

**INSTITUTIONAL FACTORS CONTRIBUTING TO INEFFECTIVE
MONITORING OF EDUCATIONAL PROGRAMMES IMPLEMENTED IN
PUBLIC PRIMARY SCHOOLS IN MVOMERO DISTRICT**

By

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**A Dissertation Submitted in Partial Fulfillment for the Requirements for the
Degree of Master of Arts in Education of the Mzumbe University**

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CERTIFICATION

We, the undersigned certifies that he has read and hereby recommends for acceptance by Mzumbe University a dissertation titled:“*Institutional Factors Contributing to Ineffective Monitoring of Educational Programmes Implemented in Public Primary Schools in Mvomero District*” in partial fulfillment of the requirements for award of the degree of Master of Arts in Education of the Mzumbe University.

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DEDICATION

This work is dedicated to my parents Mr. & Mrs. Mbilinyi, my sister Christina, and brothers, Christone, Adili, Ashery and Jonathan.

LIST OF ABBREVIATIONS

BRN	Big Results Now
BRNed	Big Results Now In Education
CSEE	Certificate of Secondary Education Examination
EFA	Education for All
ESD	Educational Sector Development Programme
ETP	Education and Training Policy
MDU	Ministerial Delivery Unity
MOEC	Ministry of Education and Culture
MoEST	Ministry of Education Science and Technology
MoEVT	Ministry of Education and Vocational Training
PDB	President's Delivery Bureau
PEDP	Primary Education Development Plan
PORALG	Prime Minister Office Regions and Local Government Management
PSLE	Primary School Leaving Examination
UPE	Universal Primary Educational

ABSTRACT

This dissertation explored the institutional factors that contribute to ineffective monitoring of Educational Programmes, using Big Results Now in Education (BRN Ed) in Mvomero District as the case. The study specifically intended to find out the perceptions of participants on the implemented BRN Ed programme, assess whether the level of knowledge (cognitive factor) of the participants on the implemented BRN Ed programme contribute towards ineffective Monitoring of such an educational programme, examine the extent to which the level of involvement (Normative Factor) in BRN Ed programme contribute towards ineffective Monitoring of such an educational programme and find out whether there was any provision or rules (Regulative Factor) on the implementation of BRN Ed programme that contribute towards ineffective Monitoring of the educational programme in the study area. The study employed a descriptive, case study research design in which qualitative data dominated over quantitative one, giving raise to qualitative sequential quantitative mixed research approach. It involved a sample size of 110 participants who were selected through purposive and stratified sampling techniques. Data for this study were collected through questionnaires, interview checklists, and documentary review. Qualitative data were analyzed through narrative content analysis, while the quantitative data were analyzed descriptively through a Software Package for Social Science (SPSS) version 21.

The findings show that several institutional factors from both formal institution such as government schools and informal institutions operating under the umbrella of parents, teachers and politicians at the local level were found to contribute to ineffective monitoring of Big Results Now Education Programme. It shows that there is lack of provision of regulations in the BRN Ed document that set clear roles of parents and guardians in the implementation process. Because of that, there have been mixed results in the implementation of BRN. While at one pole, parents realized and achieved a norm of supporting school feeding programs, at the other pole, there was competition between formal and informal institutions over several school matters. This terrain compromised the process of monitoring BRN Ed. Because of this, conventional ways of monitoring educational programme driven by inputs and outputs attributes in terms of acquired learning and numerical skills have ipso facto dominated the school settings. The study concludes that for the educational programs such as BRN Ed to realize her intended objectives, effective monitoring of educational programs requires establishing institutional and legal framework to accommodate norms, interests and diversity of actors in both formal and informal institutions during the follow-up and after implementation of educational programmes.

The recommendation is that there is a need for a government to improve institutional coordination among actors from formal and informal institutions. Also, the Ministry of Education should clearly develop guidelines on how to involve various actors at the school settings in the monitoring and evaluation process.

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CHAPTER ONE

PROBLEM SETTING

1.1 Introduction

Effective Monitoring and Evaluation (M&E) of educational programs are amongst the major challenges facing practitioners in Tanzanian public institutions. While institutions are regarded as the “rules of the game” (Rutherford, 1996), most of the educational programs including the Big Results Now in Education (BRN Ed) implemented in education institutions have little or no impact because there is ineffective and inefficient follow up during and after the implementation. This owes the study to explore on institutional factors that contribute to ineffective monitoring of educational programmes, using Big Results Now in Education (BRN Ed) implemented in Mvomero District as the case. The chapter is structured to include: the background to the problem; statement of the problem, research objectives, the significance of the study, as well as the scope of the study.

1.2 Background of the problem

Throughout the World, educational institutions play key roles of not only implementing various educational programmes for various reasons, but also monitoring the progress or performance of those programmes. The potential role that Monitoring and Evaluation (M&E) play in a number of development discourses has been recognized internationally as well as in Africa. M&E whether conducted by an internal or external organ supports decision-making in the design of government policies and government plan (Jones, 2011; Mackay, 2000); it facilitates meeting outcomes of the development of projects/programmes (Rossi and Freeman, 1993; Louw, 1995; Cloete, 2005). It also offers an evidence-based policy making (Bamberger, 2008; Kusek, and Rist, 2002); promoting good governance (Naido, 2011) as well as enhancing knowledge production and learning by analyzing about what works and does not work in a given intervention (Rossi, Lipsey, and Freeman, 2004; Stufflebeam, 2006). Also the use of M&E improves the performance of institutions, programmes and projects (Mackay, 2007; Hatry, 1999).

Despite various benefits emerging from the utilization of Monitoring and Evaluation (M&E) of programs, there are several institutional factors that possibly contribute towards ineffective monitoring of educational programmes such as Big Results Now in Education (BRN Ed). Indeed, there is various grounded literature drawn from the countries of the Global North which demonstrate ineffective utilization of Monitoring and Evaluation in public institutions especially those located at the decentralized level (Lipsey, and Freeman, 2004; Valadez, 1994 & Cloete, 2004). It has also been observed through an interview with District Education Officer (DEO) of Mvomero District, December 2018) that most of the education programs run by her public primary schools fail to realize their positive significance effects and end up having little or no impact because unclear reasons. This raises a need for investigation.

In Tanzania like other countries in the world, has been a concern to institutions improving the implementation of educational policy (URT, 2007). Since independence, Tanzania has undergone through several educational policy changes to improve the provision of education services and bring better performance in education sector. Education provision and investing in human capital have been recognized as central to quality of life, therefore those policy changes and reforms were geared towards combating achieving Education for All (EFA) and combating poverty, diseases and ignorance (URT, 1999). In order to ensure the effectiveness in the implementation of educational policy the government directs some public bodies, coordinate and monitor all activities done in education sector (URT, 2007). The Prime Minister's office, Regional and Local Government management are the main government's bodies for monitoring all educational activities in Tanzania. These ministries are well assisted by various local institutions such as district education offices which are responsible for monitoring the implementation of educational policy changes at their respective districts (URT, 2017). In order to improve the quality of Tanzania education, the government introduced the Primary Education Development Plan in 2002, Big Results Now in Education in 2013 and free education policy in 2015.

In 2001 the Primary Education Development Plan (PEDP) was introduced in Tanzania and it was started to be implemented in 2002. PEDP was implemented under guidelines and monitoring of ministry of education and culture (MoEC). The first phase of the programme was from 2002 to 2006 and the second phase was from 2007 to 2011. Since Universal Primary Education (UPE) drive in 1977, PEDP was the most successful attempt done to bring better performance in Tanzania public primary schools. PEDP was to be implemented within the framework of the educational sector development plan (ESDP). ESDP focused on the improving educational management information system, strengthening management capacity, improving learning and teaching environments and controlling the spread of HIV/AIDS within the education and training system (URT, 2007). Generally, ESDP aimed at improving the quality, participation, management and administration, system's structures, effectiveness and equity in education (Davidson, 2004).

PEDP had many objectives but the main objective was largely based on expanding access to primary education. Other objectives were on increasing school funds, improving the quality of learning and teaching, increasing number of classrooms, teachers' houses and promoting transparency and democrat throughout the system. In short the most important interest of PEDP objectives was to recover the quality of primary education by increasing students' examination performance (Sumra, 2002). In February 2013, the government introduced the "Big Results Now in education" (BRNed). The implementation of BRNed was monitored by the ministry of education and vocational training (MoEVT) and the ministry of prime minister office regions and local governments management as well as the President's Delivery Bureau (PDB) (Todd & Artfield, 2017). BRNed was established with the aim to hasten the quality improvement of the basic education service delivery. BRNed was funded by the World Bank together with Sweden and the government of the United Republic of Tanzania. BRNed has been designed with the main objective of improving students learning outcomes in the short period of time (URT, 2013). In spite of Big Results Now in education, still primary school leaving examination (PSLE) performance was not encouraging.

1.3 Problem statement

There are various grounded literature which demonstrate an increased trend of ineffective utilization of Monitoring and Evaluation of public projects in local government institutions (Lipse, and Freeman, 2004; Valadez, 1994 & Cloete, 2004). In Tanzania, since 1961 various implemented educational policies (1978; 1995; and 2014) and educational programmes such as SEDP, BRN, and Fee Free Education well had ideally aimed at addressing various challenges of education using various quantitative and qualitative indicators tied to those educational programmes.

Within the lens of executed BRN for example, available statistics drawn through an interview with District Education Officer (DEO) of Mvomero District, December 2018) shows that out of 23 targets aspired to be reached by BRN in 2015, only 11 targets had been realized in three years, between 2012 and 2015. Those observations infer that a number of public primary schools have failed to realize positive significance effects from those educational programmes and ended up having little or no impact due to unclear reasons.

While there are so many factors linked to the problem, the existing status quo assumption links the problem with ineffective M&E in public institutions. This raises several issues for investigations. First, how do perceptions of the research participants on the implemented BRN Ed programme contribute towards ineffective Monitoring of such a programme? Second, does the level of knowledge of the research participants on BRN Ed programme contribute towards ineffective Monitoring of such a programme? Third, to what extent does the level of involvement in BRN Ed programme contributes towards ineffective Monitoring of such a programme? and lastly, are there any provisions or rules on the implementation of BRN Ed programme that contribute towards ineffective Monitoring of such an educational programme in the study area? Consequently, the study explored institutional factors contributing to ineffective monitoring of educational programmes implemented in public primary schools, using Big Results Now in Education (BRN Ed) programme as the case in Mvomero District.

1.4 Objectives of the study

1.4.1 General objective

The study explored institutional factors contributing to ineffective monitoring of educational programmes implemented in public primary schools, using Big Results Now in Education (BRN Ed) programme as the case in Mvomero District.

1.4.2 Specific objectives

Specifically, the study sought to:

- (i) Find out the perceptions of the research participants on the implemented BRN Ed programme in the study area,
- (ii) Assess whether level of knowledge (cognitive factor) of the research participants on the implemented BRN Ed programme contribute towards ineffective Monitoring of such an educational programme in the study area,
- (iii) Examine the extent to which the level of involvement (Normative Factor) in BRN Ed programme contribute towards ineffective Monitoring of such an educational programme in the study area,
- (iv) Find out whether there was any provision or rules (Regulative Factor) on the implementation of BRN Ed programme that contribute towards ineffective Monitoring of such an educational programme in the study area.

1.5 Research questions

Specifically, the research was guided by the following research questions:

- (i) What are the perceptions of the research participants on the implemented BRN Ed programme in the study area?
- (ii) Does the level of knowledge of the research participants on BRN Ed programme contribute towards ineffective Monitoring of such a programme?
- (iii) To what extent does the level of involvement in BRN Ed programme contribute towards ineffective Monitoring of such a programme?
- (iv) Are there any provisions or rules on the implementation of BRN Ed programme that contribute towards ineffective Monitoring of such an educational programme in the study area?

1.6 Significance of the study

This study is significant as it will contribute useful information, awareness and knowledge to the existing body of knowledge on the effectiveness of institutions in improving the implementation of monitoring policy changes on public primary schools in Tanzania. The information provided by this study can serve as empirical data for suggestions and recommendations on improvement of existing education policy and new policies as well as institutions responsible for monitoring the implementation of educational policy changes. It is also the belief of the researcher that the study findings would contribute the knowledge to decision makers, policy makers and educational planners about the process of educational policy changes and the status of ongoing implementation.

Also the research findings will provide adequate and appropriate information which can be useful in enhancing and building capacities of all educational stakeholders towards the implementation of the educational policy. For example, was participants level of involvement a Policy tied or voluntary? This study will also help to identify the challenges facing the implementation of various educational policies in public primary schools. The knowledge generated will help the government to take responsive measures on the challenges facing the implementation of various educational policies and resources allocation on public primary schools.

