction Strategy (NGPRS) and Five Year Development Plan (FYDP). In 2013, the Government of Tanzania launched a policy implementation framework dubbed Big Results Now (BRN<sup>3</sup>). This is a policy delivery methodology focusing on delivering specific goals within a stipulated timeline in an attempt to accelerate the realization of the Tanzania Development Vision 2025.

The BRN is based on three principles, namely: prioritization with clear performance targets; (ii) rigorous implementation supported by detailed monitoring of performance data by dedicated delivery staff; and (iii) transparent performance management (United Republic of Tanzania [URT]). Six areas have been prioritized in the BRN, namely agriculture, education, energy, resource mobilization, transport and water.

BRN for the education sector focuses on four areas. These are: “creating performance transparency; motivating through incentives; providing support where needed the most; and improving teacher conditions with the goal of achieving a pass rate of 80% for primary and secondary schools” by 2015/16 (URT 2015, p.22). The overall focus of the BRN in education is to improve quality of education as measured by improvement in performance in the Primary School Leaving Examinations (PSLE) and Certificate of Secondary Education Examinations (CSEE). The target is to achieve a pass rate of 60 percent in 2013, 70 percent in 2014 and 80 percent in 2015. Through the BRN initiative, several specific initiatives have been put in place to achieve these milestones, including teacher motivation, specialised teacher

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training in the teaching of literacy and numeracy, and provision of basic school inputs.

### **Kikwete's Philosophy and Vision for Education**

Since independence in 1961, Tanzania's education policies have taken different shapes. Immediately, after independence the focus of the education policy was to abolish segregation and racially based education system for blacks, Indians and whites. Relevant laws and regulations were enacted to ensure that education opportunities were made available to all children without any discrimination.

In 1967 Tanzania decided to adopt socialism as a guiding philosophy for her development endeavour. Arusha Declaration was launched as a strategic approach to hasten the implementation of socialism. In education, the philosophy of education for self-reliance was instituted as a guiding philosophy to translate the Ujamaa policy in the field of education with the aim to produce (i) people who are able to think for themselves, to make judgments on all issues affecting them and to interpret the decisions made through the democratic institutions of our society and to implement them in the light of the peculiar local circumstances where they happen to live; (ii) graduates who work hard and are responsible to the people; and (iii) individuals conscious of their worth and their equality in building a free society.

Thus, the philosophy of education for self-reliance was intended to comprehensively address the negative reminiscences and ramifications of colonial education by producing individuals who would be committed to serving the interests of the majority and inculcating a sense of duty to the community (Nyerere, 1967). The education for self-reliance was also intended to prepare young people to play a dynamic and constructive role in the development of a socialist society, whose progress is measured on the basis of human wellbeing. Due to the limited opportunities for secondary and higher education, the philosophy of education for self-reliance called for each level of education to be complete and terminal, capable of preparing individuals to meet challenges of real life upon graduation instead of merely preparing them to pass examinations for purposes of proceeding with the next level of education.

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The implementation of education for self-reliance and socialism was not very successful due to financial constraints. By the beginning of 1990s Tanzania had effectively joined a group of developing countries whose economic policies were being prescribed by the World Bank/International Monetary Fund under their Structural Adjustment Programmes, which were starkly opposed to the socialist policies, including the philosophy of education for self-reliance.

Thus, since the 1990s CCM's policies have been guided by the liberalisation agenda under the guidance and direction of the World Bank and sister institutions such as the IMF. Accordingly, several education policies have been implemented with the support of these institutions, including the Primary Education Development Programme (PEDP) and Secondary Education Development Programme (SEDP) with a focus on improving school enrolments and quality of education.

Given that since independence Tanzania has been governed by one party (CCM), President Kikwete's philosophy and vision for education was guided and heavily influenced by his party's policy positions. Philosophically, after the abandonment of the Arusha Declaration, Tanzania's development policies have become pragmatic or rather what Andrew Coulson has characterised as having changed from "the Arusha Declaration to Big Results Now".