The general research findings and researcher's recommendations will serve as an additional innovative input to the government and the ministry concerned so they can re-improve the existing institutions for monitoring policy changes on primary education system. Also this study will create a foundation for further studies on the effectiveness of the institutions for monitoring policy changes and help the government to develop effective institutions that would be responsible for monitoring policy changes on public primary schools in Tanzania.

1.7 Limitations of the Study

The data collection process faced four main limitations. These were: Openness and transparency of the study participants; time for data collection; as well as co-operation from respondents.

Openness and transparency of respondents: Some of the head of schools were reluctant to respond to questions that required them to indicate the financial resources planned and utilized for conducting M&E of public projects. This reluctance was caused by unfounded fear of being investigated as suspects for divulging things they would not like to expose to third parties or simply for fear of losing the much needed employment after disclosing what they feared were institutional secrets. Measures to overcome this problem included counter checking the information with other respondents in the same school and through observation. Also, the researcher tried as much as possible to reduce any possible mistrust by creating rapport with the study participants.

Time: It was difficult for most respondents from those departments and sections of Mvomero District Council to honour their appointments because of their busy schedule. Therefore, most of the interviews were rescheduled to their convenient time which somewhat delayed the collection of data. Support and co-operation from respondents: During data collection a few officials from the study area declined to participate in the study because they mistakenly believed that the research was investigating issues concerning their performance towards governing public resources. In this case, they feared they could be implicated in the government administration. In this quest, respondents' hesitations and unwillingness of providing information during data collection especially in interviews leads to bias in the information provided. To mitigate this problem, more time was spent to sensitize study participants on the nature and purpose of the study. The busy schedule of respondents as well made a collection of information a difficult one. To mitigate this several data collection methods were triangulated to meet the desired targets of the study.

1.8 Organization of the study

The study investigated on institutional factors that contribute to ineffective monitoring of educational programmes, using Big Results Now in Education (BRN Ed) implemented in Mvomero District as the case. The study is structured into six chapters: Chapter one presents the introduction of the study where the overview of the study and problem statement is presented. The chapter includes background of the problem, statement of the problem, objectives of the study, research questions, and significance of the study, limitations of the study and organization of the study.

Chapter two reviews the literature of the study. It reviews both the theoretical empirical literatures.

Chapter three describes research methodology and the logic behind the use of the method or tool applied to pre-empt the research problem. It includes research design, which links the outcome of the study with the research philosophy, research approach, research strategy, area of the study, population of the study, sampling and sampling procedure, data collection methods, data analysis and ethical consideration as well.

Chapter Four presents and interpret the analyzed data collected from various study participants. Chapter Five discusses the research findings in line with the study objectives; and Chapter Six provides a summary, conclusion and recommendations of the study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

As noted earlier, ineffective monitoring of educational programmes is associated with several institutional factors, and has dominated the debates of policy makers, government technocrats, parliamentarians, researchers as well as training institutions. This chapter provides the theoretical and empirical literature in line with the study objectives which include among others to understand: the perceptions; level of knowledge; the level of involvement in BRN Ed programme; as well as whether the level of involvement in BRN Ed was policy tied or voluntary. Sub-section 2.2 presents the theoretical perspectives of the study, sub section 2.3 critically analyses the empirical literatures drawn in line with the study's objectives, and the last part, sub section 2.4 provides a summary of the chapter which centers at filling the knowledge gap of the study.

2.2 Theoretical literature review

2.2.1 Definitions of key terms used by study

a) Institutional Factors

In this study, the institutional factors that determine the effectiveness of monitoring system towards tracking the achievement of targets of those educational programmes such as Big Results Now (BRN) is related to the three factors: the cognitive, normative and regulative factors as well. Within the cognitive factors, aspects such as the level of knowledge of not only the implemented educational programmes such as BRN but also monitoring skills and knowledge) were analyzed. Also, the study analyzed normative factors that included aspects such as the level of involvement in the implemented educational programmes such as BRN. Within the regulative prism, the study interrogates whether the level of involvement among actors associated with the educational programmes such as BRN Ed was policy tied or voluntary within their respective natural setting.

b) Effective Monitoring

Monitoring is defined as continuous, internal management activity, whose purpose is to assure that a project achieves its defined objectives within a prescribed time frame and budget. It is also regarded as a continuous evaluation process. Its purpose is give feedback regularly to the management on progress of the project implementation and the problems faced during the implementation so that corrective measures can be taken timely (Valadez, 1994). To monitor is to track implementation of either policies or Programs or Strategic Plan or Project in a routine basis, and observing how the values of different indicators against stated goals and targets change over time. The typical questions are: “How many?” “When?” “How?” “For how much?” By monitoring we try to assess whether activities are implemented effectively and efficiently. In this study, effective monitoring is considered as a tool and a process as well which facilitates meeting outcomes of the educational programmes (Here, I refer BRN) and offers an evidence-based policy making for the future educational programmes as well as enhancing knowledge production and learning by analyzing about what works and does not work in a given intervention (Stufflebeam, 2006).

c) Big Results Now

For the long time the government of Tanzania has been struggling hard to transit the economy from low to middle income. As a part of that effort Tanzania tried to adopt the model of development from Malaysia. In February 2013, the big fast result initiatives was adopted from Malaysia and started to be implemented in Tanzania’s educational systems. Big Results Now (BRN) implementation was comprehensively focused on six priority areas of economy including Education, water, agriculture, energy and natural gas, resource mobilization and transport. BRN progress was monitored and reported by the President’s Delivery Bureau (PDB) (Todd & Artfield, 2017).

Big results now in education (BRNEd) were expected to hasty improvement of delivery of quality education service both at primary schools and secondary schools (MoEVT, 2013). Furthermore, Big Results Now in education emphasis was to ensure that: Education must be taken as an important tool of strategy to bring about changes

of thoughts in building the Nation of people full of knowledge and great ability to the challenges of development with full of mentors and competitiveness (URT, 2013). BRNEd's achievements was measured through the following indicators: the national average performance of grade two students in reading; the national average performance of grade two students in numeracy; teacher's percentage found in classrooms during unannounced visit in primary and secondary schools; teacher's percentage with minimum knowledge in languages and mathematics in primary schools. To recap, the main objectives of the program were to improve the performance of students on Primary School Leaving Examination and Certificate of Secondary Education Examination (CSEE) (World Bank, 2014).

2.2.2 An overview of monitoring of educational Programmes

Educational policies have high influence on shaping various education systems with their management and structure. Since independence, Tanzania has implemented several education policies to cater for various needs in education sector. Among others include combating ignorance, diseases and poverty where investments in provision of education and human capital have been recognized as a central to quality of life (URT 1999). The government of Tanzania directs various public bodies to monitor all activities in educational sector. The ministry of education science and technology (MoEST) and the ministry of Prime Minister' office regions and local government management are the main institutions responsible for monitoring implementation of educational policy in schools. These institutions provide circulars, guidelines and regulations to improve the implementation of educational policy in schools (Hakielimu, 2017). At local levels school inspections is the most common way used to the progress of monitoring the implementation of educational policy changes in primary schools. School inspection is widely considered as an essential instrument for quality education that will aid the nation to compete in the ever-changing world economy (Kambunga & Dadi, 2015). Inspections involves evaluation which includes measurement, evaluation and testing of various educational activities in schools for the aim of improving quality and standards of the education provided (Ololube, 2014). The major responsibility of the inspectorate department is to advise the ministry of education, science and

technology on the best way of implementing education policy and the ways of improving quality and standards of provision of education in schools (Kambunga & Dadi, 2015). In this aim, the inspectors are used as insiders on the part of the ministry of education and as outsiders on the part of the school, to provide expertise on the organizational and curriculum issues by doing the followings to inspect all schools and write a report with the purpose of advising the chief education officer on matters which require decision making for further improvement, to inspect, educate and advise owners, managers, school boards or committee and teachers on the best implementation of school development plans, to initiate and conduct education, research and disseminate the information for the purpose of improving the teaching standards in schools, to act as a link between school, other institutions and the Ministry of education To conduct in-service trainings for teachers, to supervise the improvement of standards and quality of teaching in schools.

From the analysis of these roles, school inspectors nowadays known as quality assurer have three main roles which are development role, inspection or monitoring role and advisory role as well. Therefore school inspectors play a great role in monitoring changes in public schools since they are the ones responsible in ensuring the implementation the education policy is implemented successful in their respective areas.

Educational monitoring revolves at two key areas: pedagogical and managerial lens as well. Within the pedagogical perspectives it reflects tracking activities that improves both, teaching and learning process during the student and teachers' interaction. Also, within the managerial perspectives educational monitoring reflects tracking managerial activities of school heads to ensure that they are met in line with prescribed plans.

Among the managerial activities include: School's Board of Management/Committee is in place; the Parent-Teacher Association (PTA) is functioning effectively; the school head assesses school strengths & identifies areas for improvement; school learning improvement/development plans (SIPs/SDPs) are being utilized; School Education Management Information System (EMIS) is in use; EMIS information is

submitted in a timely manner to the Ministry; the Principal promotes teachers' well-being & positive morale; regular training for teachers and education managers conducted; students participate in school leadership; students participate in decision-making through Student Councils based on clear guidelines; as well as student leaders chosen democratically by students.

It also includes the fact that teachers are sensitized about relevant educational policies; induction and mentoring of new teachers is practiced in a systematic way; members of the Management Team informally assess the knowledge and skills of the teaching staff; teachers' knowledge/skill deficits are addressed through either school-based or external training opportunities; regular structured school-based staff development is conducted by resource persons; the school has a fair system for allocating opportunities to participate in external staff development; teachers involved in external training return and provide school-based training to other teachers; the staff has been exposed to student-centred teaching strategies; and fact that the staff has been sensitized to techniques for ensuring an equitable gender education

At the programme level, for both, Monitoring and Evaluation to be efficient and effective, there must be information system tied into the policy/programme and project cycle. That is why during preparation of any intervention, designers have to clarify policy or programme or project goal, objectives, indicators of attainment of the objectives, inputs, activities, outputs, means of ascertaining the indicators. This raises a need to understand the link between the logical Frame and M&E. Since educational outcomes are supposed to be shared to various actors, it suffices also to ask whether the process was conventional or participatory, and if various group of actors such as parents, school boards, and teachers were conversant with the BRN Ed programmes, and had desired knowledge and skills for monitoring the programme.

Table 2.1: Monitoring and Evaluation: Comparative Characteristics

Characteristics	Monitoring	Evaluation
Subject	addresses operational management issues	addresses strategic aspects
Character	Systematic and continuous process	Periodic process
Primary Client	Internal programme/project managers	Either external audience or both external audience & internal project managers
Primary Focus	Focuses on operational efficiency and effectiveness	focuses on relevancy, outcomes, impact and sustainability
Methodology	Utilises rapid appraisal methods	Utilises rigorous research methodologies, sophisticated tools
Objectives	To identify and resolve implementation problems	To check outcomes / impact, verify developmental hypothesis
	To assess progress towards objectives	To document successes and lessons learned

2.2.3 Indicators of Policy Evaluation

Process/Performance Indicators: These are the indicators showing the performance of the process, that is, the extent to which the number of inputs utilised have been translated/processed into desired outputs.

Outcome Indicators: These are the indicators showing the short term effects of a given intervention brought by either the policy or programme.

Impact Indicators: These are the indicators showing the long term effects of a given intervention brought by either the policy or programme.

2.2.4 Approaches to evaluation

Whereas monitoring is carried out during implementation, evaluation is carried out: during implementation; in the middle of implementation; at the end of implementation and some years after cessation of a project. The approaches to evaluation include:

Formative evaluation- is a continuous process that occurs during implementation. It aims at monitoring the performance of on-going policy. It is also called an on-going evaluation (ex-ante evaluation).

Midterm evaluation- is undertaken in the middle of implementation; about halfway the implementation period of a project. It is the first comprehensive look at the project by the financier of it.

Summative evaluation - studies the policy / program at the end in order to generalize on the effectiveness of the policy. It serves the purpose of policy termination or succession. It is an outcome evaluation. During terminal evaluation, the following aspects are examined; short term effects of the project, sustainability of the benefits of the project, rates of economic financial calculations, secondary data for comparison with project's records, and outputs of management information system.

Ex-post evaluation -Ex-post evaluation is undertaken some years after cessation of a project when a project is expected to have reached its full development and the full impact (long-range objectives)

2.2.5 Criteria/Components for Policy Evaluation

The criteria for evaluating policy include: Assess impact; assess efficiency; assess effectiveness; verify relevance; assess adequacy and many more.

- i. **Impact** tells you whether or not what you made a difference to the problem situation you were trying to address. In other words, was your strategy useful? For example, did ensuring that teachers were better qualified improve the pass rate in the final year of school? Before you decide to get bigger, or to replicate the project elsewhere, you need to be sure in terms of the achieved impact(s).
- ii. **Efficiency** tells you that the input into the work is appropriate in terms of the output. The input could be in terms of money, time, staff, and equipment and so on. It interrogates how much effort was required to achieve a valued outcome,

Effectiveness refers to a measure of the extent to which a policy or project achieves the specific objectives it set. If, for example, we set out to improve the qualifications of all the high school teachers in a particular area, has the policy outcome achieved? Did we succeed?

- iii. **Equity** refers to the fairness in the distribution of benefits & costs of policy/project output among social groups. For example, between male and female, among those with wealth and the vulnerable, and many more.
- iv. **Adequacy** refers to the extent to which the achievement of valued outcome of a policy/project resolve the social problem
- v. **Responsiveness** measures the extent to which the policy outcome satisfy the needs and values of the society.
- vi. **Appropriateness** assesses whether the desired outcomes are actually worthy (intended vs unintended).

Table 2.2: Evaluation Criterion and Key Assessment Questions

Criterion	Key Assessment	Question	Illustrative criteria
Effectiveness	Has valued outcome (objectives)	Has the policy outcome achieved?	Units of policy outcome
Efficiency	Effort required to achieve a valued outcome	How much effort was required to achieve a valued outcome	Cost-Benefit Ratio/ Unit cost
Adequacy	Extent of achievement to the problem value/worthiness of desired outcomes	To what extent does the achievement of valued outcome resolve the social problem?	Fixed costs
Equity	Equal distribution of benefits & costs among social groups	What / how much each social group benefit?	Pareto criterion
Responsiveness	Satisfaction to the needs/preferences/values	Do the policy outcomes satisfy the needs?	Citizen survey
Appropriateness	Appropriateness	Are desired outcomes actually worthy?	Policy should be equitable and efficient

2.2.6 Theoretical framework

2.2.6.1 Institutional theory

Institutional theory has been defined by institutional theorists since the early 20th century, to mean rules and aspects of social structure which predetermined by patterns of conduct schemes, rules, routines and norms that are generally accepted by individuals in a society (Berger and Luckmann 1967; Rutherford 1996). The theory sees local actors whether individuals, organizations, or national states as affected by institutions built up in much wider environments. Individuals and organizations are affected by societal institutions, cultural and national-states institutions, as well as by global operated institutions (Powell & DiMaggio, 1991).

Conceptually effective monitoring of education programme is an act of gauging the extent to which programme decisions are put into actions in order to achieve specific objectives. Various theories such as, classical theories; liberal democratic theory; system theory; networking theories as well as institutional theories can be used to understand the institutional factors contributing to ineffective monitoring of educational programmes. However, due to their criticism, this study has laid its focus on institutional theory for the purpose of explaining about the linkage between an institution and programme monitoring.

Literally, institutions are the “rules of the game” consisting of both, formal legal rules, in other words “regulative dimension” and informal social norms and values, in other words “normative dimension” that govern individual behavior and structure social interactions (Minniti and Levesque, 2008). The Institutional theory helps to explain how institutional policies, rules, regulations, processes and products determine the behaviour of people, institutional actions, as well as decision making structure (Roy, 1997). The theory has over the years benefited from insights and articulations of eminent scholars such as Marx and Weber, Cooley and Mead, Veblen and Commons. Scott (1995:33) summarises their views, by defining institution to comprise of regulative, cognitive and normative structures and activities that provide stability and meaning to social behaviour.

Institutional theory was preferred to guide this study due to some inherent strengths. First, it gives the government strategies which can be useful to create a well effective institution at national level that guide processes and outcome of other institutions at lower level in performing particular tasks. This enables efficiency, equity, unity and commitment in performing various tasks by institution within the society. Institutional theory helps the government to set clear rules, routines and regulations that can help to run all institutions responsible for monitoring educational programmes towards achieving their intended goals and objectives.

2.3 Issues that link with study objectives

2.3.1 The level of knowledge in monitoring educational programme

Tanzania Primary education system is a compulsory education to all children from the age 7 to 13 years. It is a cycle of seven years after pre-primary. A child spends even years in primary school started with standard one and end with standard seven. At standard seven, pupils seats for national examination which has known as primary school leaving examination (PSLE). The Ministry of Education and Vocational Training (MOEVT) in collaboration with the Ministry of Regional Administration and Local Government (TAMISEMI) are top institutions responsible for monitoring all education a activities implemented in primary schools as well as secondary schools. Large number of primary schools are owned and controlled by the government except few which are owned by religious and private sectors.

Measuring results in education requires one to be conversant with both, the educational programme such as BRN in terms of outcome indicators as well as monitoring knowledge and skills. Literally, little is known on the extent to which various actors are knowledgeable and possess skills for monitoring educational programmes. Save the Children (2012) analyses measuring results in education and emphasises three global outcome indicators of education programmes including: access, literacy and Quality Learning Environments (QLE). Are local actors aware and knowledgeable of the BRN indicators? I utilized Likert scale as a tool to measure knowledge on monitoring educational programmes.

Apart from understanding the BRN Ed indicators, it suffices to interrogate about process indicators for the programme level focus on questions such as: "Did the programme reach the intended audience?" "Was the programme acceptable to the audience?" "Was the programme implemented in the intended way?"

2.3.2 The level of involvement in implemented educational programme

Since independence in 1961 Tanzania has implemented a series of educational programmes to cater for various educational needs not only from macro lens but also within micro-development paradigms (Mushi, 2003). These programmes are a manifestation of its commitment to the implementation of Education for All (EFA) of the Jomtien, 1990 and Dakar education forum 2000 by improving academic environment and ensuring effectiveness in the teaching and learning process (URT, 2009). These reforms are guided by the Tanzania Development Vision 2025. This vision accords high priority to education as instrumental in bringing about social-economic transformation in the lives of Tanzanians."The vision, assets that; "education should be treated as a strategic agent for mind-set transformation and for the creation of a well-educated nation, sufficiently equipped with the knowledge needed to completely solve the development challenges. (URT, 2009).

Tanzania primary education system has undergone or passed through various programme implementations. Different education policies and programmes have been implemented to improve various attributes of education such as an increased access to primary education. The major education policy interventions which were introduced and implemented in Tanzania primary education system among others include Primary Education Development Plan (PEDP), Big Results Now (BRN) and Fee Free Education policy. To what extent have various actors of education been participated or involved in these programmes? Community participation is different from involvement. While the earlier is a planned process whereby individuals and groups from among the displaced community identify and express their own views and needs, and take collective action to reflect those views and needs hence ownership, in the later, there is no ownership.

2.4 A Critique review of empirical literature

According to Makongo (2003) in his report titled” *Implementation of the Primary education development plan: Are we achieving its goals*” during the PEDP implementation, the ministry of education with the support from the ministry of finance have made significant step in improving the implementation of educational policy in public primary school through the provision of funds and guidelines at different levels. These ministries release and transfer funds to school accounts and local councils for quality improvement and construction. In the first year of PEDP implementation some of achievements were realised like increasing of enrollment, classroom construction and teacher recruitment and deployment. At the same time, PEDP implementation was found to associate with a number of serious challenges. Among others was ineffectiveness of institutions responsible for monitoring and ensuring that there were improvements in the implementation of PEDP in public primary schools. It also includes poor distribution of guidelines and circulars to districts and schools on the use of funds, construction guidelines, school committee reform and procedures that delayed the processes in many cases.

Also, PEDP was associated with problems of transparency and accountability in implementation continue to embed due to the reason that materials were always reached communities long after funds were already sent. Makongo (ibid) further observed that school committees and communities have not been given equal opportunity to determine their own priorities at the school level. For instance, there is limitation to all school committees to engage fully in decision making. The central headquarters pre-determine the use of capitation grant funds through the percent formula breakdown of capitation grants.

According to the findings it shows that there are number of challenges hindering the improvements in the implementation of education policy. There is need also to critically conduct research on the implementation of education policy changes in order to observe all challenges facing public primary schools hence coming up with better measures to overcome all challenges that are prevailing in education sector for the aim of improving performance in education sector.

Also, Danda (2005) conducted a study titled “*Contribution of primary education development programme (PEDP) to the availability of teaching-learning materials in primary schools in Tanzania*” in Njombe district. He found that despite the targets that were set by the government in terms of providing teaching and learning materials during PEDP implementation to public primary schools in Tanzania, teaching and learning materials were still inadequate. The book-pupil ratio, for example at one school, ranged from 1:5 to 1:10 in different classes and subjects. This results indicate that monitoring units for implementation of educational programmes were not effectively to meet the desired set-target. High attention towards monitoring units of education has to be taken so as to ensure we have well capable and effectively monitoring units that will manage to coordinate the implementation of education policy changes until success in achieving its goals and objectives.

Further, Gepson (2004) also in his study titled “*Effects of PEDP on Primary School Teacher’s*” which was conducted in Masasi district found that during the implementation of PEDP number of periods in primary schools had increased by 13.95% due to introduction of new streams and not due to double shifting. Teachers’ time was not enough and there were extra duties which were not paid for. According to the findings there was decline of teachers’ morale in teaching effectively in schools. Gepson (ibid) was told by individual teachers that when PEDP was being launched with overwhelming euphoria they thought that their days in the teaching profession had come at last. The findings also means that the implementation of PEDP in public primary schools were done under high pressure from the high level which at the end leads to lack of commitment in the implementing the policy.

Todd and Attfield (2017) in their study titled “*Big Results Now! In Tanzania education: Has the delivery approach delivered*” found that Big Results Now in education (BRNEd) face number of challenges during its implementation. The structural weaknesses of education delivery system remained unaddressed because of lack of collaboration between the two leading government actors: the MoEST and PORALG. Also there were limited community engagement and use of bottom-up accountability mechanisms.

Shortage of teaching materials, enough funds, teachers and capacity building were big hindrance to the development of BRNEd. Also only 16% of Tanzanians majority were aware of Big Results Now (Sauti za wananchi, 2014). This indicates that there were highly lack of awareness concerning the objectives of BRNEd which at the end leads to poor commitment of its implementation public primary schools