Nevertheless, in his inaugural speech in the Parliament in December 2005, President Kikwete provided some broad guidelines that would guide the education policies during his tenure. In his speech, among other things, Mr Kikwete highlighted the importance of education in building the national unity. Specifically, he underscored three initiatives that his government would take in promoting national unity using education as a tool. These are (i) to establish national secondary schools that would admit students with special talents from all geographical parts of the country; (ii) to review the Civics syllabus so as to focus on promoting patriotism and national unity; and (iii) to ask schools managed by religious organisations (except seminary schools) to admit students from all denominations without discrimination on the basis of their religion

Thus, reading from his speech cited above, President Kikwete had some philosophical position of the role of education in Tanzania; he viewed education as an important tool to promote national virtues, including

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national unity. Regarding implementation of these ideals, it is notable that no national schools were established. Indeed, during Kikwete's presidency, the then acclaimed national schools located in various regions significantly deteriorated and their image could hardly be distinguished from the local community schools commonly referred in Tanzania as Ward schools.

The Civics subject was introduced in the school curriculum as promised. In 2006 the Ministry of Education and Vocational Training (MoEVT) issued a circular (Circular No. 2) that indicated a new structure of the subjects to be taught in primary schools (United Republic of Tanzania [URT], 2006). Among other directives, this circular instructed that Social Studies should be broken down into three subjects, namely History, Geography and Civics.

Thus, Civics was introduced as a new subject in line with President Kikwete's promise. Since then this subject has been taught in both primary and secondary schools, covering 25 topics and 16 topics respectively with a focus on nationhood. It is also notable that schools owned by religious organisations do admit candidates from all denominations without discrimination on the basis of religion.

**Education Delivery Scorecard for President Kikwete**

In his presidential inaugural speech that he gave in Parliament in December 2005 (Kikwete, 2005), which was also largely reinstated in his second inaugural speech in 2010, President Kikwete highlighted 11 objectives in education that his Government promised to address during his presidency. These are:

- i) to sustain the enrolment of children in primary schools
- ii) to improve pass rates at all levels of education
- iii) to increase the number of teachers congruent with the increase in the number of students
- iv) to increase the number of classrooms, teachers houses, laboratories, and toilets
- v) to increase capitation grants provided to schools
- vi) to strengthen the education quality assurance institutions
- vii) to motivate the private sector to invest in education
- viii) to strengthen the Higher Education Students' Loans Board so that it can provide loans to more needy students
- ix) to build at least one new university
- x) to improve vocational and technical colleges

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- xi) to improve teachers' welfare.

For purpose of this analysis, we assess the performance of President Kikwete in two main areas that are commonly used to assess performance in education, namely access to educational opportunities (enrolment) and learning outcomes.

### *Access to education opportunities*

Tanzania's education system can be described as 2-7-4-2-3+, which translates into two years of pre-primary education, seven years of primary education, four years of lower secondary education, two years of upper secondary education and three years of post-secondary education. Children begin primary education at age 7 and exit at age 13. The corresponding years for ordinary secondary education are 14-17 and 18-19 for upper secondary education while post-secondary education typically begins at age 20+.

In 2014, the Government introduced a new policy in education and training. This policy, among other changes, has extended the threshold of basic education from seven years to ten years, including secondary education. Thus, according to the new Education and Training Policy, the new structure of education can be described as 1(2)-6-4-2-3+.

In assessing President Kikwete's performance in increasing access to educational opportunities, we mainly focus on basic education covering primary and secondary education between 2005 and 2015. Expansion at other levels of education is, however, briefly highlighted for comparison purposes.

Tables 1 and 2 summarise the trends in access to educational opportunities during President Kikwete's years. It is notable that there was massive expansion of access at various levels of education. For example, the number of primary schools increased from 14,257 in 2005 to 16,538 in 2015 with a corresponding increase in the number of children's enrolment from 7,541,208 in 2005 to 8,202,892 in 2015.

Similar trends are noted at other levels of education. For instance, the number of secondary schools increased almost ten times from 531 in 2005 to 4,573 in 2015 with a corresponding increase in the number of secondary school students from 524,325 students in 2005 to 1,804,506 in 2015. Higher education has been expanding exponentially. For example, the number of universities has increased from 26 in 2005 to 52 in 2014, and the number of



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university student enrolment during this time has rapidly increased from 40,719 to 218,959 (see Table 1).