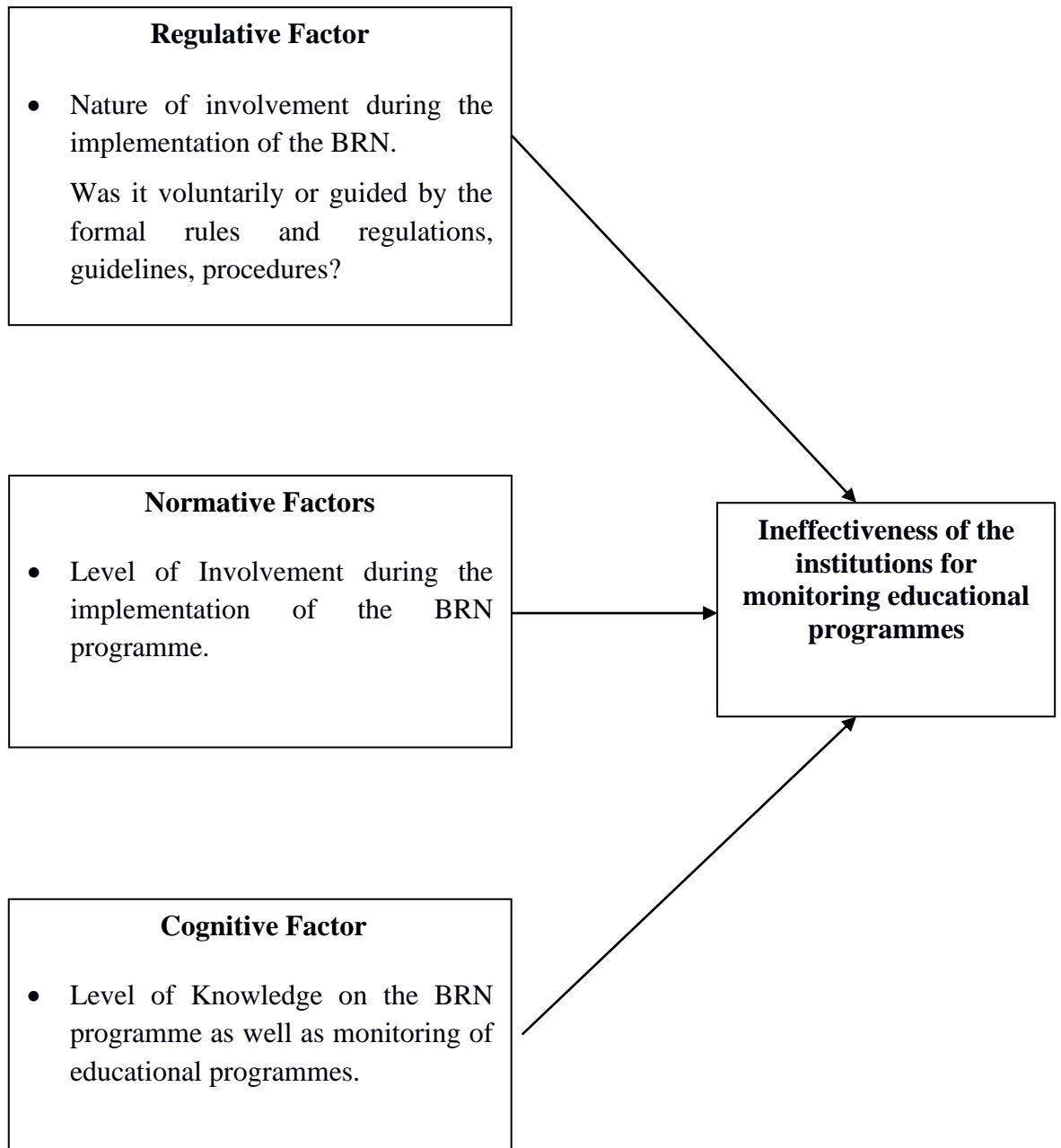
Daven (2008) in her study “*Free primary education*” which conducted in Babati town shows that in implementing Free Fee education policy in public primary schools there was also number of challenges facing its implementation. Though the primary education is free but there are several costs to send a child to school. The main costs include buying school material, buying school uniform and payments of various contributions to the school. Daven (ibid) further observes that besides the financial contributions, the households are expected to contribute with food such as salt, cooking oil, maize and beans. They can also choose to pay the value of these goods in money. Also Shortage of desks, teaching materials, laboratories and teachers are the challenges being witnessed while implementing the Free Fee education policy, as the government appeals to development partners, mainly private sector to help overcome the challenges. There has been good response in collecting chairs and desks, and construction of more blocks to accommodate students, but shortage of teachers mainly to teach science and mathematics subject remains a challenge also linked to the poor performance in schools (Daily News, 2017).

2.5 Research gap

Despite the substantial literatures that analyze the educational programmes within the perspective of measuring educational outcomes, little is known on “Institutional Factors Contributing to Ineffective Monitoring of Educational Programmes Implemented in Public Primary Schools” in Tanzania. This is the research gap filled up by the study. Most of the surveyed literatures had based on discussion of only the success and failures of various educational programmes. It has been experienced that most of educational programmes have been executed well partly due to the influence of politicians, despite existence of poor monitoring process or framework.

2.6 Conceptual framework of Institutional Factors Contributing to Ineffective Monitoring of Educational Programmes

Figure 2.1 Conceptual framework of the Study



Source: Researcher Own's construct, 2018

Figure 2.1 shows the relationship between institutional factors that contribute towards ineffective monitoring of educational programmes. The above conceptual framework was operationalized by formulating questions which measured the relationship between independent (institutional factors) and dependent variables (Ineffectiveness of the institutions for monitoring educational programmes). Among the regulative factors include: Nature of involvement during the implementation of the BRN. This quest requires us to understand whether the nature of involvement was voluntarily or guided by the formal rules and regulations, guidelines, procedures. Likewise, it required us to understand not only the level of involvement during the implementation of the BRN programme, but also the level of knowledge on the BRN programme as well as monitoring of educational programmes.

2.7 Summary of Chapter Two

This chapter has reviewed related literature on the institutional factors that contribute towards ineffective monitoring of educational programmes. It has presented the introduction, definition of key terms, a survey of theoretical literature, theoretical framework and review of empirical literature. Regulative factor was one among the reviewed attributes which include an analysis of the nature of involvement during the implementation of the BRN. This quest required us to understand whether the nature of involvement was voluntarily or guided by the formal rules and regulations, guidelines, procedures. Also, it required us to understand not only the level of involvement during the implementation of the BRN programme, but also the level of knowledge on the BRN programme as well as monitoring of educational programmes. The main concern was to establish the knowledge gap that this study sought to fill in.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the methodology that was used in carrying out the study and the logic behind the choice of each method, tool or study area as well. It consists of research philosophy, approach, and design. It also discusses the scope of the study, study area, target population, sampling and sampling procedures, data collection and analysis, and ethical considerations as well. The methodology revolves around measuring three indicators of the study which are: level of knowledge on the implemented BRN Ed programme; the level of involvement in BRN Ed programmes; as well as whether level of involvement was policy tied or voluntary.

3.2 Research Philosophy

Since in this study qualitative data dominated the quantitative ones, it thusly utilized interpretive paradigm which asserts that “there is no universal truth since truth is a socio-construction that depends on specific societal values, norms and many more” (Cohen, 2000). Indeed, it was socio-construction perspectives that determine how the three indicators of the study were measured. The indicators that the study explored include: level of knowledge on the implemented BRN Ed programme; the level of involvement in BRN Ed programmes; as well as whether level of involvement was policy tied or voluntary.

3.3 Research Approach

The study utilized a mixed method research approach in which both qualitative and quantitative approaches were used, however, qualitative data dominated the quantitative ones hence giving a name: Qualitative Sequential quantitatively mixed research approach. Saanane (2010) advocates the use of qualitative research approach due to reliability of information from individuals inner feelings obtained through non probability sampling. The rationale of utilization of qualitative research approach revolves at assessing the perceptions of each group (the teaching staff versus parents) regarding the ineffective monitoring of education programmes in the study area. On the other hand, quantitative research approach was used to

supplement the qualitative one. Neumann *et al.* (2009) contends that one of the major advantages of quantitative technique is its perfection when probability sampling is employed. In this study, quantitative research approach was used towards responding the extent to which various stakeholders are involved in the monitoring of education programmes in the study area.

The purpose of using both approaches stems from the fact that the two approaches are very complementary to each other, and their combined application optimizes both reliability and validity (Babbie, 2000).

3.4 Research design

Seltiz *et al.* (1962), cited by Kothari (2004) define a research design as the conceptual structure within which research is conducted. Babbie (2000) defines research design as a plan or blueprint of how one intends to conduct a research. In this study, I urge that it is indeed, the nature of the research question that guides the end-product and consequently, a type of research design. The research questions entail what kinds of result (knowledge) is aimed at (end product) and thus the kind of means (methodology) for meeting the end results.

This study adopted exploratory case study design to explore institutional factors that contribute towards ineffective monitoring of educational programmes in public primary schools. While exploratory research design helps to uncover new facts and to generate new ideas, case study entails the detailed examination of one or a small number of cases (Bryman, 1989). This study utilised case study research design because it is relatively cheaper and enhanced saving time thusly helping towards collecting data from a small number of social units within a limited amount of time available.

3.5 Area of study

In terms of geographical area, the study was conducted at Mvomero District, which is one among the seven (7) districts in Morogoro Region. The district was created by splitting the former Morogoro District. Mvomero district is located at latitude 06° 26' South and longitude 37° 32' East. It borders Handeni district in the North, Bagamoyo district in the East, Kilosa district in the West, Morogoro Rural and Morogoro Urban (Municipality) in the south. The total area is 7,325 square kilometers and the population size of 312,109 according to the census of 2012, whereby males are 154,843 and females are 157,266. It comprises of only four centers termed as town areas namely Mzumbe, Mvomero and most areas around Turiani. The rest are areas found in rural or remote areas where the marginalized pastoral communities live. This study will be conducted in 3 different wards namely Hembeti, Lubungo and Dakawa.

The reasons for choosing that district stems from the facts that Mvomero is one of the districts that half of its population is characterized by marginalized pastoral communities therefore it was easy to collect the intended information in line with: institutional factors from the natural settings such as marginalized nomadic-pastoral society that contribute towards ineffective monitoring of educational programmes. The collection of data from this district, made the research findings meaningful. In this study, the unit of analysis was primary schools where those educational programmes such as BRN were implemented.

The rationale of choosing those schools stems from the fact that a relative less progress in terms of development have been found in those schools before and after the implementation of the BRN programme. As such it would be easy to identify the institutional factors that contribute to ineffective monitoring of educational programmes. Moreover, the study relied on data obtained during the implementation of BRN programme from 2013/14 to 2015/16. As such, the time frame for the study was three years. Equally important, the reliance of methodology for pre-empting the unknown revolves from the utilization of the case study research design.

3.6 Study Population

According to Mugenda (2003), study population refers to the entire set of cases that have common characteristics for being researched. Also, Kombo and Tomp (2006) perceive the study population as a group of individuals, objects or items from which samples are taken for measurements. The target population, on the other hand, is the population for whom the findings will be generalized or for which information is desired. The target population also referred to as accessible population for this study was 969 study participants. These included key educational officers from Mvomero district H/Q, primary schools teachers, as well as the parents from those surveyed school communities.

3.7 Sample size and sampling techniques

A sample is a small proportion of population selected for observations and analysis (Omary, 2011). A sample size can also be defined as a small portion that presents a whole population (Kothari, 2009). Bailey (1998) defines sample as a group of hopefully representative of the population intended to study and from which one derives generalization about the population. A sample should be a representative of a wider population implied. There are many criteria that are used in determining the size of the sample. These include: the population variability, time for the study, purpose of the study, research approach, methods used and availability of respondents as well as financial resources (Huysamen, 1991).

In this study, a sample size of 110 study participants was utilised. This included 14 officials who are the key informants from education department and educational inspectors at Mvomero H/Q and Ministerial level as well. Apart from those key informants, the study sampled 24 teachers from selected primary schools in Mvomero, and 24 parents or guardians from the households in which students from those schools come from, 48 members of the school committees from all six (6) surveyed schools located in Mvomero District.

3.7.1 Sampling Techniques

Sampling is a process of selecting a few number of cases such as individual for observation a in such a way that individuals selected represent the large group from where they are selected. In the pursuit of this research, two techniques were applied; the non-probability (purposive sampling) and probability technique (stratified randomly sampling).

3.7.1.1 Purposive sampling

Purposive samplings involve picking unit most relevant or knowledgeable in the subject matter, and study it (Omary, 2011). In purposive sampling researcher intentionally select individuals and sites to learn or understand the central phenomena (Creswell, 2005). It is the method used purposely to pick up the people whom the researcher think and regards to have adequate knowledge of the available information regarding the nature of the target group or population and the important feature which can be used to make a close judgment on research (Kothari, 1999). Purposive sampling was used to select 14 key informants of the study who were interviewed using the data collection tool known as interview schedules composed of only seven questions which aimed at pre-empting the unknown.

3.7.1.2 Stratified random sampling

Stratified random sampling was utilized to sample members from the given three strata composed of teachers, parents or guardians and school committees from those six surveyed schools at Mvomero District. A simple random sampling technique was employed in each strata to get 24 teachers from selected primary schools in Mvomero, and 24 parents or guardians from the households in which students from those schools come from, and 48 members of the school committees as well from all six (6) surveyed schools located in Mvomero District. The list of members (sampling frame) of each strata such as teachers from selected primary schools and school committees as well was obtained from the office of District Education Officer (DEO), Mvomero.

Table 3.1 Summary of the population of the selected sample

S/ N	Type of participants	Total population	Sample size	Technique for selecting the sample
1	Teachers	221	24	Simple random Sampling
2	Parents/guardians	200	24	Simple random sampling
3	School Committees	486	48	Simple Random sampling
4	Key Informants	14	14	Purposive sampling
	Total	927	110	

Source: Fieldwork planning, (2018)

3.8 Data collection methods and research instruments

In collecting data, the study utilised both primary and secondary data collection methods. Primary data sources are information gathered directly from the field surveys (Mbogo *et al.*, 2012). In this study primary data were obtained data from the field through questionnaires and interviews. Secondary data is information gathered from other previous studies, e.g. published material and information from internal sources such as raw data and unpublished summaries. Under this study secondary data collection method were used to obtain information from various documents through the documentary review.