**Table 1: Increase in Access to Educational Opportunities between 2005 and 2015**

<i>Category</i>	<b>2005/2006</b>		<b>2014/2015</b>	
	<i>Number of Schools/Colleges</i>	<i>Number of Students/teachers</i>	<i>Number of Schools/Colleges</i>	<i>Number of Students / teachers</i>
1. Primary Education	14,257	7,541,208	16,538	8,202,892
2. Secondary Education	1,745	524,325	4,753	1,804,506
3. Vocational and Technical Education	184	40,059	744	145,511
4. Higher Education	26	40,719	52	218,959

Nevertheless, as Table 2 shows, after many years of sustained increase in enrolment at primary education in Tanzania, recent trends show that the proportion of both boys and girls in primary education has been falling since the initial years of PEDP implementation. This implies that proportionally there are fewer children in schools today than before. For example, between 2009 and 2012 enrolment in primary schools decreased from 8,441,553 to 8,247,172 with a corresponding decrease in the GER from 110.5 in 2009 to 98.4 in 2012 and 96.2 in 2013. Similarly, the NER has decreased from 95.9 in 2009 to 92 in 2012 and 89.7 in 2013.

The decrease in enrolment is much worse in some regions than others. In Kigoma, for example, 27 out of every 100 school going age children (7 to 13) are not enrolled in school. In Dar es Salaam, 26 out of every 100 children are not in school. Overall, governments statistics estimate that nearly a million children, between the ages of 7 and 13 are not currently in primary schools countrywide (United Republic of Tanzania, 2014).

The above trend is indicative of the internal efficiency performance of the primary education system in Tanzania. Studies have shown that dropout rate is increasing in primary schools in Tanzania. For example, between 2004 and 2008, a total of 50,401 children dropped out of primary schools in Tanzania

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because of truancy alone. Other factors that contribute to drop out rates are pregnancy and lack of school needs. Low learning achievement has also been attributed to the increase in the dropout rates in primary schools in Tanzania (Wane and Gaddis, 2015).

**Table 2: Trends in Primary School Enrolment between 2005 and 2015**

Year	Enrolment
2005	7,541,208
2006	7,959,884
2007	8,316,925
2008	8,410,094
2009	8,441,553
2010	8,419,305
2011	8,363,386
2012	8,247,172
2013	8,231,913
2014	8,203,000
2015	8,202,892

Perhaps the biggest achievement in expanding access to educational opportunities during Kikwete's presidency has been the building of a new university, the University of Dodoma. This is now the first biggest university in terms of enrolment capacity, with a capacity to accommodate up to 40,000 students. This university was part of Kikwete's promises in 2005 campaigns and was built by local funds from pensions schemes.

Other key achievements during Kikwete's presidency are notable in increasing the number of qualified teachers, which improved teacher to student ration from 1:56 in 2005 to 1:43 in 2013 for primary schools and to 1:22 for secondary schools. Additionally, the book to pupil ratio improved from 1:7 in 2010 to 1:3 in 2014 (CCM Manifesto, 2015).

#### ***Learning Outcomes***

One of the eleven promises and commitments of President Kikwete's Government on education was to improve the pass rates at all levels of education. In this section we review the extent to which these commitments were met.

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Nationally, Tanzania conducts two main types of assessment. The first type involves school, district and regional examinations, which are conducted on local arrangements and constitute 50 percent of the final student's grade. The second type of assessment is the primary school leaving examinations (PSLE) conducted by the National Examinations Council of Tanzania (NECTA). These are conducted once at the end of the seven-year period that children spend for primary education. For purposes of this analysis, we use the PSLE. At the secondary school level, these examinations are called Certificate of Secondary School Examinations (CSEE).