3.8.1 Interview

Interview is a qualitative research technique which involves interviewing small number of respondents to explore their perspectives on a particular idea or situation. Semi-structured interviews was used in data collection where 44 respondents including district education officials, head teachers, teachers and school inspectors was interviewed to get their experiences concerning the education policy changes, their implementation and its impacts on the learning process among pupils, as well as challenges. Interviews allows flexibility in data collection since the researcher was able to modify difficult questions for more clarity and even ask some more questions depending on the context. Interviews were designed in a way that more truthful and specific answers were obtained. This helps to capture information direct from the target population of the study and which was not provided by the questionnaires, also to capture the respondents' views.

3.8.2 Questionnaire

Both open-ended and close-ended questionnaire were employed in this study. An open-ended questionnaire was administered to the sample selected in order to get experiences and feelings about the effectiveness of institutions in improving the implementation of educational policy changes. Close-ended questionnaire was also carefully used for gathering information that a researcher intends to get which cannot be obtained using an open-ended questionnaire.

3.8.3 Documentary review

Various documents such as records on the trend of performance of schools in Mvomero district, textbooks, journals, news' papers and Internet were used to back up primary information and relate the findings to other approaches already in existence. These documents were obtained from the office of the district education officer and other public libraries. In the selected schools, the documents that were reviewed includes the records of enrollment, list of teachers and their academic qualifications, records on number of classrooms and teaching and learning materials, and records on the trend of performance in national and local examinations in respective schools.

3.9 Validity of Instruments

Validity is the quality that an instrument used in research is accurate, correct, true, meaningful and right. To establish the validity of instruments, instruments were pre-tested by administering the questionnaires to few respondents with the intention to correct any errors that might be identified before data collection process. In order to ensure the validity of data, the researcher afforded respondents the opportunity to discuss the themes of the research and ensure that respondents are aware of the confidentiality afforded to their answers. This was important to ensure that questions are answered honestly without fear of repercussions thereby increasing the validity of the research.

3.9.2 Reliability of Instruments

Reliability refers to uniformity of results that an instrument will give when applied repeatedly in the investigation. Reliability of this study's instruments was determined by pre-testing the interview and questionnaire guide in the field. The researcher conducted a pilot study in Mvomero District Council among two selected primary schools and other few education stakeholders. Thereafter, some questions were modified and other themes were added before data collection process. In order to ensure reliability of data, the researcher re-testing instruments by providing questionnaire guides to the same groups of respondents. In both tests, the same results were obtained, a confirmation that the study result is reliable.

3.10 Data Processing and Analysis

Data collected through various methods were organized and analyzed according to the research questions. In terms of data analysis, the qualitative data were analyzed through narrative content analysis. Since they were non-quantifiable data, they were coded on broad sheets of paper, and then subjected to content analysis and interpretation. In the same vein, open-ended responses from research participants were organized in tables to facilitate comprehension.

Also, the quantitative data were analyzed descriptively through a Statistical Package for Social Science (SPSS) version 21 to measure various institutional indicators such as: the level of knowledge on the implemented BRN Ed programme; the level of involvement in BRN Ed programme; as well as whether level of involvement was policy tied or voluntary. The analysed data were further presented by using tables and figures.

3.11 Ethical Considerations

Consent of study participants and confidentiality were closely observed. The consent of the respondents was maintained by using good communication skills to convince them to provide responses. Ethical consideration was taken to ensure accommodation of participants' rights and with the national policies related to research conducted. The purpose of the study was clarified to the respondents and ensure that their responses are solely for the intended study and not otherwise. Researcher assured

them that personal details are not shown in the research report. Respondents were free to answer questions that they were able to answer.

3.12 Summary of Chapter Three

This chapter presented the methodology that was used in pre-empting the research problem and the logic behind the use or adoption of each research approach, method, tool, and the area of the study as well. In terms of the structure, the methodology section included research design, research approach, area of the study, target population and sampling procedures, data collection methods, quality control, data processing and analysis. Lastly, ethical consideration and the operational design which had variables and their measurement are presented.

CHAPTER FOUR

DATA PRESENTATION

4.1 Introduction

This chapter presents the results obtained from analysis of data that measured institutional factors contributing to ineffective monitoring of educational programmes using BRN Ed as the case. Among indicators of institutional factors from four objectives that this study assessed included: the awareness and perceptions of the study participants on the implemented BRN Ed programme; the level of knowledge on the implemented BRN Ed programme; the level of involvement in BRN Ed programme; as well as whether level of involvement was policy tied or voluntary. The presentation and analysis of data is organized under six main sections: Section 4.2 provides socio-demographic characteristics of respondents; Section 4.3 provides people's perception about the implemented BRN programme and section 4.4 presents people's level of knowledge on monitoring of the BRN Ed programme. Whilst section 4.5 provides the extent to which various actors have been involved in the BRN Ed programme; section 4.6 explores whether level of involvement was policy tied or voluntary. The last part, section 4.7 provides the summary of the chapter.

4.2 Socio-Demographic Characteristics of Respondents

The study consisted of 110 study participants who were surveyed to give their view or perceptions about institutional factors that contribute to ineffective monitoring of educational programmes implemented in public primary schools in Mvomero District. From a sample size of 110 study participants, 96 of them were sampled through probability sampling and 14 via non-probability sampling. While only 90 study participants out of 96 from a group of those sampled through probability sampling appeared for interview, only 10 of key informants out of 14 also appeared for interview sessions. Thus the response rate was $100/114 = 87.7$. Three types of socio- demographic characteristics of respondents were covered, it included Age, Education level and gender.(see table 4.1).

Table 4.1: Socio-Demographic Characteristics of Respondents

Age		Frequency	Percent
	15-24	38	38
	25-34	24	24
	35-44	16	16
	45-54	13	13
	55 and above	9	9
	Total	100	100
Education			
	Non Formal Education	39	39
	Primary school	34	34
	Secondary School	15	15
	College	8	8
	University	4	4
	Total	100	100
Gender			
	Males	47	47
	Females	53	53
	Total	100	100

Source: Survey data, 2018.

The mean age of respondents was 26 years of age and the median was 34. The age ranged between 15 to 63 years. Table 4.1 illustrates the socio-demographic characteristics of the respondents.

The results in Table 4.1 shows that a relative high proportion 61 (61%) of respondents had attained at least primary education while 39 (39%) had never attended for formal education. Breaking the survey across farmers and nomadic-pastoralists parental groups, the study findings show that a relative high number parental farmers 34 (68%) had attained at least primary education compared to 23 (46%) parental nomadic-pastoralists. These finding shows that farmers were more knowledgeable than nomadic-pastoralist in the study area. With the relative less level of knowledge of nomadic-pastoralists groups in the study area; it predicts how difficult it is in enhancing effective monitoring of national educational programmes such as BRN in the study area.

Indeed, it is not a surprising finding considering the collaboration of the study findings made by MWEDO (2006) which shows that marginalized groups such as nomadic-pastoral students including girls are often left behind by national educational policies. With the relative low level of education, it is not surprisingly that the relationship between parental farmers and parental nomadic-pastoralists groups in the utilization of land resources is quite often conflicting rather than co-operating that also implicate the management of schools. With the general observations, Table 4.1 shows that the sample was fairly educated; therefore, equipped to comprehend on issues related to monitoring of educational programme at local council level. Education plays an important role in community members' involvement in the process of monitoring of educational programme. This is because it enabled local community members to comprehend issues related to adherence of participation, law and order.

The results in Table 4.1 also show that a high proportion, thirty eight (38%) of the respondents were at the age of 15 and 24. Likewise, twenty four (24%) of the respondents were at the age of 25 and 34. In other words, sixty two (62%) of the study participants were at the age of 15 and 34. This age group is the most active age group. Evidently, it is this group in the local community that can instil changes in implementation of educational programmes if well planned.

Its high frequency in the study predicts active strata for bringing societal change if both, political and socio-economic empowerment would be implemented effectively. Economically and socially empowered parents would be able to participate in development discourses such as monitoring educational programmes and thus contributing to the development of their children. However, it was reported that some of the politically appointed leaders such as Villages Executive Officers (VEOs) and Wards Executive Officers (WEOs) in some incidences were corrupted by nomadic-pastoralists in a bid to allow them penetrate/access the village/ward lands for the survival of their animals, which in turn fuelled the parental conflict. This infers difficultness towards monitoring national educational programmes in some areas that are prime to land use conflicts such as the study area.

Within the gender lens, the statistics in Table 4.1 show that the number of females interviewed was more than the number of males. Of the 100 respondents surveyed, 53 (53 %) were females and 47 (47 %) were males. These results are supported by the Tanzania Census report (2012), which shows that women and girls in Tanzania make a relative high number of rural populations compared to men. Because of that it was expected that a high proportion number of them would be engaging in monitoring of educational programmes such as BRN Ed.

4.3 Awareness and Perception about the Implemented BRN programme

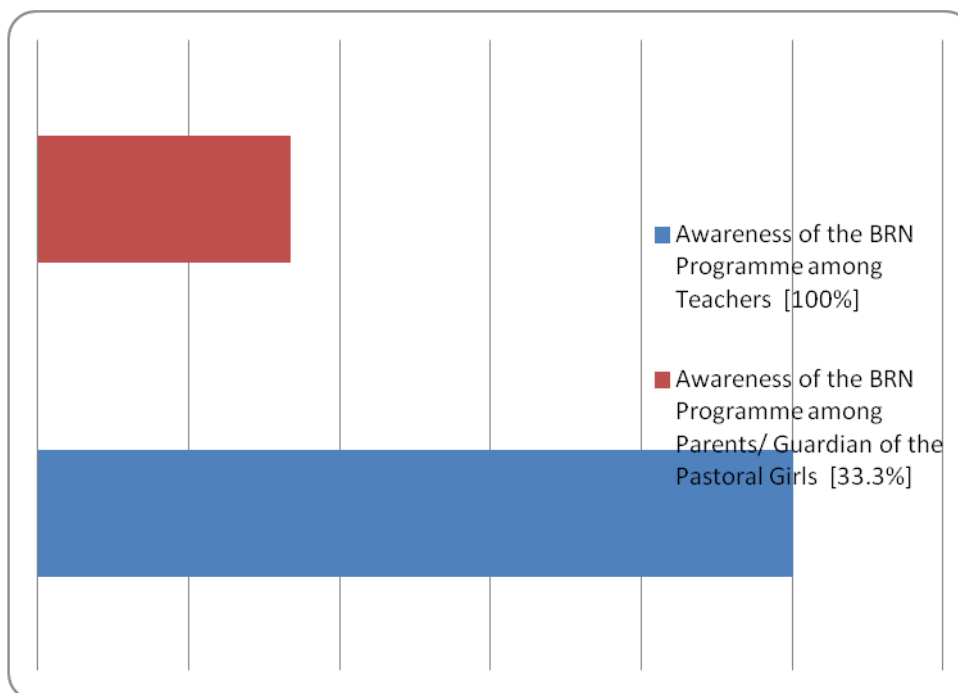
This section sought to assess people's awareness and perceptions on various issues related to implementation of the BRN Ed programme at the district level in Tanzania.

4.3.1 Awareness about the Implementation of the BRN programme

To meet this objective, primary data were collected through the use of the Likert scale of measurement 1=Unsure, 2=Not Aware, and 3= Aware. As can be seen from Figure 4.1, less than a half 8 (33.3 percent) out of 24 parents reported not being aware of the BRN programme while all teachers 24 (100%) reported being aware of the BRN programme. This can be possibly explained by the fact that teachers especially those working in rural areas occupied by the pastoral community are well informed in terms of not only basic knowledge but also have been socialized within the education lens to understand several issues linked with the educational agendas in the rural settings.

These observations are also linked with the findings in section 4.2 of this study which shows that 19 (82.4%) out of 24 parents/ guardians communities had never attained formal education. With the relative low level of knowledge among the community members; the study predicts how difficult it is for heads of school to engage nomadic-pastoral parents/guardians in the implementation of BRN programme in their school settings.

Figure 4.1: Awareness of the BRN Programme N=100



Source: Field Survey Data, 2018

4.3.2 Perceptions about the Implementation of the BRN programme

To meet this objective, primary data were collected through the use of the Likert scale of measurement 1=Unsure, 2=Disagree, and 3= Agree. As can be seen from

Table 4.2: Perceptions about the Implementation of the BRN programme

Primary Schools have reached Targets Established by the execution of BRN	Mvomero District	
	Frequency	Percent
Disagree	54	54
Agree	41	41
Not Sure	5	5
Total	100	100

Source: Survey data, 2018.

According to the results shown in Table 4.2, more than a half, fifty four (54%) of the study participants perceived the BRN Ed programme ineffective. Several narrations were given. Through interview one official from DEO-office presented the following account:

Box No 1

Ah! the implementation of BRN programme offered mixed results though most of them skew in unsuccessful stories. Although there is a significant raise of academic performance in almost all schools of Mvomero district, the desired targets prescribed by BRN at the district level were not reached. I have noted that the realised positive effects in our district are mainly due to strategic initiatives such as schools feeding programmes, community involvement in schools affair such as parental contributions and CSOs support such as MVIWATA.

(Mvomero 3/2/2018).

That observation, however, was rejected by another official working within the same office who had this to say during an interview:

Box No 2

Frankly, in our District we have experienced an increase in students' enrolment, as well as provision of training for heads of schools and teachers who coordinate the 3Rs (Reading, Writing and Counting), Indeed, these are successful stories

(Mvomero District 4/2/2018)

Another study participant from the department of quality assurance had this to say:

BRN was associated with some negative effects such as lack of specific funds for financing BRN, coordination of the established standard two and six primary examination fueled several challenges at schools and within the district level. The set ups of those examinations were conducted at the Ministerial level, however, each district council or municipal was supposed to finance and coordinate the examinations in some ways. At the end the results were sent to the Ministry. Apart from that, the BRN programme failed to implement some strategies including school incentive scheme and motivation to the teachers who were willing to utilise extra hours, providing remedial education and thus recognize good performance of pastoral in PSLE (Mvomero District 4/2/2018).

Based on the above arguments, it is important to realize that BRN programme initiatives did not bring expected results in Mvomero district council because teachers who can also be considered as street bureaucrats regard the BRN initiative as a political agenda since they were not involved in planning. The BRN programme was seen as alien to them because it was imposed on them from the top. BRN programme could have brought good results in PSLE if the teachers were involved from the initial stage of BRN programme planning; thusly enhancing ownership.

4.4 People's level of knowledge on monitoring of the Educational Programme

One of the objectives of the study was to examine the knowledge of monitoring education programmes among the school community members. To achieve this objective, the study participants were asked to explain their understanding about monitoring and how they engage in monitoring educational programmes such as BRN.

4.4.1 Study participants' conceptualisation about monitoring

The concept of monitoring is a contested one. Various school stakeholders define it differently based on their roles. For example, one among the officers in the DEO office had this to say in an interview:

Mh! Monitoring within the context of educational institutions is the process and an act of making a follow-up in school settings to ensure that the school learning improvement/development plans (SIPs/SDPs) are being utilized; the school Education Management Information System (EMIS) is in use; the EMIS information is submitted in a timely manner to the Ministry; and the school head promotes teachers' well-being & positive morale.

(Mvomero District 5/2/2018)

Likewise, teachers and school heads perceive the term to refer to the process of measuring pedagogical outcomes due to teaching instructions as well as ensuring that both, Board of Management/Committee is in place and the Parent-Teacher Association is functioning effectively; for the purpose of understanding school strengths & identifies areas for improvement due to interaction of both formal institution such as government schools and informal institutions operating under the umbrella of parents, teachers and politicians at the local level. Notably, the process

of monitoring was affected by the lack of provision or regulations in the BRN Ed document that set clear roles of parents and guardian in the implementation process. Because of that, there have been mixed results in the implementation of BRN. While at one pole, parents realized and achieved a norm of supporting school feeding programs, at the other pole, there was competition between formal and informal institutions over several school matters.

4.4.2 Study participants' engagement in monitoring education programmes

There have been mixed results in the implementation of BRN. While at one pole, parents realized and achieved a norm of supporting school feeding programs and considered it as the engagement towards monitoring educational programmes such as BRN, at the other pole, there was competition between formal and informal institutions over several school matters. This was especially the case when both farmers and nomadic-pastoralist shifted their land use conflict issues in the school management affairs.

This terrain compromised the process of monitoring BRN Ed. Because of this, conventional ways of monitoring educational programme which is a top-down approach driven by inputs and outputs attributes in terms of acquired learning and numerical skills have ipso facto dominated the school settings. This infers that effective M&E of educational programs requires establishing institutional and legal framework to accommodate norms, interests and diversity of actors in both formal and informal institutions during the follow-up and after implementation of educational programmes. Ignoring views and participation of parents, traditional and religious leaders in the process fuels competition and sometimes conflicts in the study area

4.4.3 Challenges facing BRN implementation in public primary schools

Findings from public primary schools visited 70% shows that there are number of challenges that were hindering the progress of BRNed implementation. There was shortage of teachers in some of public primary schools in Mvomero district council as one of an academic teacher from school 'A' commented:

“We have little number of teachers in school comparing the number of pupils. Some teachers have heavy workload which does not motivate the spirit of teaching”(Interviewee,2018).

This study also determines that BRN Ed were introduced and started to be implemented without enough training and seminars to lower levels on how the programme can be monitored and implemented in order to achieve its goals and objectives. Training and seminars helps all lower education officials to get the knowledge which can make them to improve their strategies and methods that they used to carry out their activities hence meet the objectives of the BRNed in the study area.

Apart from those challenges, 95% of the respondents commented that “the funds allocated to public primary school were not enough to meet all the costs of education provision under BRN Ed objectives hence poor BRN Ed implementation. Public primary Schools in the district are not able to carry out required programmes effectively due to financial constraints. It was noted that 80% of visited schools had no enough teaching and learning resources for both teachers and students. In this situation it was difficult for both teachers and learners to implement the learning and teaching process effectively. One teacher from school E had the following to say;

“It is hard to achieve the objectives and goals of BRN in education was impossible, how we can implement a programme in the environment that has no enough teaching and learning resources, BRN Ed was just a wasting of time”(Interviewee,2018).

Also this study found that during BRN Ed implementation teachers' commitment were not enough to meet the BRNed objectives. One standard seven student from school C said that:

“Teachers were not friendly and I don’t like the way they teach us, sometimes we ask questions but they are not answered, seems like they don’t care if we pass or fail” (Interviewee, 2018).

Ikonta (2008) elaborates that teachers should be made to realize that they are the bedrock of any educational system and should therefore show more responsibility and commitment to their work. For this matter commitment to teaching and work habit may have adverse effect on the BRNEd implementation in Mvomero district council.

The data collected from teachers revealed that teachers’ motivation was very poor as expected after the implementation of BRNEd initiative. The reason was not only due to the availability of resources rather the satisfaction of the stakeholders of education. Maslow (1968) opines that there is a close relationship between the satisfactions on the basic needs that sets the desire for higher order need necessary for mature human beings. Therefore motivation affected goals that underlie their involvement or non-involvement in academic matters. It was interesting to note that almost all teachers who were selected and included in this study 100% complained of economic hardships. Teachers sometimes are not performing well in their teaching just because they are not satisfied with the situation in which they work.

Table 4.3: Challenges facing the implementation of BRN in education

Mentioned challenges	Frequency	Percent
Shortage of teachers	84	84
Poor learning infrastructure	84	84
Poor commitment among teachers	12	12
Insufficient of funds	50	50
Scarcity of teaching and learning resources	65	65
Interference from political activities	6	6

Key

****Multiple responses were allowed**

Source: Field Data, 2018

The table above shows that 84(84 percent) of respondents mentioned that shortage of teachers was the most hindering factors towards the achieving the goals and objectives of BRN in education. Accordingly,84 (84 percent)of respondents mentioned Poor learning infrastructure as barrier towards the achievements of goals and objectives of BRN in education. This implicates that during the implementation of BRN in education in public primary schools the problem of shortage of teachers and Poor learning infrastructure were the leading barriers towards the implementation of BRN programme.

4.4.4 Measures taken to overcome challenges facing BRN implementation

This study reveals that measures taken to overcome challenges that were facing BRNed implementation were not far from those taken to overcome challenges facing the implementation of free fee education. The data collected from teachers, school inspectors and district education officer reveals that the budget that was allocated for BRN ed implementation was insufficient. Therefore, the government also asks for help from development partners, mainly private sector to help overcome those challenges.

Also through school committees parents were asked to contribute money or food material such as maize and beans in order to make all children get lunch at school so that the problem of truancy among pupils could be decreased. This helped pupils and teachers to have enough time of interacting in teaching and learning process.

Table 4.4 Measures taken to overcome Challenges from BRN Execution

Mentioned Measures	Frequency	Percentage
Aid from Non-Government Organization	15	15
Seminars and training	26	26
Contribution from community	37	37
Recruitment of teachers	32	32

Source: Field Data, 2018

Table 4.4 above shows that 15 (15%) of respondents commented that aid from non-government organization is the one measures taken to overcome some challenges facing the provision of education in public primary schools. Seminars and training were mentioned by 26% of respondents, contribution from community was mentioned by 37% of respondents and Recruitment of teachers was mentioned by 32% of respondents. These findings implicate that institutions in improving the implementation of BRN in education in public primary schools are not effective. The results indicates that measures taken are not well enough to fix the problems and have little attention as seen from the response of respondents there was very low percentage of awareness.

4.5.4 The Extent of Community members involvement in BRN Ed Programme

On a scale of 1-3 (1=Poor Involved, 2= Fairly Involved, 3= Highly Involved), school community members were asked to rank their level of involvement in monitoring BRN Ed Programme. The main purpose of this section is to presents school community responses to this question. Table 4.5 provides respondents' views to this question.

Table 4.5: The Extent of Community Members' Involvement in BRN Ed (N=100)

Level of Involvement	Respondents in Ward 1		Respondents in Ward II		Respondents in Ward III		OVERALL	
	n	%	n	%	n	%	n	%
Highly Involved	3	9.1	4	11.8	2	6.1	9	9
Fairly Involved	17	51.5	13	38.2	15	42.4	45	45
Poorly Involved	13	39.4	17	50	16	51.5	46	46
Total	33	100	34	100	33	100	100	100

Source: Survey data, 2018

The study findings as seen in Table 4.5 show that majority, 91 (91%) of the school community members were either fairly or poorly involved in the BRN Ed programme through M&E. Other mentioned levels of involvement were (9%) highly involved. If the school community members are involved in the decision-making, design and implementation of educational monitoring, they feel ownership of the programme, and, more positive impacts of a programme can be realized. Shao (2002) asserts that decision-making is believed to stimulate stronger ownership and sustainability of the programmes and projects locally as it informs on an effective monitoring process.

4.6 Summary of Chapter Four

This chapter has dealt with the presentation of findings of the field data. It begins with the presentation of socio-demographic characteristics of the respondents, and then the findings obtained in line with the respective research objectives.

CHAPTER FIVE

ANALYSIS AND DISCUSSIONS OF FINDINGS

5.1 Introduction

This chapter analyses and discusses the results obtained from analysis of data that measured institutional factors contributing to the ineffective monitoring of educational programmes using BRN Ed as the case. Among indicators of institutional factors from four objectives that this study assessed included: the awareness and perceptions of the study participants on the implemented BRN Ed programme; the level of knowledge on the implemented BRN Ed programme; the level of involvement in BRN Ed programme; as well as whether level of involvement was policy tied or voluntary. The analysis and discussion of data is organized under six main sections: Section 5.2 provides socio-demographic characteristics of respondents; Section 5.3 provides people's perception about the implemented BRN programme and section 5.4 presents people's level of knowledge on monitoring of the BRN Ed programme. Whilst section 5.5 provides the extent to which various actors have been involved in the BRN Ed programme; section 5.6 explores the weather level of involvement was policy tied or voluntary. The last part, section 5.7 provides the summary of the chapter.

5.2 Socio-Demographic Characteristics of Respondents

The study consisted of 110 study participants whom were surveyed to give their view or perceptions about institutional factors that contribute to ineffective monitoring of educational programmes implemented in public primary schools in Mvomero District. From a sample size of 110 study participants, 96 of them were sampled through probability sampling and 14 via non-probability sampling. While only 90 study participants out of 96 from a group of those sampled through probability sampling appeared for interview, only 10 of key informants out of 14 also appeared for interview sessions. Thus the response rate was 87.7 three types of socio-demographic characteristics of respondents are covered: Age, Education level and gender.

The results of the study shows that a relative high proportion 61 (61%) of respondents had attained at least primary education while 39 (39%) had never attended for formal education. Breaking the survey across farmers and nomadic-pastoralists parental groups, the study findings show that a relative high number parental farmers 34 (68%) had attained at least primary education compared to 23 (46%) parental nomadic-pastoralists. These finding shows that farmers are more knowledgeable than nomadic-pastoralist in the study area. With the relative less level of knowledge of nomadic-pastoralists groups in the study area; it predicts how difficult it is in enhancing effective monitoring of national educational programmes such as BRN in the study area.