Recently, since 2010, an international non-governmental organization, Uwezo, has been conducting a series of household based assessment tests in three East African countries (Uganda, Tanzania and Kenya). These tests assess school age (7-16) children's competencies in literacy and numeracy. The results of these assessments have been revealing and have become a major source of education debates in the region. We will also use these assessment tests in examining the state of quality of education during President Kikwete's years.

#### **Performance in PSLE and CSEE**

For purposes of this analysis, trends in performance are analysed up to 2012 where data are available in the BEST. Beginning 2013, the Government changed the grading system following a public outcry due to deteriorating pass rates in CSEE. The new grading system is still unclear and it is therefore not included in this analysis. The analysis of eight years, however, gives a picture on the extent to which President's Kikwete's commitment to raise pass rates was realised.

Table 3 summarises the trends in pass rates between 2005 and 2012. It is clear from this table that pass rates have been plummeting over the years and especially beginning the year 2009 at both PSLE and CSEE. For example, pass rates in CSEE dropped from 89.3 percent in 2005 to only 43.1 percent, while PSLE pass rates dropped from 70.5 percent in 2006 to only 30.7 percent in 2012.

**Table 3: Trends in Pass Rates (%) in PSLE and CSEE 2005-2012**

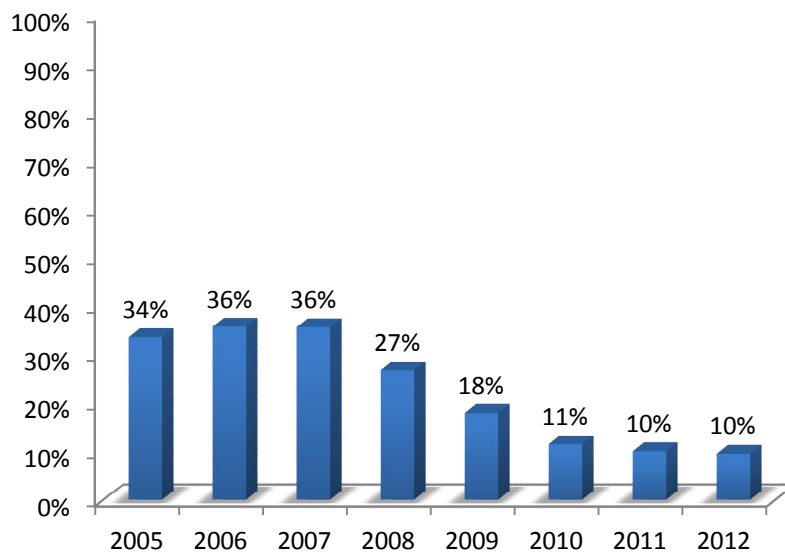
	2005	2006	2007	2008	2009	2010	2011	2012
PSLE	62	71	54	53	49	54	58	31
CSEE	89	89	90	84	73	50	53	43

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Further analysis of the CSEE reveals a gloomier picture. Before the change in the grading system, CSEE results were organised into five main categories: Division I, Division II, Division III, Division IV and Fail (Division 0). Division IV is the marginal pass that allows candidates to obtain a certificate but which does not allow such a candidate to continue with any level of further education. Thus, essentially, a pass rate at Division IV is a marginal failure!

As Figure 1 shows, pass rates at Division I-III plummeted devastatingly during President Kikwete's years and reaching the very low rate at 9.5 percent in 2012. This poor performance triggered a public anger at an unprecedented rate that forced the Government to change the grading system at secondary school examinations.

### **Division I-III**



**Figure 1: Pass rates at Division I-III at CSEE 2005-2012**

Following the introduction of the Big Results Now (BRN) initiative, PSLE results have been categorized into ten bands as indicated in Table 4. High performance is categorized as scores in bands 1 - 4; medium performance

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bands 5 – 6; and low performance bands 7 – 10. Thus far ranking has been done for year 2014 examinations.

Of the 15,875 schools that were ranked in the 2014 PSLE, only 988 schools (6.2%) scored in the Green band (250-180 marks), which means high performing schools, while 8,257 schools (52 %) scored in the red band (105-0 marks) and were categorized as low/poor performing schools.