Indeed, it is not a surprising finding considering the collaboration of the study findings made by MWEDO (2006) which shows that marginalised groups such as nomadic-pastoral students including girls are often left behind by national educational policies. With the relative low level of education, it is not surprisingly that the relationship between parental farmers and parental nomadic-pastoralists groups in the utilization of land resources is quite often conflicting rather than co-operating that also implicate the management of schools. With the general observations, Table 4.1 shows that the sample was fairly educated; therefore, equipped to comprehend on issues related to monitoring of educational programme at local council level. Education plays an important role in community members' involvement in the process of monitoring of educational programme. This is because it enabled local community members to comprehend issues related to adherence of participation, law and order.

The results of the study also demonstrates that a high proportion, thirty eight (38%) of the respondents were at the age of 15 and 24. Likewise, twenty four (24%) of the respondents were at the age of 25 and 34. In other words, sixty two (62%) of the study participants were at the age of 15 and 34. This age group is the most active age group. Evidently, it is this group in the local community that can instil changes in implementation of educational programmes if well planned.

Its high frequency in the study predicts active strata for bringing societal change if both, political and socio-economic empowerment would be implemented effectively. Economically and socially empowered parents would be able to participate in development discourses such as monitoring educational programmes and thus contributing to the development of their children. However, it was reported that some of the politically appointed leaders such as Villages Executive Officers (VEOs) and Wards Executive Officers (WEOs) in some incidences were corrupted by nomadic-pastoralists in a bid to allow them penetrate/access the village/ward lands for the survival of their animals, which in turn fuelled the parental conflict. This infers difficultness towards monitoring national educational programmes in some areas that are prime to land use conflicts such as the study area.

Within the gender lens, the statistics infers that the number of females interviewed was more than the number of males. Of the 100 respondents surveyed, 53 (53 %) were females and 47 (47 %) were males. These results are supported by the Tanzania Census report (2012), which shows that women and girls in Tanzania make a relative high number of rural populations compared to men. Because of that it was expected that a high proportion number of them would be engaging in monitoring of educational programmes such as BRN Ed.

5.3 Awareness and Perceptions about the Implementation of BRN programme

This section sought to assess people's awareness and perceptions on various issues related to implementation of the BRN Ed programme at the district level in Tanzania. To meet this objective, primary data were collected through the use of the Likert scale of measurement 1=Unsure, 2=Not Aware, and 3= Aware. As can be seen from the statistics, less than a half 8 (33.3 percent) out of 24 parents reported not being aware of the BRN programme while all teachers 24 (100%) reported being aware of the BRN programme. This can be possibly explained by the fact that teachers especially those working in rural areas occupied by the pastoral community are well informed in terms of not only basic knowledge but also have been socialized within the education lens to understand several issues linked with the educational agendas. These observations are also linked with the findings in section 4.2 of this study which shows that 19 (82.4%) out of 24 parents/ guardians communities had never

attained formal education. With the relative low level of knowledge among the community members; the study predicts how difficult it is for heads of school to engage nomadic-pastoral parents/guardians in the implementation of BRN programme in their school settings.

According to the study's findings, more than fifty four percent (54%) of the study participants perceived the BRN Ed programme ineffective. Several narrations were given. First, the implementation of BRN programme offered mixed results though most of them skew in unsuccessful stories. Although there is a significant raise of academic performance in almost all schools of Mvomero district, the desired targets prescribed by BRN at the district level were not reached. I have noted that the realised positive effects in our district are mainly due to strategic initiatives such as schools feeding programmes, community involvement in schools affair such as parental contributions and CSOs support such as MVIWATA.

That observation, however, was rejected on the ground that Mvomero District had experienced an increase in students' enrolment, as well as provision of training for heads of schools and teachers who coordinate the 3Rs (Reading, Writing and Counting). These were viewed as successful stories. It was also reported that BRN was associated with some negative effects such as lack of specific funds for financing BRN, coordination of the established standard two and six primary examinations fuelled several challenges at schools and within the district level. The set ups of those examinations were conducted at the Ministerial level, however, each district council or municipal was supposed to finance and coordinate the examinations in some ways. At the end the results were sent to the Ministry. Apart from that, the BRN programme failed to implement some strategies including school incentive scheme and motivation to the teachers who were willing to utilise extra hours, providing remedial education and thus recognize good performance of pastoral in PSLE.

Based on the above arguments, it is important to realize that BRN programme initiatives did not bring expected results in Mvomero district council because teachers who can also be considered as street bureaucrats regard the BRN initiative as a political agenda since they were not involved in planning. The BRN programme was seen as alien to them because it was imposed on them from the top. BRN programme could have brought good results in PSLE if the teachers were involved from the initial stage of BRN programme planning; thusly enhancing ownership.

5.4 People's level of knowledge on monitoring of the Educational Programme

One of the objectives of the study was to examine the knowledge of monitoring education programmes among the school community members. To achieve this objective, the study participants were asked to explain their understanding about monitoring and how they engage in monitoring educational programmes such as BRN. The study revealed that the concept of monitoring is a contested one. Various school stakeholders define it differently based on their roles. For example, education officers working in the DEO office perceive monitoring within the perspectives of educational institutions as the process and an act of making a follow-up in school settings to ensure that the school learning improvement/development plans (SIPs/SDPs) are being utilized; the school Education Management Information System (EMIS) is in use; the EMIS information is submitted in a timely manner to the Ministry; and the school head promotes teachers' well-being & positive morale.

Likewise, teachers and school heads perceive the term to refer to the process of measuring pedagogical outcomes due to teaching instructions as well as ensuring that both, Board of Management/Committee is in place and the Parent-Teacher Association is functioning effectively; for the purpose of understanding school strengths & identifies areas for improvement due to interaction of both formal institution such as government schools and informal institutions operating under the umbrella of parents, teachers and politicians at the local level. Notably, the process of monitoring was affected by the lack of provision or regulations in the BRN Ed document that set clear roles of parents and guardian in the implementation process. Because of that, there have been mixed results in the implementation of BRN. While at one pole, parents realized and achieved a norm of supporting school feeding

programs, at the other pole, there was competition between formal and informal institutions over several school matters.

There have been also mixed results towards the study participants' engagement in monitoring education programmes while taking BRN as the case. While at one pole, parents realized and achieved a norm of supporting school feeding programs and considered it as the engagement towards monitoring educational programmes such as BRN, at the other pole, there was competition between formal and informal institutions over several school matters. This was especially the case when both farmers and nomadic-pastoralist shifted their land use conflict issues in the school management affairs.

This terrain compromised the process of monitoring BRN Ed. Because of this, conventional ways of monitoring educational programme which is a top-down approach driven by inputs and outputs attributes in terms of acquired learning and numerical skills have ipso facto dominated the school settings. This infers that effective M&E of educational programs requires establishing institutional and legal framework to accommodate norms, interests and diversity of actors in both formal and informal institutions during the follow-up and after implementation of educational programmes. Ignoring views and participation of parents, traditional and religious leaders in the process fuels competition and sometimes conflicts in the study area

In the same vein, the findings of the study show a number of challenges that hindered the implementation of BRN Ed implementation. Among others included shortage of teachers in some of public primary schools.

The study also observed that BRN Ed were introduced and implemented without enough training and seminars to lower levels on how the programme can be monitored and implemented in order to achieve its goals and objectives. Training and seminars helps all lower education officials to get the knowledge which can make them to improve their strategies and methods that they used to carry out their activities hence meet the objectives of the BRN Ed in the study area.

Apart from those challenges, 95% of the respondents commented that “the funds allocated to public primary school were not enough to meet all the costs of education provision under BRN Ed objectives hence poor BRN Ed implementation. Public primary Schools in the district are not able to carry out required programmes effectively due to financial constraints. It was noted that 80% of visited schools had no enough teaching and learning resources for both teachers and students. In this situation it was difficult for both teachers and learners to implement the learning and teaching process effectively. One teacher from school E had the following to say; Also this study found that during BRN Ed implementation teachers’ commitment were not enough to meet the BRNEd objectives. Ikonta (2008) elaborates that teachers should be made to realize that they are the bedrock of any educational system and should therefore show more responsibility and commitment to their work. For this matter commitment to teaching and work habit may have adverse effect on the BRNEd implementation in the study area.

The data collected from teachers revealed that teachers’ motivation was very poor as expected after the implementation of BRNEd initiative. The reason was not only due to the availability of resources rather the satisfaction of the stakeholders of education. Maslow (1968) opines that there is a close relationship between the satisfactions on the basic needs that sets the desire for higher order need necessary for mature human beings. Therefore motivation affected goals that underlie their involvement or non-involvement in academic matters. It was interesting to note that almost all teachers who were selected and included in this study 100% complained of economic

This study reveals that measures taken to overcome challenges that were facing BRNEd implementation were not far from those taken to overcome challenges facing the implementation of free fee education. The data collected from teachers, school inspectors and district education officer reveals that the budget that was allocated for BRNEd implementation was insufficient. Therefore, the government also asks for help from development partners, mainly private sector to help overcome those challenges. Also through school committees, parents were asked to contribute money or food material such as maize and beans in order to make all children to get lunch at

school so that the problem of truancy among pupils can be decreased. This helped pupils and teachers to have enough time of interacting in teaching and learning process.

The study further shows that 15 (15%) of respondents commented that aid from non-government organization is the one measures taken to overcome some challenges facing the provision of education in public primary schools. Seminars and training were mentioned by 26% of respondents, contribution from community was mentioned by 37% of respondents and Recruitment of teachers was mentioned by 32% of respondents. These findings implicate that institutions in improving the implementation of BRN in education in public primary schools are not effective. The results indicates that measures taken are not well enough to fix the problems and have little attention as seen from the response of respondents there was very low percentage of awareness.

On a scale of 1-3 (1=Poor Involved, 2= Fairly Involved, 3= Highly Involved), school community members were asked to rank their level of involvement in monitoring BRN Ed Programme. The main purpose of this section is to presents school community responses to this question. Table 4.5 provides respondents' views to this question. The study findings as seen in Table 4.5 show that majority, 91 (91%) of the school community members were either fairly or poorly involved in the BRN Ed programme through M&E. Other mentioned levels of involvement were (9%) highly involved. If the school community members are involved in the decision-making, design and implementation of educational monitoring, they feel ownership of the programme, and, more positive impacts of a programme can be realized. Shao (2002) asserts that decision- making is believed to stimulate stronger ownership and sustainability of the programmes and projects locally as it informs on an effective monitoring process.

5.5 Summary of Chapter Five

This chapter has presented the discussions of the findings of the study. This chapter presents the discussions and interpretations of the presented data of this finding. Discussion of the results was made with the support of the other related studies so as to make a clear generalization of the results. Discussions were done according to the research objectives as a study intended to fulfill, so as to answer the research questions.

CHAPTER SIX

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

The purpose of this study was to explore the institutional factors that contribute to ineffective monitoring of Educational Programmes, using Big Results Now in Education (BRN Ed) implemented in Mvomero District as the case. The study was guided by four research objectives. First, to find out the perceptions of the study participants on the implemented BRN Ed programme, second, to assess whether level of knowledge of the study participants on the implemented BRN Ed programme contribute towards ineffective Monitoring of such an educational programme, and third, to examine the extent to which the level of involvement in BRN Ed programme contribute towards ineffective Monitoring of such programme. Further, the study examined whether there was any provision or rules on the implementation of BRN Ed programme that contribute towards ineffective Monitoring of such an educational programme in the study area. This chapter presents the summary of the study, summary of the key findings of the study, conclusion and policy implications of the study in line with the study's objectives. Both qualitative research and quantitative approaches was applied in the assessment. The major research findings are based on the four specific objectives of the study.

6.2 Summary of the study

The study utilized a descriptive, case research design in which qualitative data dominated over quantitative one, thusly giving raise to the name qualitative sequential quantitative mixed research approach. It also utilized a sample size of 110 study participants of whom were selected through the use of purposive and stratified sampling techniques. The data for this study were collected through the use of questionnaires, interview checklists, and documentary review. In terms of data analysis, the qualitative data were analyzed through narrative content analysis. Also, the quantitative data were analyzed descriptively through a Statistical Package for Social Science (SPSS) version 21 to measure various institutional indicators.

6.3 Summary of the Study key Findings

6.3.1 Awareness and Perceptions about the Implementation of BRN programme

The study revealed that less than a half 8 (33.3 percent) out of 24 parents were not aware of the BRN programme while all teachers 24 (100%) reported being aware of the BRN programme. This can be possibly explained by the fact that teachers especially those working in rural areas occupied by the pastoral community are well informed in terms of not only basic knowledge but also have been socialized within the education lens to understand several issues linked with the educational agendas. With the relative low level of knowledge among the community members; the study predicts how difficult it is for heads of school to engage nomadic-pastoral parents/guardians in the implementation of BRN programme in their school settings.