When the results are analysed with respect to the three core subjects at primary school (Kiswahili, English and Maths.), the majority of candidates tend to perform better in Kiswahili and poorest in Mathematics and English. For example, in the 2013 PSLE, the results showed that the pass rate in Kiswahili was 69.1 percent compared to 25.5 percent in English and 28.6 percent in Mathematics.

**Table 4: PSLE Bands with Corresponding Marks**

<b>Band</b>	<b>Marks Range</b>
1. Band 1	250 - 228
2. Band 2	227-206
3. Band 3	205 - 181
4. Band 4	180 - 156
5. Band 5	155 - 131
6. Band 6	130 - 106
7. Band 7	105 - 81
8. Band 8	80 - 56
9. Band 9	55 - 28
10. Band 10	27 - 0

**Performance in other national assessments**

Uwezo assessment tests focus on literacy and numeracy levels pegged at Standard 2. This is because it is generally agreed globally that by the end of the second year in primary school children should have developed basic literacy and numeracy skills. In testing literacy, Uwezo asks children to read a simple text and their level of comprehension. In testing numeracy, children are asked to perform a basic numeracy task pegged at the Standard 2 level.

Figure 2 summarises the results of Uwezo assessment tests for four years (2010-2013). As this figure shows, the performance in all three subjects (Kiswahili, English and Mathematics) is generally poor. With the exception of 2013, Less than a third of children in Standard 3 could read a Standard 2

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story in Kiswahili. The performance was particularly poor for English in which less than a quarter of Standard 3 children could read a Standard 2 story in English.

The performance in Mathematics has been fluctuating but it has equally been poor whereby less than a quarter of Standard 3 children could perform a basic numeracy test meant for Standard 2 in 2010; the figure was 36.9 percent in 2011 and 31.9 percent in 2013. The results were slightly better in 2012 whereby 44.4 percent of children in Standard 3 children could perform a basic numeracy task pegged at Standard 2 level.

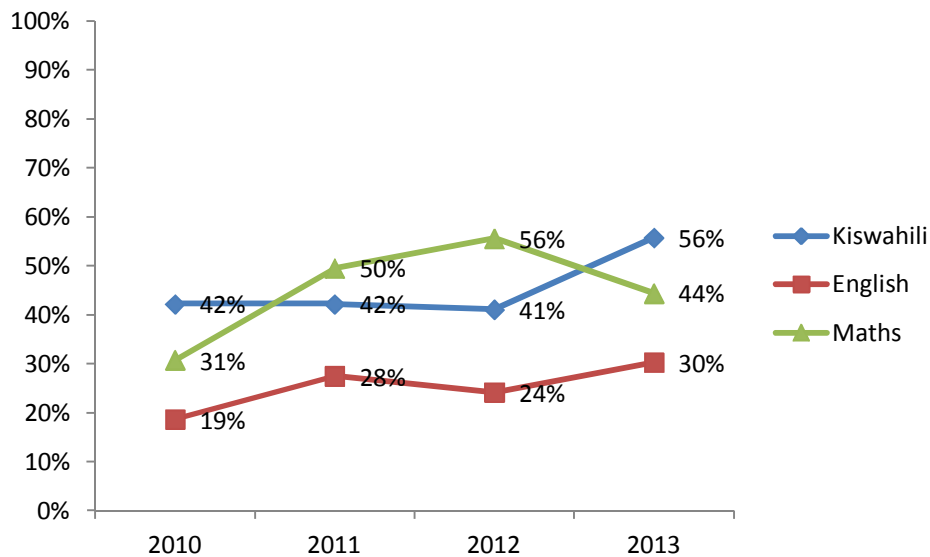


Figure 2: Overall pass rates in Uwezo assessment tests: 2010 - 2013.

In July 2013, the first *National Baseline Assessment for 3Rs (Reading, Writing, and Arithmetic) Using Early Grade Reading Assessment (EGRA and Early Grade Mathematics Assessment (EGMA)*, were conducted with the purpose of monitoring the achievement levels in foundational skills (USAID, 2014). These assessment tests offer an opportunity to determine whether children are developing the foundational skills upon which all other literacy and mathematical skills build, and provide a basis for improving the quality of education schools.

The EGRA and EGMA assessment tests were administered to 2,266 Standard 2 randomly selected from 200 schools, which were also randomly selected

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representing national, rural-urban and gender diversity. The results showed that about 60 percent of students were able to read 18 words in Kiswahili correctly. Furthermore, 40 percent of students were unable to answer a single question correctly. The minimum international benchmark for this level is that students should be able to answer at least 80 percent of the questions correctly.

In English, the performance was particularly poorly disheartening. Ninety four (94%) percent of the students were unable to answer a single question correctly. This means that only six (6 percent) of the students have a basic level of comprehension in English at Standard 2 level.

In Mathematics, 60 percent of the children were able to perform basic procedural tasks in Mathematics (addition and subtraction). Nevertheless, students had difficulty performing conceptual tasks in Mathematics where 58 percent of the tested children were unable to undertake basic conceptual task in Mathematics. This may imply that teaching and learning are more inclined towards memorization than understanding.

#### **Education Financing during President Kikwete's Years**

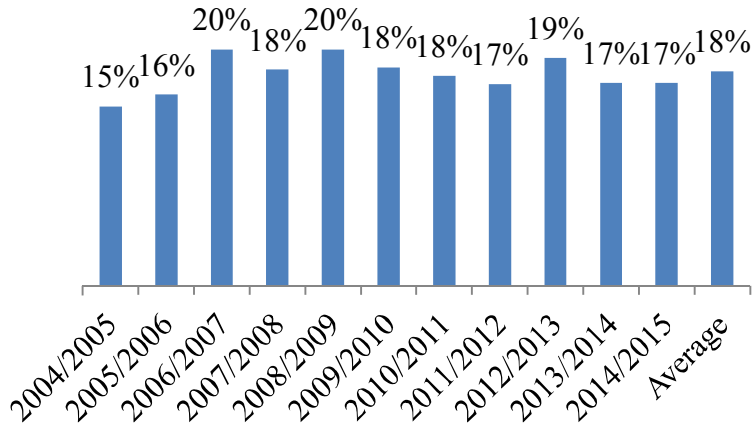
Education financing is an important proxy measure of the flow of school inputs, which are critical in determining learning outcomes. In this section, we highlight the trend in education financing during President Kikwete's years as a basis for determining the level of school inputs that flew into the education system during his presidency.

According to Dakar Framework for Action on Education for All (EFA) adopted at the World Education Forum on 26-28 April 2000, by 2015 countries committed to allocate at least 6 percent of their GDPs or 20 percent of their national budgets to education. In this analysis we use this commitment as a benchmark for assessing President Kikwete's realisation of the same.

Figures 3 and 4 summarise trends in education financing since President Kikwete came into power in 2015. As Figure 3 shows, the average education sector budget for the ten years of President Kikwete is 18 percent. Overall, the education sector budget remained relatively stable between 17% and 18% of the total budget.

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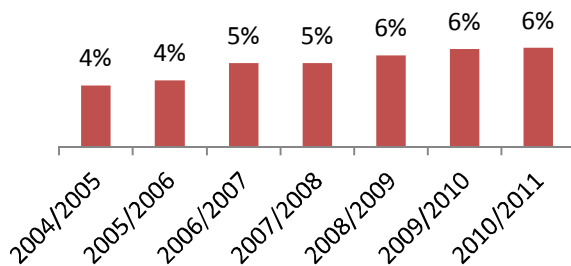
**Figure 3: Education sector budget as percentage of total budget during President Kikwete years**



Source: Author's calculations from BEST 2006-2013

Similarly, for the years that records were available, the education sector budget has remained relatively stable between 5% and 6% of the GDP (see Figure 4).