Notably, the implementation of BRN Ed programme was perceived to be ineffective for various reasons. Among others is the failure to reach the desired targets prescribed by BRN Ed document at the district level. That observation, however, was rejected by the other pole on the ground that Mvomero District had experienced an increase in students' enrolment, as well as provision of training for heads of schools and teachers who coordinate the 3Rs (Reading, Writing and Counting). These as such, were viewed as successful stories of BRN Ed. It was also reported that BRN was associated with some negative effects such as lack of specific funds for financing BRN, coordination of the established standard two and six primary examinations fuelled several challenges at schools and within the district level. The set ups of those examinations for example were conducted at the Ministerial level, however, each district council or municipal was supposed to finance and coordinate the examinations in some ways. At the end the results were sent to the Ministry. Apart from that, the BRN programme failed to implement some strategies including school incentive scheme and motivation to the teachers who were willing to utilise extra hours, providing remedial education. Teachers regard the BRN initiative as a political agenda and an alien to them because it was imposed on them from the top and were not involved from the initial stage of BRN programme decision making and planning which limited their ownership.

6.3.2 Knowledge about monitoring of BRN Education programme

The study revealed that the concept of monitoring is a contested one. As such, various school stakeholders had a diverse of knowledge on the term and thusly defined it differently based on their roles within the educational set-ups. Because of that, there have been mixed results in the implementation of BRN. While at one pole, parents realized and achieved a norm of supporting school feeding programs, at the other pole, there was competition between formal and informal institutions over several school matters on the agenda of monitoring.

There have been also mixed results towards the study participants' engagement in monitoring education programmes while taking BRN as the case. While at one pole, parents realized and achieved a norm of supporting school feeding programs and considered it as the engagement towards monitoring educational programmes such as BRN, at the other pole, there was competition between formal and informal institutions over several school matters. This was especially the case when both farmers and nomadic-pastoralist shifted their land use conflict issues in the school management affairs.

This terrain compromised the process of monitoring BRN Ed. Because of this, conventional ways of monitoring educational programme which is a top-down approach driven by inputs and outputs attributes in terms of acquired learning and numerical skills have ipso facto dominated the school settings. This infers that effective M&E of educational programs requires establishing institutional and legal framework to accommodate norms, interests and diversity of actors in both formal and informal institutions during the follow-up and after implementation of educational programmes. Ignoring views and participation of parents, traditional and religious leaders in the process fuels competition and sometimes conflicts in the study area. In the same vein, the findings of the study show a number of challenges that hindered the implementation of BRN Ed implementation. Among others included shortage of teachers in some of public primary schools. Others revolves on the fact that BRN Ed programme was introduced and implemented without enough training and seminars to lower levels on how the programme can be monitored.

6.3.3 Level of Involvement in monitoring BRN Education programme

On a scale of 1-3 (1=Poor Involved, 2= Fairly Involved, 3= Highly Involved), school community members were asked to rank their level of involvement in monitoring BRN Ed Programme. The main purpose of this section is to presents school community responses to this question. The study findings show that majority, 91 (91%) of the school community members were either fairly or poorly involved in the BRN Ed programme through M&E. Other mentioned levels of involvement were (9%) highly involved. If the school community members are involved in the decision-making, design and implementation of educational monitoring, they feel ownership of the programme, and, more positive impacts of a programme can be realized. Shao (2002) asserts that decision- making is believed to stimulate stronger ownership and sustainability of the programmes and projects locally as it informs on an effective monitoring process. The study also found that the level of involvement in monitoring BRN Ed programme was much more or less voluntary than policy-tied. Because of the poor trend of participation in BRN Ed programme, it failed to realize her intended objectives and ended up having little impacts.

6.4 Conclusion

The study concludes that for the educational programs such as BRN Ed to realize her intended objectives and end up having significant impact, effective M&E of educational programs requires establishing institutional and legal framework to accommodate norms, interests and diversity of actors in both formal and informal institutions during the follow-up and after implementation of educational programmes. Ignoring views and participation of parents, traditional and religious leaders in the process fuels competition and sometimes conflicts in the study area. The study ends up by recommending that there is a need for a government to improve institutional coordination among actors from formal and informal institutions. Also, the Ministry of Education should clearly develop guidelines on how to involve various actors at the school settings in the M&E process.

6.5 Recommendations of the study

The following are recommendations derived from the findings and conclusions of the study

6.5.1 Recommendations for Actions

The recommendations are based on the results obtained from the study. Since the study was guided by the specific objectives intended to answer the research questions so as to sustain a general objective of the study, here recommendations was made out with the aim to insist on strategies which will help to improve the effectiveness of the institutions for monitoring the implementation educational policy changes in public primary schools in Tanzania. Based on the findings, the researcher recommends that, there is need to review our financing policy of education so that when allocating the national annual budget education sector should be considered as a first priority of the nation towards achieving the economic development. Also the government must develop a specific policy that promoting seminars, in-service training and motivations for teachers towards policy changes and implementation in our public primary schools.

Ministry of education should maintain and develop well clearly guidelines to lower levels on how a policy of education has to be implemented. Likewise, the government through the ministry of education and science and technology should ensure all public primary schools have enough physical and human resources which will make teaching and learning effective.

Social agencies and other private organizations should realize the importance of primary education as a basic right to all children. Therefore they should provide assistance in overcoming challenges facing public primary schools by donating funds and other materials. Also there is need for education stakeholders to have full commitment and working in collaboration in performing their daily tasks and responsibilities since working together towards common goal always at the end has greater positive results.

6.5.2 Recommendations for Further Research

This study concerned with the effectiveness of institutions in improving the implementation of educational policy changes in five selected public primary schools. It recommends similar study to be conducted in other levels of education such as secondary, colleges and Universities in different social cultural contexts so that the results that emerge would contribute to further knowledge in this area of study. The current study was confined at Mvomero district involving only few public primary schools and other few education officials from Mvomero district, so its results are limited to an extent that it cannot be generalized to whole country. It thus recommends conducting similar studies in other districts so as to get generalized information applicable to the whole nation.

6.6 Policy Implication

There is a need to review educational financing policy in education so as to allocate sufficient funds to public primary schools at right time without delay. In relation to this, community should play their roles in contributing some costs to run the provision of education in order to avoid this problem in other fast growing cities in Tanzania. Also there is a need to review our education policy. This means that there should be education policy that can cope with our economic status, schools infrastructure and number of teachers. This will reduce the problem of having an education policy that is difficult to achieve its goals and objectives at 100 percent. Also there should be policy which insists on the involvement of local level of institutions for monitoring education. Education officers and teachers should be given high priority in participating in any process concerning the change of the policy of education. This will help the policy to be implemented in a environment that most of stakeholders are aware with what is required to be done for the success of implementation of the policy hence success achieving intended goals and objectives.

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APPENDICES

APPENDIX I

Interview Guide for Head Teachers

Dear Head Teacher,

I am John Christopher Mbilinyi, a Master of arts in Education student in the Faculty of social sciences, Mzumbe University. As part of the requirements for my degree programme, I am conducting a study on the **effectiveness of the institutions for monitoring policy changes on public primary schools**. I therefore kindly request you to help me in this study by responding to this interview.

You are kindly requested to respond carefully to each question and give your response to the best of your knowledge. Your answers are highly confidential and any information gathered here will be used for research purposes only and not otherwise. Your participation is voluntary and you can stop at any time, though I will be grateful if you can respond to this interview in full.

Name of school _____ Ward _____ District _____

Academic qualifications.....

1. Do you think teachers and communities around your school appreciate policy changes in
2. Education?
3. How can you substantiate the answer in question 1?
4. How are you doing to ensure free education is implemented effectively in your school?
5. To what extent does government provide help in implementing free education?
6. What are the challenges facing the implementation of education policy in your school?
7. What are the measures do you take to overcome those challenges?
8. Did you receive any seminar or training on PEDP, BRN in education and free education?

9. Do you normally call teachers' meetings to share ideas on how to improve performance at your school?
10. How many times in a term or year do district school inspectors come to visit your school for inspection?
11. What is the difference in academic performance between the implementation of PEDP, BRN in education and free education?

Thank you for your cooperation.

APPENDIX II

Interview Guide for District Education officer

Dear District Education Officer,

I am John Christopher Mbilinyi, a Master of Arts in Education student in the Faculty of social sciences, Mzumbe University. As part of the requirements for my degree programme, I am conducting a study on the **effectiveness of the institutions for monitoring policy changes on public primary schools**. I therefore kindly request you to help me in this study by responding to this interview.

You are kindly requested to respond carefully to each question and give your response to the best of your knowledge. Your answers are highly confidential and any information gathered here will be used for research purposes only and not otherwise. Your participation is voluntary and you can stop at any time, though I will be grateful if you can respond to this interview in full.

District _____

Academic qualification.....

1. For how long have you been serving in education sector at this capacity ?
2. What are the strategies taken by your office to ensure the performance at public primary school is improving?
3. What are the challenges facing public primary schools in your district?
4. What are measures taken by your office to overcome those challenges?
5. Did you receive any seminar or training on PEDP, BRN in education and free education?
6. How do you monitor the implementation of education policy at public primary school?
7. Can you comment on the achievements of PEDP, BRN in education and free education?
8. What is your general comment on the policy changes on public primary schools?

Thank you for your cooperation.

APPENDIX III

Questionnaire for Teachers

Dear teachers,

I am John Christopher Mbilinyi, a Master of Arts in Education student in the Faculty of social sciences, Mzumbe University. As part of the requirements for my degree programme, I am conducting a study on the **effectiveness of the institutions for monitoring policy changes on public primary schools**. I therefore kindly request you to help me in this study by completing this questionnaire.

You are kindly requested to respond carefully to each question and give your response to the best of your knowledge. Your answers are highly confidential and any information gathered here will be used for research purposes only and not otherwise. Your participation is voluntary and you can stop at any time, though I will be grateful if you can complete the questionnaire in full.

Name of School----- Ward----- District----- Region-----

1. sex----- Age-----

2. Academic background

(a) STD VII (b) Form IV (c) Form VI (Tick applicable)

3. Training programme (Tick applicable)

(a) Grade A (b) Diploma (c) Graduate

4. Duration for teacher training, (i) 1year (ii) 2 years (iii) 3+ (Tick applicable)

5. What do you know about PEDP, BRN and Free education?

.....
.....

6. Do you have enough materials for teaching and learning process in your teaching subjects? Yes ----- No ----- (Tick applicable)

7. Which teaching-techniques/methods that you normally use in teaching your subjects?

8. Did you attend any training concerning PEDP, BRN or Free education ?

Yes ----- No -----

9. Do the class size and the teacher/ pupil ratio allow the application of different teaching methods that allow the pupil to participate freely in learning?

10. What challenges you encountered during implementation of various programmes such as ,PEDP, BRN and Free Education?

11. How many times you get inspection from district school inspectors per year?

12. What is your recommendation on the policy changes on public primary schools?

Thank you for your cooperation

APPENDIX IV

Questionnaire for District school inspectors

Dear Education Inspector,

I am John Christopher Mbilinyi, a Master of Arts in Education student in the Faculty of social sciences, Mzumbe University. As part of the requirements for my degree programme, I am conducting a study on the **effectiveness of the institutions for monitoring policy changes on public primary schools**. I therefore kindly request you to help me in this study by completing this questionnaire.

You are kindly requested to respond carefully to each question and give your response to the best of your knowledge. Your answers are highly confidential and any information gathered here will be used for research purposes only and not otherwise. Your participation is voluntary and you can stop at any time, though I will be grateful if you can complete the questionnaire in full.

Sex-----

Academic qualifications-----

Position duration.....

1. How many schools you have been involved in inspection across the recent 7 years from 2011-2017 in your district?

a) None b) More than 10 c) Less than 10 (Tick applicable)

2. Do you think policy change in public primary schools is important to bring about the efficiency in the education sector?

Yes/No-----

3. If yes in the question 2 above, Please explain

4. What challenges do you encounter during conducting the inspections at different public primary schools?

5. Is the budget for school inspection enough?

YES/NO-----

6. How many times you conduct inspections in public primary schools per year?

a) 1 b) 5+ c) 10+ d) Unpredicted (Tick applicable)

7. What are strategies do you use to conduct inspections in public primary schools?

Thank you for your cooperation.