**Figure 4: Education sector budget as percentage of the GDP**



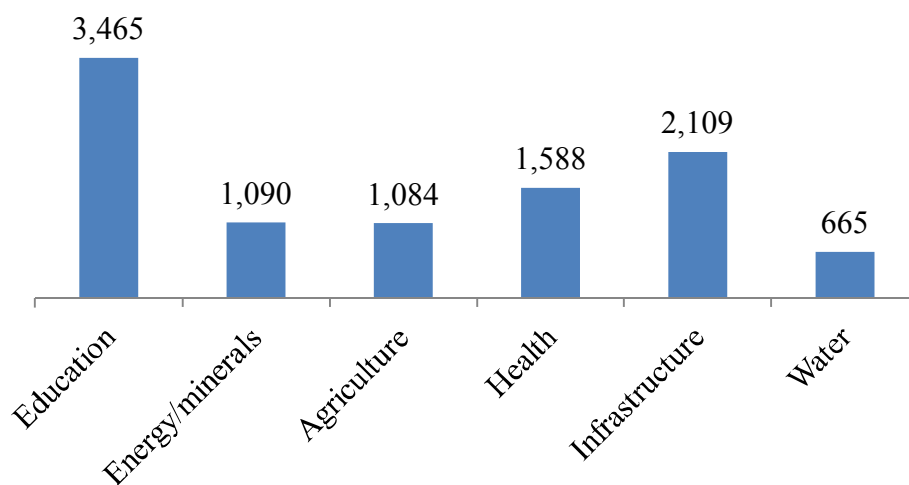
Source: Author's calculations from BEST 2006-2013



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On the basis of education financing trends presented above, it can be argued that the education sector was relatively adequately funded during Kikwete's presidency. Indeed, the analysis of the 2014/2015 budget shows that of the six sectors participating in the Big Results Now (BRN) initiative, the education sector receives the most funding at 3,465 billion shillings (see Figure 5).

**Figure 5: Budget allocation in billion shillings by sector in 2014/2015**



Source: HakiElimu (2014)

Nevertheless, it would appear that not all the money allocated for the education sector was realised or reached schools, which are essentially the primary target audience of education financing. For example, since 2001 when PEDP was initiated the Government decided to provide capitation grants to schools at Tshs 10,000/= and Tshs 25,000/= per student per year for primary and secondary students respectively. These grants were aimed at facilitating schools to procure essential school inputs such as books, teaching and learning materials, as well as to facilitate rehabilitation and construction costs and administrative expenses. A budget analysis conducted by HakiElimu (2014) shows that less than 50 percent of the capitation grants were released in the 2013/14 year. The analysis also showed that the capitation grants were being released irregularly and/or delayed.

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Consequently, many schools suffered critical shortages of teaching and learning resources due to underfunding.

### **Discussion**

Tanzania's education system has undergone a number of transformational processes since the country obtained her independence in 1961. The major changes thus far include the abolition of a racially based education system and the promulgation of the Education for Self-Reliance as an instrument to implement the socialist policies that characterized Tanzania's development agenda for almost three decades until the 1990s. Since 1990s Tanzania embarked on the liberalization policies with free market mantra as the basis for economic policy that also affected the education policy imperative.

In 1995 Tanzania introduced a new policy on education and training. Among other things, this policy called for a comprehensive review of the education system with a vision to "creating a well-educated, knowledgeable and skilled Tanzanian able to competitively cope with political, cultural, economical and technological development challenges at national and international levels" (United Republic of Tanzania [URT], 2000, p. 9). The long-term aim of the 1995 policy was to restructure and transform the education system qualitatively with a focus on promoting creativity and problem solving skills (URT, 2006). This aim has been implemented through two main initiatives, namely Primary Education Development Programme (PEDP) and Secondary Education Development Programme (SEDP) that were promulgated in 2001 and 2004 respectively.

When President Kikwete came into power in 2005 his education undertaking was guided by the PEDP and SEDP initiatives. The key focus areas for these initiatives were to improve enrolment and quality of education at primary and secondary school levels. This review has examined the key achievements and challenges in education during President Kikwete's years of service.

According to this analysis the main achievements in education during President Kikwete's years were on improving access to educational opportunities. Primary education expanded by 16 percent with corresponding increase in the primary school enrolment by nine percent (about one percent increase each year). The most significant expansion happened in secondary education, with both the number of schools and enrolment rate more than tripling. Nevertheless, the achievements in enrolment were somewhat blurred by an increase in the dropout rates.

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This analysis has shown that the achievements in enrolment during Kikwete's presidency did not match with the achievements in improving pass rates. Indeed, the analysis shows that the enrolment rate was increasing disproportionately to the pass rates. For example, the pass rates in PSLE plummeted during President Kikwete's years doubly from 62 percent in 2005 to 31 percent in 2015. Thus, Kikwete's regime did not only fail to sustain the pass rates during previous Governments, but the pass rates actually plummeted during his presidency. Similarly, pass rates at the CSEE also plummeted by more than double from 89 percent in 2005 to 43 percent in 2012. The pass rates at secondary education are particularly poorer when taking into account only absolute pass levels (Division I-III) whereby the pass rates at these divisions plummeted by more than triple from 34 percent in 2005 to 10 percent in 2012 of the candidates scoring at Divisions I-III.

Overall, the average students' pass rates during President Kikwete years stand at 54.2 percent for PSLE, 63.9 percent for CSEE (including marginal pass at Division IV) and 24.4 percent for pass rates at Divisions I-III (see Figure 8).

The performance in other nationwide assessments is also equally poor. For example, the results of Uwezo (2010-2013) assessments show that less than a third of children aged 7-13 passed Standard 2 level English test. The performance was also poor in Kiswahili and Mathematics subjects.

On the basis of education financing levels, it is clear that President Kikwete gave the education sector a high priority in his development agenda. The education sector share of the budget was averaged at 18 percent, which is only a few points short of the 20 percent benchmark set by the World Education Forum in 2000. Furthermore the average education sector budget was 5.3 percent of the GDP.

Several factors have been associated with poor learning outcomes in the Tanzania's education system and other African countries. These include, for example, inadequate availability of teaching and learning resources and poor school leadership (Sigalla, 2013); poor teacher motivation and support and poor community participation in education (Mbugua, Kibet, Muthaa, and Nkonke, 2012). In community schools (commonly known in Tanzania as ward schools), a special problem of teachers' shortage has been observed as significantly hindering the delivery of quality education (Komba, Hizza, Jonathan, 2013).

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The factors highlighted above were also evident during Kikwete's presidency and have contributed significantly in the observed deterioration of pass rates. More critically is the poor teachers' motivation that has been associated with poor teacher effectiveness (Mkumbo, 2013). The untimely and inconsistent release of capitation grants to schools has also contributed to poor availability of key school inputs such as textbooks and other teaching and learning resources. This is also supported by findings of a study conducted by Mbelle and Katabaro (2003), which showed that school characteristics were more instrumental in determining learning outcomes than student individual characteristics.

### **Conclusion**

It can be argued that President Kikwete's Government was impressively successful in expanding education opportunities to millions of children in Tanzania. Nevertheless, on the basis of students' academic achievement on various measures, it can also be argued that President Kikwete probably presided over the poorest quality of the education system in the history of independent Tanzania.

The implications of President Kikwete's education administration are wide ranging. These include sustaining the enrolment rates at various levels and improving the efficiency in the education system by reducing wastage due to the seemingly increase in dropout rates. More critically the next Government would have a daunting task in ensuring that children learn while in schools. Thus the fifth phase Government under the leadership of Dr John Pombe Magufuli should do a thorough diagnosis of the challenges facing the education sector in Tanzania. This is important in order to understand and unravel the complexity and comprehensiveness of the education system in the country. The new Government should avoid quick fixes in addressing education problems that have characterised previous governments. We perhaps need a special commission of the likes of Makweta's Commission of 1981 to diagnose and recommend appropriate measures to reform our education system.

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### **End Notes**

1. Gini coefficient is a measure of inequality in income ranging between 0 and 1. The higher the value of a Gini coefficient the more pronounced is the income inequality level.
2. HDI ranges between 0 and 1 and is an aggregate of life expectancy, education and income indices.
3. Big Results Now (BRN) is Malaysian based model for enhancing the implementation of development programmes through performance based incentive and a clear monitoring and evaluation framework. It is a tool that commits Government leadership to deliver specific set targets and time frame.

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